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ANNUAL REPORT FY 1976
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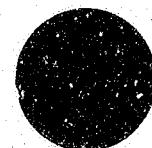
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National Institute of
Law Enforcement and
Criminal Justice



Annual Report FY 1976

147376



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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Law Enforcement Assistance Administration
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Washington, D.C. 20531**

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The National Institute is the research center of the Law Enforcement Assistance Administration

Gerald M. Caplan, Director



Law Enforcement Assistance Administration
U.S. 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 Third Annual Report of the National Institute of Law Enforcement and Criminal Justice, in accordance with the requirements of the Crime Control Act of 1973, as amended.

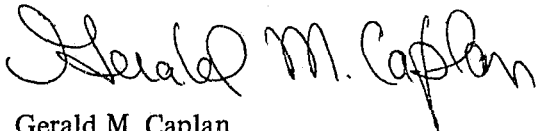
The National Institute is the research center of the Law Enforcement Assistance Administration. Allied to its central mission of research is the responsibility for evaluating criminal justice practices and for translating research findings into workable programs.

In essay form, this report describes some of the Institute's efforts to fulfill its Congressional mandate—"to encourage research and development to improve and strengthen law enforcement and criminal justice." Following the narrative chapters, the appendix lists all fiscal 1976 awards for research and development, evaluation, and technology transfer.

Research by its nature is a slow, painstaking, cumulative process. This document reflects the continued growth of our knowledge. Unlike the two previous annual reports I have had the honor to submit, many of the findings and insights presented here are not merely hinted at by one research project, but bolstered by the results of several related studies.

This steady accumulation of much-needed knowledge is encouraging, even as the 1976 reported crime statistics point to what may be the beginning of a leveling off in the crime rate. Whatever the statistical trends show over the next few years, the search for answers to the many difficult questions about crime must continue. While crime is not the kind of problem that is amenable to "breakthrough," research can improve our understanding and develop the knowledge that may ultimately lead to the reduction of crime. That is our hope.

Respectfully submitted,



Gerald M. Caplan
Director
March 1977

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1 The Citizen and the Criminal Justice System



Crime in America is an evil that has stubbornly resisted efforts to exorcise it. Politicians no longer speak of abolishing crime, as they did just a decade ago: today's goals are the more modest ones of controlling crime and tempering its effects. This rethinking has stimulated a realignment of priorities within the criminal justice system. One result has been to focus long-overdue attention on the citizen who has been caught up—usually against his or her will—in the criminal justice process. Institute-sponsored research has played a role in this shift by highlighting the needs of victims, witnesses, and jurors, as well as the ways in which citizens can serve as auxiliaries in community crime prevention.

Research completed last year in Milwaukee, Wisconsin, addressed the problems of victims and witnesses in general. For victims, the most commonly experienced problems were found to be property loss and mental or emotional suffering—plus lost time and income for those who subsequently became involved in the criminal justice process. The researchers suggested that procedures be developed or improved for compensating these individuals, for reducing the fear of retaliation, and for more efficient scheduling of court appearances. One of the major recommendations was establishment of an Office of Citizen Justice Advocate on a county-by-county basis, to be financed locally. It would serve as a victim-witness ombudsman, addressing such problems as loss of wages while testifying, transportation to the courthouse, intimidation by defendants, and frustration with criminal justice procedures.

Other recommendations included experimental use of fees to compensate victims for lost income and transportation costs when testifying in court or being interviewed by police and prosecutors. This approach would complement existing victim compensation laws, which generally aid only seriously victimized persons, by serving the larger numbers of victims who have not been physically injured. The researchers also recommended that available victim and witness services be given wider publicity; that a single prosecutor handle a victim or witness throughout the judicial process; and that victims and witnesses be notified as early as possible of delays in trials. The survey, which included 1,775 victims and 1,225 witnesses, provided a wealth of detail:

- Contrary to popular opinion, the elderly are not victimized more than other groups, nor do they take more precautions against crime.

● Of those who took special precautions following their victimization, one-third bought a gun for protection.

● About half the victims feared they would be a victim of a crime again within the next year.

● In general, persons who had been victims of more than one crime tended to view victimization as more likely and were somewhat more likely to have reported the crimes.

The importance of the citizen-witness to the criminal justice system was vividly shown in Washington, D.C., where more than half of all felony and misdemeanor arrests ended in dismissal—often because witnesses failed to cooperate. After interviewing 1,000 potential witnesses, the researchers found that much of their non-cooperation was actually the result of misunderstandings or outright errors. Many of the individuals did not know that the police regarded them as witnesses, or had not been asked to testify. An even greater problem was the number of incorrect addresses recorded for potential witnesses. These findings—and recommendations for avoiding such mistakes—were published by the Institute last year in a report entitled *Improving Witness Cooperation*.

In a further effort to improve relations with the clients of the criminal justice system, the Institute last year funded a Prescription Package on *Victim/Witness Assistance Programs*. The handbook will cover all points of contact between the criminal justice system and the client. At each stage—police, prosecutor's office, and the courts—the authors will identify potential services and successful ways of delivering them.

Several research programs were initiated last year to improve police services to special groups of citizens. For example, one study will ex-

amine the needs of the **impaired and elderly** as consumers of police services. The White House Conference on Aging in 1971 stressed the need to improve the quality of police services to the elderly. Census Bureau projections indicate that this age group (65 and older) will account for 12 percent of the population by 1990, up from 10 percent in the most recent census. Police departments can therefore expect an increasing share of calls from the elderly, whose fear of crime tends to be greater than that of younger citizens, even though their victimization rates are the same or lower. The researchers will identify police problems in dealing with the elderly, the reasons for dissatisfaction with police service, and techniques for improving relations between the police and their elderly or impaired clients.

Specialized training in **crisis intervention** has been an Institute priority for several years, beginning with research in New York City, which showed that officers with this training were more successful in resolving family conflicts without violence. In 1975 the Institute sponsored a national training and testing program in this area. More than 600 police administrators have participated in regional training workshops, and more than 200 departments requested the Institute training packages. Institute funds also supported a six-city demonstration of police crisis intervention. Acceptance of the concept appears to be steadily increasing, with more than 100 major departments now operating some form of crisis intervention.

Of all crimes, **sexual assault** is especially traumatic for the victims. Rape and other forms of sexual assault also pose especially difficult problems for the criminal justice system. Fear of harassment and humiliation during the medical examination and legal investigation is so pervasive that many victims refuse even to report such crimes, much less pursue them through to trial. Almost all victims of sexual assault are women, and the influence of the women's rights movement has done much to change public attitudes toward rape. In turn, criminal justice agencies have

begun to seek more enlightened procedures for dealing with rape victims.

Last year, as part of a major study of rape, the Institute completed nationwide surveys of police and prosecutors to collect detailed information on current law enforcement practices in response to the crime of forcible rape, as a prelude to devising practical guidelines in this sensitive area. Of the more than 200 police departments participating in the project, 87 percent took the time to complete a lengthy and complex questionnaire—a remarkably high return and one suggesting the high level of police concern about this crime. Two-thirds of the 150 prosecutors offices surveyed responded with similar concern. The result is a comprehensive picture of reported rape cases, of current criminal justice procedures for handling forcible rape, and of what police and prosecutors regard as the major needs and problems.

The survey responses provided intriguing insights into the crime of forcible rape. Although individual agency responses varied widely, some general descriptions of the crime can tentatively be made. Both police and prosecutors reported that the typical case involved a victim and suspect who were total strangers. The victim was likely to have received physical injury. Although she did not know her assailant beforehand, the victim would be able to identify him if he is seen again. The alleged assailant often is known by police since he will have a prior record of sexual offenses. The victim probably will report the crime to police within an hour of its occurrence.

Many police departments have already taken steps to improve their processing of rape cases, most often by assigning female officers to such cases or by providing investigators with special training. Although prosecutors' offices in many major jurisdictions have begun to adopt more improved approaches, overall they have been slower than law enforcement officials in responding to the victims' concerns. Both police and prosecutors candidly identified deficiencies in training and operating procedures that must be corrected to make the criminal justice system more effective in dealing with rape.

In other activities, the project examined rape legislative issues and compiled a digest of state rape statutes. A number of convicted rapists were interviewed to collect data that could be useful in preventing the crime. Finally, interviews were conducted with 100 rape victims in Seattle, Washington. One conclusion was that victims should be provided with detailed infor-

mation, telling them in simple and clear language what to expect as their case moves through the criminal justice system, and alerting them to the medical, legal, counseling and other social services available. The project has produced an easy-to-use booklet to be published in 1977.

One local program that takes an innovative approach to assisting victims is the Rape/Sexual Assault Care Center in Des Moines, Iowa. The Institute last year identified the Des Moines Center as an Exemplary Project, suitable for adoption in other communities, and has distributed detailed information on the project to local officials throughout the country.

The center functions with a small staff consisting of a victim contact worker, project coordinator, and secretary; a special prosecutor is assigned by the County Attorney's Office to handle all rape cases. A 70-member board of directors represents a broad spectrum of medical, social, governmental, and law enforcement agencies. The center's activities include:

- Twenty-four-hour assistance by telephone or in person, including support for the victim during the medical examination and prosecutor's interview.
- Referral to community agencies that can provide specialized help.
- In-service training for medical and criminal justice professionals who deal with rape victims.
- A public education program to disseminate factual information about sex crimes.

Since the center was established, police clearance rates for rape cases in Des Moines have risen from 50 percent to 69 percent. Even more dramatic changes are apparent in the special prosecutor's office, where victims are increasingly willing to press charges. Charges are now filed in 75 percent of cases in which the offender was identified, compared to 33 percent previously;

the conviction rate now stands at 82 percent, compared to 40 percent before the center was established. Contributing to the higher conviction rate were changes in the Iowa criminal code, inspired by the same individuals who created the Rape/Sexual Assault Care Center.

The Institute also published a Prescriptive Package on this topic last year—a step-by-step guide for police and hospital administrators, prosecutors, and citizen groups. Entitled *Rape and Its Victims*, the handbook contains detailed information on such topics as the police interview of rape victims, counseling, and other procedures, as well as sample forms used by hospitals and police departments. Based on a number of successful programs across the country, the handbook emphasizes those techniques which appear both effective and suitable for transfer to other jurisdictions. A regional training program using this material is also under way.

Citizens can also serve as useful auxiliaries in community crime prevention. Through its Research Agreements Program*, the Institute is sponsoring a study of the larger question of how citizens react to crime—and therefore their potential for involvement in the criminal justice system. The study includes neighborhoods in San Francisco, Philadelphia, and Chicago. Among the questions to be addressed in a series of research projects: how crime is perceived by different individuals and groups, how information about crime is communicated, and how responses to crime vary from one neighborhood to another.

A concrete example of citizen involvement is the resident patrols organized in many cities by individuals upset by crime and anxious to do something about it. When they first appeared, they occasioned some fears that vigilante activities might result. Last year the Institute funded an assessment of such patrols through its National Evaluation Program. The investigators found that approximately 800 citizen patrols were operating nationwide. Most came into being after 1970, were the result of a local spurt in crime, and functioned on a low-budget, all-volunteer basis. The study identified four major variations: building patrols, neighborhood patrols,

social service efforts, and community protection groups. Of the four, the building patrol seemed most effective in reducing crime and increasing a sense of security. In addition, such patrols helped to buffer encounters between the police and the residents of public housing projects. Concerns about vigilante activity were not borne out by the study, which concluded that citizen patrols can be an economical way to help prevent crime.

Assessments of several other citizen-action programs—including citizen crime reporting and efforts to reduce burglary—were completed or underway last year. Here are some general findings from research in community crime prevention:

- A neighborhood approach is likely to be more effective than a city-wide campaign, in which resources are dissipated and the themes too general to be effective in different neighborhoods.

- A combination of strategies—neighborhood watch, premise security surveys, property-marking—is likely to be more effective than any one in isolation, because the individual projects support and reinforce one another.

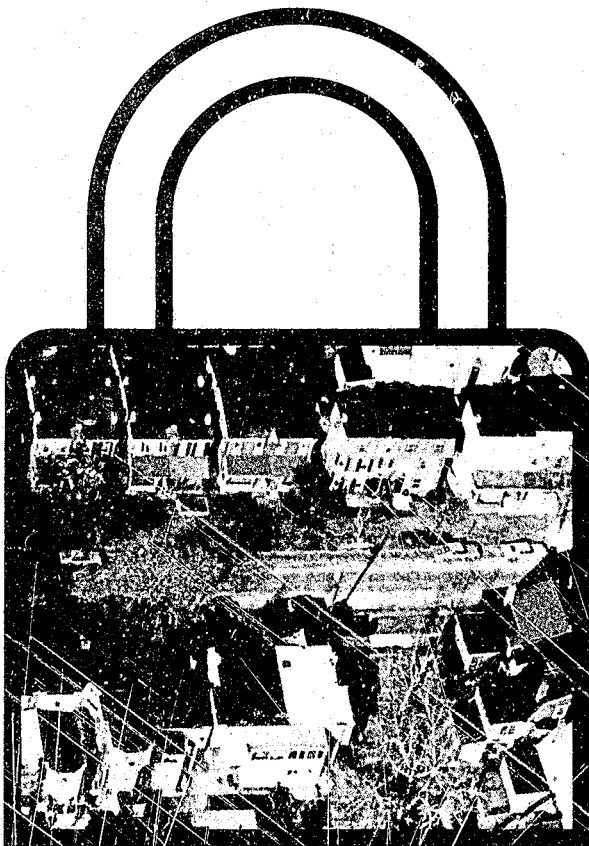
- Citizens can best be involved in crime prevention efforts when they are contacted in person, in small groups, and in their own homes. Mass-media publicity campaigns and large-scale community meetings are distinctly less effective.

- Some community crime prevention programs have been found to be quite effective. In addition to the citizen patrols mentioned above, these include “radio watch” programs in which truckers and taxi-cab drivers use their two-way radios to report criminal activity observed in the course of their normal job routines.

- Programs to reduce theft—notably property-marking projects and premise security surveys—can reduce burglary rates among those citizens who take part in them.

*The Research Agreements Program is an experiment in providing long-term support to selected universities and research organizations for studies in broad criminal justice areas.

2 Designing Safer Environments



For years, urban planners have believed that all age groups should be mixed in a single housing development, thus achieving a more natural social setting. Among other advantages, such an environment would help older residents to avoid isolation and loneliness. This well-intentioned policy was challenged last year by research that showed that it has led to the victimization of senior citizens. From studies of existing housing developments, the researchers found that the elderly were assaulted and robbed at a far greater rate when they lived in buildings with teenagers — especially teenagers from single-parent families — than in any combination of age groups.

The study also found that, for all age groups, high-rise buildings are more dangerous than the traditional three-story apartment house. (Interestingly, the study also found that walk-up apartment houses are cheaper to build and maintain than other kinds of housing. They can effectively be utilized at densities of up to 50 dwelling units per acre.) In spite of their inherent disadvantages, high-rise buildings can be made safer to live in, simply by paying more attention to the social characteristics of their occupants. Such buildings prove to have the least crime when they are occupied either completely by senior citizens or — when they have guarded entrances — by working couples and single persons. Children of whatever age are likely to increase the hazards of high-rise living. They tend to be careless with intercoms and emergency exits, thus giving strangers easy access to the building. At the same time, vandalism by the young tenants increases because parental supervision is more difficult in these larger structures.

Families with many children, the researchers found, are best accommodated in individual row-house buildings, while those with a few children are desirable occupants of walk-up apartments. Both types of housing afford more opportunity for adult supervision.

These were among the specific recommendations in *Design Guidelines for Creating Defensible Space*, which the Institute published last year. The author is Oscar Newman, who for five years has been conducting research — much of it with Institute support — into residential crime patterns and the social and physical factors affecting them. The goal was to find architectural concepts that would encourage residents to take a proprietary attitude toward their buildings or even their

entire neighborhood, thus enhancing the safety of everyone living there. The following design mechanisms were found to contribute to the creation of defensible space in housing developments:

- Assigning residents to the type of building they can control most easily, depending on their age, lifestyle, social activities, background, income, and family structure.

- Subdividing buildings and corridors to create natural "zones of influence" which groups of residents adopt as their own. Such zones are recognized by both residents and visitors as areas in which an intruder will be challenged. They should include the lobby, corridors, and stairwells within the building, and even the parking and play areas outside.

- Designing raised entrances so that residents can easily supervise what is happening in the street, parking lot, and playground.

Positioning entrances close to the street, to achieve the same goal and to encourage residents to regard the street as part of their "zone of influence" in which anti-social behavior can be regulated.

Following the original Institute study, a number of reports and manuals were published by government agencies and private foundations to improve security in housing developments. The new handbook draws these concepts together in a comprehensive manual for architects, developers, housing agencies, community groups, and officials throughout the country who have the responsibility for reviewing and approving new housing developments. To enhance the handbook's usefulness for this particular audience, the U.S. Department of Housing and Urban Development has funded a training film to illustrate its concepts.

Meanwhile, the nation has thousands of

vacant dwelling units, built with the aid of Federal funds and now abandoned because of high crime rates in the developments. Often, too, the crime problem and consequent abandonments have spread from a housing development to the surrounding neighborhood. To help salvage some of the massive Federal investment in public housing — as well as to improve the planning for future projects — the Institute last year funded a study of **crime and stability** in residential communities. The relationship may be more complex than it first appears. While increasing crime prompts residents to abandon a building or neighborhood, it may be equally true that residential instability is itself a breeder of crime, one factor building upon the other in the spiral of decay. The new study includes 78 low- and moderate-income housing communities in Newark, St. Louis, and San Francisco. Researchers will attempt to identify the mixture of resident income, family characteristics, management policy, and building types that combine to produce housing with a relatively stable population and a relatively low crime rate.

The concepts of defensible space are not limited to housing developments. To test these and other concepts on a larger scale, the Institute is supporting demonstration projects in four different communities. The program, **Crime Prevention Through Environmental Design**, uses a whole range of citizen efforts, police strategies, and physical alterations to test the premise that planners can design more secure community settings.

In Broward County, Florida, the demonstration involves four high schools with high rates of assault, vandalism, and burglary. Subtle techniques have been employed to discourage loitering, eliminate hidden areas, and prevent conflicts between groups of students. For example, glass in the doorways of emergency stairwells has opened up areas which previously concealed young muggers. Color is used extensively, both to create zones of influence (the color scheme identifies corridors which "belong" to students in the arts, in secretarial

studies, and the like) and to discourage loitering (basement lockers are painted in hues corresponding to the specific time periods when they are to be visited). Steps have been taken to break up clusters of students and therefore lessen the chance of conflict. Parking lots — formerly a haven for casual larceny — have been fenced so that they can be entered only through a school gate.

In Portland, Oregon, the target is a 3-mile long commercial strip plagued by crime and decay — Union Avenue. The strategy has been to make it part of bordering residential neighborhoods, enabling residents to exercise their influence in an area previously devoid of citizen surveillance. Security surveys have been completed in stores and offices along Union Avenue, and a start has been made toward hardening these potential targets. Meanwhile, plans have been drawn up to keep certain intersections open and well-lighted at night, to attract residents from surrounding neighborhoods. These “night nodes” will coincide with the bus routes crossing Union Avenue. Other techniques range from transparent bus-stop shelters to a credit-card system, the latter to encourage pedestrians to carry less cash and thus become less attractive to muggers.

In Minneapolis, the target area is a deteriorating residential neighborhood with a high proportion of abandoned buildings. Demolishing these buildings or converting them to positive use (a Youth Service Center is planned for one abandoned house) is a high priority. As in Portland, commercial corridors are being spruced up and street lighting improved. A “neighborhood watch” and citizen involvement in the planning process are other key elements in the Minneapolis project.

A residential setting is also involved in Hartford, Connecticut, where Institute research and evaluation funds are supplemented by action grants from the Department of Labor and the Department of Housing and Urban Development. The problems were burglary and street crime; one cause was a neighborhood that was almost completely open to strangers passing through. About 15 strategically-located intersections were reconstructed as cul-de-sacs to reduce traffic into the area. In addition to the physical changes, citizen groups have been active in planning these and other physical changes, conducting neighborhood watch activities, and meeting regularly with police officers assigned

to the area. Funded in part by the Institute’s Office of Technology Transfer, the Hartford Police Department has almost entirely changed over to the neighborhood team-policing model of patrol.

The Hartford demonstration has already attracted visits by city planners interested in copying the cul-de-sac model and other neighborhood strategies for crime control. When fully implemented and evaluated, the Hartford project results will become part of guidelines for neighborhood anti-crime programs.

The Law Enforcement Standards Laboratory last year completed work on proposals for **burglar resistant doors and windows**. The first volume of standards—*Physical Security of Door Assemblies and Components*—was published in 1976. This manual describes door frames that cannot be spread apart by a tire jack, hinges that cannot be pried loose with a screwdriver, doorknobs that cannot easily be sheared off, and latches that cannot be opened by the use of a credit card or other piece of plastic. The result is a door requiring highly sophisticated tools to get through it—meaning that the vast majority of burglars are likely to pass it by. A companion volume on window security was under review by industry associations last year, with publication scheduled for 1977.

3 Police Myths and Realities



The enduring public images of police work are nowhere better illustrated than in television "cop" shows. In some programs, crime is prevented, criminals apprehended, and citizens comforted by young officers on patrol. They rarely solve the tough crimes, however. That is the province of the plainclothes detective—and of another popular image, which holds that no crime is so perfect it cannot be solved by dogged persistence or brilliant intuition.

These stereotypes have been shaken in recent years by research studies. One of the earliest was a Police Foundation study in Kansas City, which suggested that variations in patrol tactics had little or no effect on either the crime rate or the citizen's sense of security.

The Institute is currently sponsoring a number of projects that are looking at the assumptions that guide the traditional allocation of police resources. One of the Institute's major efforts is a study of **police response time**, also in Kansas City.

Over the past decade, millions of dollars have been invested in systems to quicken police response to citizen calls for service, on the assumption that faster response time would necessarily mean more arrests and higher levels of citizen satisfaction. The Kansas City study is completing an analysis of more than 900 Part I calls—those involving serious crimes. Preliminary findings emerging from the analysis are surprising.

The study found that prompt reporting by citizens had a greater effect on the apprehension of the suspect than swift police response. In many cases, however, there were significant delays in reporting crimes to the police. Only half of all the Part I offenses were reported in five minutes from the time the citizen was free to call the police. In some cases, delays seemed to stem from the victim's trauma and confusion. But in many cases, the researchers found that citizens first talked to other people rather than calling the police immediately. Problems in reaching the police dispatcher were minimal.

The reporting delays tend to nullify the impact of rapid police response. In general, the preliminary data show that arrests occurred in only a small percentage of all Part I crimes; in only approximately 4 percent could an arrest be related to rapid police response.

The Kansas City data are still being studied. The project's second phase will analyze the data on Part II crimes and non-crime calls for

service, which represent the bulk of police work. When completed, the analysis will provide the first comprehensive picture of response time—from the time it takes citizens to report a crime or call for service to the point at which police arrive on the scene.

The issues raised by the study have major practical implications: How should police manpower be allocated to achieve both economy and effectiveness? How can the full potential of costly police communications and command and control systems be fully realized? How can the public be educated both to summon the police more quickly when crimes have been committed and to accept the fact that response to some nonemergency calls should be delayed? The findings will give police administrators solid, objective information for exploring such ideas as “stacking” their calls and dispatching vehicles on some kind of priority system, and for making decisions in more fundamental areas such as changing the way police officers are deployed.

Because patrol accounts for such a large share of police resources, the Institute has funded several short-term assessments to gather as much information as possible as quickly as possible. Carried out under the National Evaluation Program, these include:

A study of **traditional preventive patrol**, which concluded that important steps have already been taken to improve the patrol function, that it is indeed possible to improve the productivity of patrol officers, and that the time is ripe for dramatic experimentation in this area of police operations. The authors recommended that greater attention be given to how patrol officers spend their time. One approach suggested is a planned patrol strategy that uses time and manpower most productively. A Prescriptive Package has been based on these and other recommendations, and will in turn lead to a series of regional training workshops. The objective is to help police administrators plan, implement, and direct those preventive patrol practices which experience has shown to be most effective.

Similarly an assessment of **specialized**

patrols has led to a Prescriptive Package on this approach to controlling violent street crimes, robbery, and burglary. Among the tactics are the high-visibility patrol, which typically consists of uniformed tactical units. A low-visibility approach might involve officers in civilian dress, or might rely on patrols equipped with night scopes, automated alarm systems, or other sophisticated devices.

An especially promising patrol variation is **neighborhood team policing**, in which groups of officers are regularly assigned to specific neighborhoods, thus enabling them to develop rapport with the residents. The model first attracted attention eight years ago in Syracuse, New York. By 1972, when the Institute funded a Prescriptive Package on this subject, the authors were also able to draw upon experiences in New York City, Albany, Cincinnati, St. Petersburg, Holyoke, and Detroit. Results up to that time suggested that neighborhood team policing could lead to a substantial improvement in police-community relations and better performance on the part of mid-level managers, though at the cost of some lowering of managerial morale. An assessment completed last year also reported encouraging results in a number of cities that have adopted the team policing approach.

In 1975 the Institute expanded the model by combining it with the “full-service” approach to policing. This approach recognizes the police as a service marked by professional attitudes, reliance on problem-solving skills, a keen sense of community relations, and the exercise of power in the best interests of society.

The neighborhood team is a useful way to institutionalize this approach in a police department. Team members are given responsibility for patrol, most criminal investigations, and delivery of other services in their assigned neighborhood, together with considerable freedom of choice in how they carry out these duties. Some version of this model has been implemented in six test cities—including Hartford, Connecticut, where it dovetailed neatly with the environmental-design project described earlier.

To improve patrol, many departments have employed **alternative transportation** to move officers about—helicopters, motor scooters, bicycles, and of course old-fashioned foot patrol. A patrol assessment completed last year indicated that the automobile could be supplanted when the circumstances are right. In high-density commercial and residential

areas, for example, foot patrol may justify its extremely high cost because of its favorable impact upon the community. Bicycles, long used by European police, have been found to be useful against burglary because they are silent and quick. Motor scooters are maneuverable in traffic but pose special problems of safety and reliability. And helicopters, while unequaled as a tool for mobile surveillance, are so expensive that only the largest departments are likely to find them cost-effective.

Yet another patrol strategy was tested last year in Wilmington, Delaware, where the city police department adopted **split-force patrol**. In this design, 65 percent of the Wilmington patrol officers are assigned to units whose sole mission is to respond to citizen calls for service. As soon as they return from one assignment, they are dispatched on another; after three or four such calls, their vehicle is put out of service while the officers catch up on their paperwork. This down-time is put to good use by stationing the vehicle at a park, playground, or other area which accounts for a disproportionate number of trouble calls.

The remaining 35 percent of Wilmington's officers are assigned exclusively to patrol duties, responding to calls for service only in emergency situations. Crime analysis techniques are used to guide their patrol and stake-out activities, and they are held accountable for crime that occurs in the areas assigned to them.

The patrol activities are being evaluated for their effect on crime, and the Institute will publish the findings which should be useful both in improving patrol operations and suggesting future areas for research. As implemented in Wilmington, the split-force strategy

appears to hold promise, and the city is planning to continue it after Federal funding has ceased. Preliminary data on reported crime show reductions in city-wide rates.

Just as the studies of patrol have led to a rethinking, other research findings may similarly change our thinking about another stereotype: the investigator who always closes his case. The Institute has funded two studies of the **criminal investigation process**. The first—a survey of operational and management practices in detective units across the country—led to these conclusions:

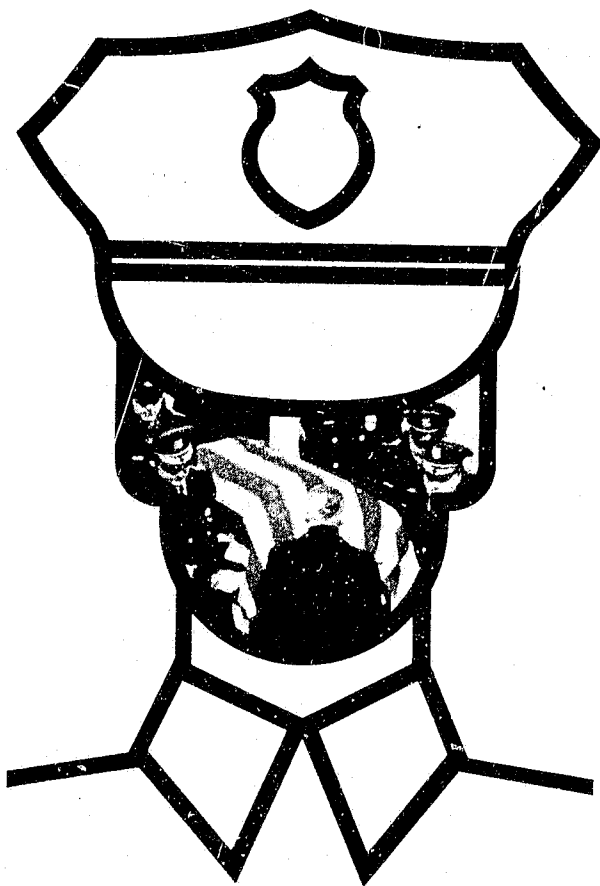
- More than half of all serious reported crime receives only superficial attention from investigators.
- Most of the investigator's time is taken up by cases which experience indicates will not be solved.
- After solving a case, the investigator spends more time in post-arrest duties than in the original investigation.
- The single most important determinant of whether a crime will be solved is the information supplied by the victim to the officer answering the call.
- Where a suspect was not identified in the initial report, yet the case is eventually solved, the credit generally goes to routine police procedures rather than detective work.

The second study focused on the task of identifying unproductive cases—those which should not be pursued because the chances of a solution are too slight. The goal here was to develop a screening model to enable the police to make an objective "go/no go" decision on a given case. The model assigns numerical values to bits of information gathered at the scene: whether a suspect was identified, whether a vehicle registration number is available, and so on. If their weighted total is less than a specified number, then the case will be set aside as probably unsolvable. The study was based on burglary and robbery cases investigated by police in Oakland, California. After comparing the actual outcomes with those predicted by their model, the researchers found that they had correctly classified 90 percent of the cases

analyzed. In this project, too, the researchers concluded that case outcome is largely determined by the information gathered by the responding police officer at the scene of the crime.

To speed the implementation of these findings in departments throughout the country, the Institute last year funded regional training programs and field tests in the management of criminal investigations. Case screening and increased participation by uniformed officers are to be emphasized in this technology-transfer effort, along with improved information management systems and police-prosecutor communications. The field tests will begin in six cooperating police departments in 1977.

4 In Line of Duty...



"He was a dead man," said one observer. "The bullet was right over his heart."

That the police officer in question left the hospital with no more than an ugly bruise is eloquent testimony to the effectiveness of a new **lightweight body armor** developed through Institute funding. During extensive field tests last year, the protective garments were credited with saving the life of three officers and preventing serious injury to another 10.

Police departments have long needed a body armor that was light in weight, comfortable to wear, and effective in stopping knives and bullets. More than 100 officers are killed in the line of duty each year in the United States; thousands more are injured by armed assailants. Until very recently, the protective garments that did exist were so bulky and heavy as to rule out their use in all except extreme situations—as when a known sniper was pinned down by police. Such episodes make for dramatic reporting, but they account for a very small proportion of the incidents in which a police officer is shot or stabbed.

Last year field tests were under way in 15 cities of a new lightweight body armor, which was developed under Institute research. The new armor is made of a cloth-like material known as Kevlar 29, originally developed as a replacement for steel belts in automobile tires. To test its usefulness as body armor, the Institute sponsored tests at the U.S. Army Land Warfare Laboratory in Aberdeen, Maryland, beginning in 1972. The lab found that Kevlar protected its wearers from bullets fired from the .38 special and less powerful handguns. These weapons represent about 85 percent of the handguns in the country. Furthermore, the material also proved able to absorb "blunt trauma"—the crushing effect of a bullet on human tissue. Compared to nylon, Kevlar offered twice the strength at half the weight, and it was also relatively flexible. These features permitted it to be fashioned into a variety of garments—jacket liners, decorative vests, or even underwear—light enough and comfortable enough for everyday use. Indeed, commercial manufacturers began to produce Kevlar vests (and a number of police departments to buy them) even before the Institute moved into full-scale testing of the new material.

The field test involved some 5,000 garments (including 800 purchased from commercial sources) supplied to 15 police departments from Miami to Portland. Each of the test cit-

ies had experienced officer assault rates higher than the national average. The preliminary findings were encouraging: at least 13 officers have escaped serious injury or death while wearing the garments. Observers are also impressed with Kevlar's comfort when worn for extended periods. An even more crucial question is the psychological effect of body armor on the officers who wear it. Worn routinely, such garments may enhance the effectiveness of police officers by making them more relaxed in their encounters with the public—or, conversely, the armor might prompt aggressive and even reckless behavior on the part of some officers. Such psychological factors will weigh heavily in the evaluation scheduled for completion in 1977.

A useful by-product of the field tests was the discovery that some commercial vests had been designed without protective side panels. Because police are trained to turn sideways when aiming a pistol, this feature leaves an officer vulnerable at the worst possible time. Manufacturers will now be encouraged to find alternative ways to increase lightness or ventilation when these factors are considered more important than all-round protection.

In related projects to safeguard the lives and health of law enforcement personnel, the Institute last year experimented with improvements to the standard **police patrol car**. Police traditionally have relied on vehicles intended primarily for use as family sedans. In an effort to speed the development of a true patrol car—economical to operate, tailored for police work, and providing its occupants with both safety and comfort—the Institute has modified 20 Chevrolet Novas for testing in the police departments of Dallas and New Orleans.

The most thoughtfully designed patrol car can do little to solve one critical health problem of law enforcement personnel. The typical police officer lives a sedentary existence, like that of a secretary or business executive—except that the officer's routine may suddenly be interrupted by an explosive burst of energy. No better recipe for cardiovascular problems could possibly be imagined. This was the conclusion of a study completed last year by the International Association of Chiefs of Police into the problem of **physical fitness for police officers**. Nearly 300 law enforcement agencies were included in the IACP survey; they reported that 5,600 officers were separated from duty in 1975, with 14 percent taking early retirement because of medical or physical disability. The most frequent cause was cardiovascular—heart attack, high blood pressure, or circulatory disease. The second cause was back trouble. Far down in third place was permanent injury received in the line of duty.

Despite the problem, the researchers found that very few agencies were doing anything to maintain physical fitness among their officers. Of the departments surveyed, only 59 percent even went so far as to give a physical agility test when hiring recruits; only 20 percent offered any kind of physical fitness training. As a by-product of the study, a model program was developed with the help of officers in three Texas law enforcement agencies.

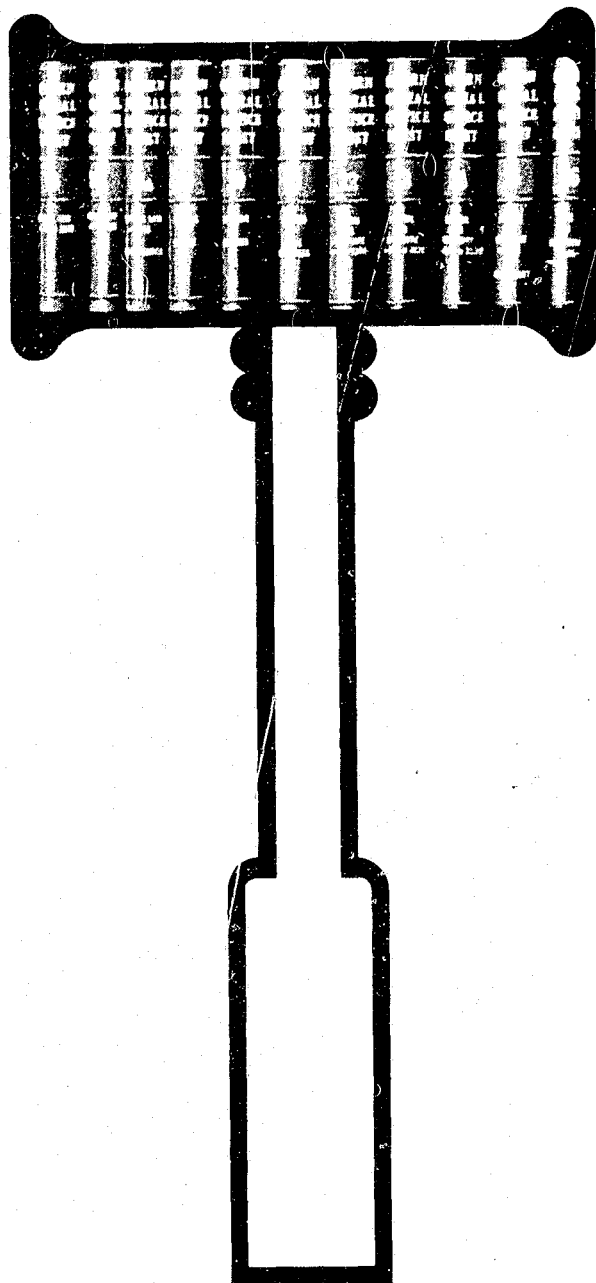
A health problem that has thus far defied solution is **lead poisoning in police firing ranges**. At any given time, a significant number of ranges in the U.S. are closed down because of the risk of poisoning their instructors. The source of the problem has not yet been pinpointed, and studies are now underway to determine whether the lead comes from the primer, the bullet, or both elements of the cartridge. A puzzling aspect of this problem is the fact that lead poisoning has occurred even in ranges with good ventilation.

Hearing damage on the firing range has proved more amenable to solution. As part of its continuing effort to devise standards for law enforcement equipment, the Institute last

year published a *Selection Guide to Hearing Protectors for Use on Firing Ranges*. The manual describes the nature of hearing loss, compares the merits and drawbacks of the two basic kinds of hearing protector (earplugs and earmuffs), and lists the characteristics of the devices available from 30 commercial manufacturers.

In a similar vein, the Institute is engaged in programs to assess and upgrade other protective equipment, including police helmets, ballistics shields, and gas masks. Of special interest to state and local law enforcement agencies is the end product of such studies: a "consumer's guide" that will enable the beleaguered procurement official to assess the equipment that is currently on the market.

5 Streamlining the Courts



Court delay remains one of the "most serious and pervasive national problems" in jurisprudence, according to an LEAA study group convened last year. In response, the agency has begun a major research and action program to provide the U.S. judicial system with the technology that would enable any court, within five years, to maintain a current calendar of cases. Typically, this would mean processing the average felony within 60 days, while misdemeanors would be completed within 30 days. If achieved, that would mark a dramatic improvement over the existing situation: recent studies show that it takes almost a year to process a criminal case in some jurisdictions.

To a considerable extent, we already know how to alleviate the problem. A number of jurisdictions have adopted techniques which successfully reduce court delay, but other court systems have been slow to follow their lead. Elsewhere, new techniques have been implemented with apparent success, but without any attempt to evaluate them or to encourage their transfer to other jurisdictions.

Basic management principles can be applied throughout the judicial process, beginning with **case screening** in the prosecutor's office. Under its National Evaluation Program, the Institute has published an assessment of pre-trial screening mechanisms in 18 jurisdictions from Connecticut to California. The authors identified four basic policies which are followed by different prosecutors: (1) to accept virtually all cases that come in, 2) to prosecute only those cases likely to result in convictions, 3) to emphasize rehabilitation by diverting cases from the criminal justice system, and 4) to strive for the early disposition of as many cases as possible. Without recommending any single option, the authors developed a simple methodology by which a prosecutor can define policy and ensure that it is consistently followed. *The Prosecutor's Charging Decision*, a Prescriptive Package based on this material, has also been published.

In the Bronx, New York, special prosecution efforts against habitual and violent offenders have dramatically reduced the time that potentially dangerous criminals remain free in the community awaiting trial. The average time between arrest and trial of repeat offenders has been cut from 400 to 97 days, and most of those indicted have been convicted, sentenced and imprisoned. The Bronx County Major Offense Bureau was designated as an

Exemplary Project last year. The bureau uses a computerized screening procedure to identify cases that deserve priority treatment, based on such factors as the seriousness of the crime, the offender's criminal history, and the strength of the evidence.

In another technology-transfer effort, the Institute last year conducted a national training and testing program for **improved lower court case handling**. Institute research in pre-trial release, case screening, and probation was used as resource material, as were previously-published handbooks on handling misdemeanor offenders and the computerized scheduling of cases by prosecutors. Field tests were funded in Columbia, South Carolina; Kalamazoo, Michigan; Las Vegas, Nevada; and Wilmington, Delaware. A new research program was also launched last year to alleviate management problems commonly found in the misdemeanor courts, which several national commissions identified as the most neglected area of U.S. jurisprudence.

Courtroom management procedures were also the subject of a study completed last year in Dade County, Florida, and Multnomah County, Oregon, where researchers developed more accurate ways to measure the quality and efficiency of the judicial process. Focusing on adult felony proceedings, the study applied the **performance measures** to such questions as the charging process, plea bargaining, sentence variation, evenhandedness, courtroom delay and efficiency, and the attitudes of lay participants. Only a few of the myriad items of possible information were actually needed to draw a profile of a particular jurisdiction and to indicate its problem areas. Much of the information is already being collected by many courts, or could be. Even so, operating a per-

formance measurement system does require some financial investment. The researchers estimated that such a program would cost about \$50,000 a year if operated by itself. If a computerized information system were already in existence, however, the add-on costs would only be about \$10,000 a year—low enough to be cost-effective in many jurisdictions.

A report summarizing the findings of this study, entitled *Indicators of Justice*, is intended to serve as a guide for prosecutors, judges, and administrators.

A straightforward approach to the problem of court delay is the **computer-aided transcription** of stenotype notes. The Institute has funded an evaluation of such a program in the Philadelphia Courts of Common Pleas, where court reporters were able to deliver transcripts within one day after a hearing, thereby greatly reducing the time required for scheduling an appeal. The computer also appeared successful in allowing for the idiosyncracies of each reporter's notes. This study has already resulted in an *Evaluation Guidebook to Computer-Aided Transcription*, designed to assist courts in comparing these services with traditional stenotype methods. A user's guidebook, dealing with the practical aspects of employing such services, is scheduled for 1977 publication.

Advanced technology can also contribute to courtroom efficiency by developing new techniques—and refining existing ones—for **utilizing physical evidence**. The Institute's continuing program in forensics has led to the discovery of a new test to detect the presence of gunshot residue on a person's hand. The test appears to be accurate even several hours after the weapon was discharged. Similarly, research is underway to increase the "individualization" of blood, hair, and semen, so that these common physiological clues can be linked more surely to a specific person, just as fingerprints are routinely linked today. By such research, and by developing certification and testing

programs for the nation's forensics laboratories, the Institute hopes to increase the confidence that judges and juries can place in testimony about physical evidence.

One of the most successful courts-related research projects of recent years showed that, by adopting simple techniques for **jury management**, the typical jurisdiction could reduce its juror pool by 20 to 25 percent while still maintaining adequate coverage. Two handbooks resulted from this research in 1974 and 1975. *A Guide to Juror Usage* provided rules for achieving high utilization of the juror's time, forms by which a court could assess its own performance in this area, tables for predicting the number of jurors required, and techniques for improving citizen attitudes toward jury service. That manual was followed by *A Guide to Jury Management*, which dealt with such matters as compiling source lists and selecting, qualifying, and summoning the prospective juror. The goal is an orderly, integrated jury system, from setting management objectives to monitoring the results.

Last year the Institute funded field tests of a model program based on these two research products. Involving 18 court systems throughout the country, the program is expected to lead to savings of up to \$3 million per year among the participating courts. In each jurisdiction, a local team will identify the mechanisms that seem to hold the most promise for that particular system. Meanwhile, regional training workshops will be held in an effort to encourage other jurisdictions to adopt the new techniques. Nationwide, savings could reach \$50 million per year by the early 1980's.

Another useful tool for the courts may result from a project to develop **sentencing guidelines**, which judges can use to check their own perceptions of an appropriate sentence in a given case. The guideline is not intended to be prescriptive, rather it encourages consistency with the general sentencing policy established in a given court. Research in Denver, Colorado, and in the state courts of Vermont showed that it was possible to build a model that—by weighing the seriousness of the offense on one hand and the offender's prior criminal history on the other—could show the sentence that would be given in about 85 percent of similar cases in that jurisdiction. When a judge believes that a defendant deserves a sentence that falls outside the guidelines range, he or she is asked to confer with several colleagues and to provide

written reasons for the exception. The model has been refined and is undergoing further testing in Chicago, Philadelphia, and Newark. The early experience indicates that judges are both interested in the concept and willing to use a model that reflects their court's sentencing policy. If the project works as well in large metropolitan courts as it did in the original sites, the result could be a useful mechanism for achieving more uniform sentencing practices in a jurisdiction, for training new judges and for increasing public trust by making the sentencing process more open and less arbitrary.

The projects described in this chapter represent a step-by-step effort to improve the existing judicial process. There may be a limit, however, to what can be accomplished by tinkering with the present structure, which at least one state attorney general has described as "ineffective, inaccessible, chaotic, archaic, ponderously slow, and beginning to fall almost by its own weight." If for no other reason than to provide a fresh perspective for change, there is a need for research into alternative mechanisms for dispute settlement. Such an effort would review the entire dispute-settlement process and the resources allocated to it. Last year the Institute took a first step in this direction by funding a study with the following objectives:

- Collect, translate, and analyze materials from foreign nations to compare their investments in dispute settlement with the level prevailing in the United States.
- Identify alternate means of handling civil and criminal cases in those countries.
- Classify the various alternatives, both from the foreign jurisdictions and from American civil law, according to their potential

application in American criminal adjudication.

- Design research programs to compare traditional adjudication methods with these possible alternatives.

- Some preliminary figures are already available, comparing the judicial resources in California—taken as representative of the rest of the country—with those in the Federal Republic of Germany. The figures show that the West Germans, at least, invest far more heavily in judicial services (4.3 percent of gross national income) than do Americans (1.7 percent). Furthermore, the Federal Republic has three times as many judges per capita—a figure which in itself may suggest a reason for courtroom delay in the United States.

A recently completed survey has identified several alternatives to conventional adjudication, all of them involving a total or partial substitution of new methods for the traditional means of case processing. A guidebook based on this survey is scheduled for publication in 1977. An example of these alternatives is the community dispute-settlement board, which operates out of a local high school and which handles neighborhood quarrels and even minor criminal matters. The cases they handle are minor—to all except the disputants—but would nevertheless have consumed time and judicial resources if they had not been siphoned off from the formal criminal justice system. By lessening caseloads in this manner, we may be able to increase the efficiency with which the system handles the remaining, more serious cases.

6 Legal Services for the Indigent

The right to legal counsel is a cornerstone of the American judicial system, one which Supreme Court decisions have steadily broadened. A major step was taken in 1972, when the court held in *Argersinger v. Hamlin* that "no person may be imprisoned for any offense . . . unless he was represented by counsel at his trial." The ruling extended to defendants accused of misdemeanors a right previously granted to those accused of felonies: if imprisonment is to be the penalty, then the courts must provide free legal assistance to anyone who cannot afford to employ private counsel.

To learn how the "*Argersinger* rule" was being implemented, the Institute in 1973 funded a national study of indigent defense services in misdemeanor courts. Completed last year, the study showed that the Supreme Court mandate had made but a small impact on judicial proceedings. In some lower courts, fully 95 percent of the defendants were waiving their constitutional right to counsel, often because they did not understand that court-appointed counsel was free or because they had been told by the judge that legal representation was unimportant in a first offense. The researchers found significant inconsistencies in the methods used to determine financial eligibility for free counsel. (In one jurisdiction, any individual who had posted bail was thereby deemed able to afford private counsel.) The researchers concluded that compliance had generally been "taken in nature" and that, in most jurisdictions, there had been no real effort "to apply—or even to confront—the basic principles underlying *Argersinger*."

To assure equal treatment of defendants, the study recommended that courts should develop uniform eligibility standards for court-appointed counsel. For example, they might rely on the standard-of-living figures compiled by the U.S. Bureau of Labor Statistics. Other recommendations ranged from the wider use of pre-paid legal assistance to the decriminalization of offenses—public drunkenness, marijuana use, prostitution—for which imprisonment is a possible sanction but one that is seldom imposed.

In an effort to acquaint the legal profession with these findings and recommendations, the Institute sponsored an *Argersinger* conference in October 1976. This special training program included sessions on the appointment of counsel, the management of defender services, eligibility requirements, and measuring the effectiveness of court-appointed counsel.



The quality of public defender services was the topic of another study completed last year. Because so little was known about how to measure the effectiveness of indigent defense systems, the Institute sponsored a project to develop and test two models for **evaluating public defender offices**. One is an extensive and in-depth assessment requiring an outside evaluation team. The second—more limited in scope but easier to use—is a self-evaluation checklist to be used by the local staff. For each model, the researchers produced a handbook to guide the evaluators. Each provides for the assessment of administrative policies—personnel practices, supervisory systems, case-loads, program budget, and record-keeping systems—as well as the quality of the legal counsel provided to indigents.

To complete the picture of indigent defense services, the Institute also sponsored a national survey of programs in this area. The information collected in the survey is now being analyzed in an effort to identify the current **methods of providing legal counsel to the poor**. The study focuses on four major issues:

- Plea bargaining.
- The relative costs of public defender systems and court-appointed private counsel.
- The effective use of supporting personnel.
- Early appointment of counsel.

Preliminary findings from the analysis show that the majority of indigent defendants in large cities are represented by public defenders, not by assigned counsel. Plea bargaining is widely relied upon, with the typical defender office taking this route more than 60 percent of the time. The most frequent disposition of indigent cases is through a guilty plea, and the researchers found that—in terms of sentencing, at least—the client seems to benefit from pleading guilty. In jurisdictions where guilty-plea dispositions are frequent, the defendant proved to have a better chance of having the charges reduced and receiving a sentence of probation.

Another tentative finding is that, for most defendants, the early appointment of counsel is the exception rather than the rule. Of the responding defender systems, 60 percent said that indigents did not have access to legal counsel until they made their initial appearance in court, and a further 19 percent said that counsel was not provided until some time after the first court appearance.

A number of public defender offices have experimented with the use of **paralegal personnel**. These individuals perform tasks which

are traditionally carried out by lawyers, but which do not require full professional skills, thus multiplying the capabilities of the office at a comparatively low cost. The Institute last year published a Prescriptive Package on this approach. The handbook deals with the recruiting, training, and supervision of paralegals, both in public defender offices and in legal services programs designed for prison inmates.

Drawing upon research already completed, as well as on the experience of long-established defender offices, the Institute is now funding a Prescriptive Package for jurisdictions planning to establish or improve their own indigent defense services. The handbook will deal with organizational problems—administration, finances, governing boards, and the needs of jurisdictions of different sizes. It will address the practical aspects of setting up an office and providing services.

7 Crime and Punishment

To many Americans, it is a self-evident proposition that the best way to discourage criminal activity is to impose sanctions on the offender. Vigorous police pursuit, swift prosecution, and stern sentences—these are the weapons at our disposal. Are crime rates rising? Our instinctive response is to hire more police officers, more prosecutors and perhaps more judges, and to give them a mandate for punishment that is swift, certain, and severe. Thus, when we hear of a “police crack-down on vice”—or drugs or whatever—we understand that the campaign is intended not merely to sweep certain offenders off the streets, but also to discourage others from filling the vacant positions.

Yet the relationship between crime and punishment remains one of the principal unanswered questions of criminal justice. Lacking infinite resources to combat crime, it is crucial that we use existing resources to their best effect. For this reason alone, we require a more precise understanding of the deterrence phenomenon. Among the issues to be resolved:

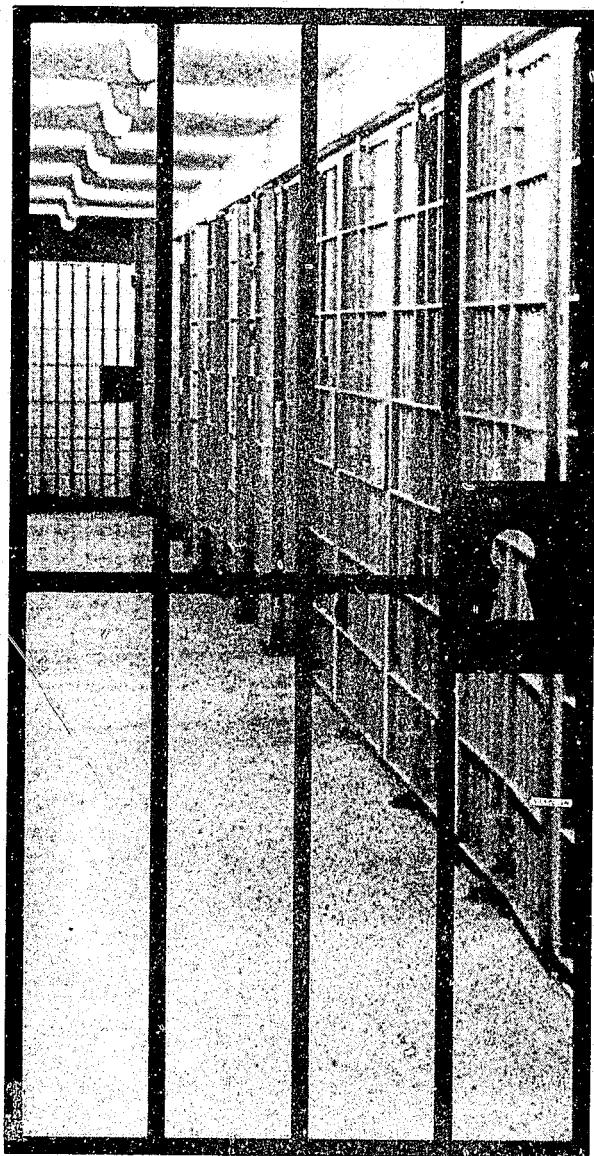
- Whether crime rates are sensitive to the likelihood of arrest and the severity of punishment.

- The drop in crime rates that must be attributed solely to the incarceration of offenders. (Any crack-down on crime will take certain individuals off the streets and thereby prevent them from committing further crimes, quite apart from the deterrent effect on the population in general.)

- The community's rôle in deterring criminal activity.

A deterrent strategy recommended by some observers is to pass laws establishing **mandatory minimum sentences** for certain crimes. Several state legislatures have followed this strategy in recent years, especially with regard to drug offenses and gun-related crimes. The Institute is funding evaluations of a strict new gun law in Massachusetts and of strict drug laws in New York (see Chapter 9). In each case, the evaluators will address the deterrent effect of the new legislation as well as its broader implications for the criminal justice system.

In Massachusetts, the new law provides mandatory prison sentences for the carrying of an unlicensed handgun, whether or not the weapon was used in a crime. The legislation went into effect in April 1975. Even before that date, there was a significant decrease in gun-related crimes in the Commonwealth, presumably because of the massive publicity campaign—



including billboards on all major highways leading into Massachusetts—that preceded implementation of the new law. Evaluators are now monitoring crime rates to see if gun-related offenses climb back to their “normal” levels in Massachusetts. Hopefully, some relationship can be established between the incidence of such crimes and the new legislation.

One of the most difficult tasks in such an evaluation is to separate the crime-control effects that are due to **incapacitation** from those due to general deterrence. Under a project funded last year, researchers at the Urban Institute are attempting to determine the drop in crime rates that can be attributed solely to the removal of potential offenders from society. The incapacitation/deterrence question is also at issue in two projects funded through the Research Agreements Program, which links the Institute to selected research organizations on a long-term basis. Both projects involve studies of the **habitual offender**.

Career criminals account for an unknown but probably significant proportion of all crime, and the Rand Corporation is attempting to increase our knowledge of this group. Among the issues to be examined: 1) the factors which define the habitual offender population; 2) the characteristics of that population, given particular definitions; 3) how much crime is indeed committed by habitual offenders; 4) at what age the career criminal is likely to “retire” to a legitimate occupation; and 5) the range and effectiveness of criminal justice system treatment of habitual offenders.

A different approach is being taken by the Hoover Institution at Stanford University, where researchers are developing biographies of repeat offenders. Particular attention will be paid to their employment histories and family status, in an effort to estimate the degree to which economic opportunity and family ties may serve to dissuade an individual from criminal activity. The Hoover Institution study is based on “econometric” techniques, on the presumption that individuals will change their behavior as the costs and benefits of that behavior are changed. Thus, the decision to com-

mit an illegal act is based on a cost-benefit analysis, however rough.

The deterrent effect of **arrest probability and sentence length** was the subject of a study at Carnegie-Mellon University. The researchers analyzed two crimes—draft evasion and bank robbery—for which reliable figures were available. They found that draft evasion rates were highly sensitive to the probability of conviction, with the certainty of punishment having more effect than its severity. (One possible inference; since draft evasion was in large part a middle- and upper-class phenomenon, the stigma of conviction has a strong deterrent effect upon youthful members of these populations.) The model, however, was unable to demonstrate a similar relation between bank robbery rates and the sanctions imposed upon this offense at various stages in the criminal justice system.

Even while these studies proceed, the National Academy of Sciences is studying the question of whether a **deterrence phenomenon** does indeed exist and, if so, how it can be measured. The project began in 1976 with a conference at which technical arguments were aired on whether or not deterrence could be empirically determined. A panel of experts was formed and given the task of studying all significant past work on the subject and preparing a plan for future research on deterrence. The Academy’s report is scheduled for publication in 1977.

8 Returning the Offender to Society

Throughout their history, correctional institutions have reflected the values and aspirations of the communities they served. Thus, as America grew from a pioneer society to a post-industrial state, our prisons evolved from punishment cages to cells for repentance, and finally to clinics of rehabilitation, with a mission of reforming all but the most hardened criminal. (That we call this process "corrections" is itself a declaration of trust in the possibility of rehabilitation.) Now, another realignment seems to be taking place, stimulated not only by public disenchantment with corrections but also by research findings.

A survey* published in 1975 helped to fuel the suspicion—held by many correctional officials as well as by their critics—that little evidence was available to show that treatment programs have a positive effect on the offender's subsequent behavior. Whether the approach was offender training, therapy, probation, or parole, the researchers could establish no link between the treatment and a reduction in recidivism. Though the survey was limited and the findings inconclusive, the study has helped stimulate a move away from the treatment mode of corrections and toward an approach that acknowledges the legitimate role of punishment and retribution in our system of justice.

Building upon this earlier study that covered data from the period 1946-1967 the institute has funded a more ambitious survey of correctional research that includes findings reported in the past 10 years. By taking advantage of recent advances in information retrieval and classification, the same researchers will now be able to analyze more than 4,000 reports. The study should provide the most thorough compilation of research on corrections treatment programs yet available.

One of the correctional modes that has recently come under attack is parole, an integral part of the system for nearly a century. Some criminal justice experts have begun to question the basic assumptions of parole. For their part, prison inmates have argued that parole decisions are unfair and arbitrary. Too often, the complaints are justified. Parole decisions traditionally are made by a local board on a case-by-case basis. Without uniform standards, inconsistent and inequitable decisions inevitably occurred.

A project funded by the Institute in 1972 developed parole guidelines based on statistical

*Lipton, Martinson, and Wilks: *The Effectiveness of Correctional Treatment*. New York: Praeger 1975.

profiles of 3,000 offenders released from Federal institutions by the U.S. Board of Parole. By providing objective information on past offenders, these profiles helped officials more uniformly weigh the salient factors thought to be related to successful post-release behavior. Encouraged by the guidelines' acceptance on the Federal level, the Institute in 1975 developed a similar project for the benefit of state parole authorities. Last year, seven participating states (California, Louisiana, Missouri, New Jersey, North Carolina, Virginia, and Washington) received technical assistance to articulate similar guidelines based on their own policies and to evaluate the guidelines' impact on parole decisions.

Questions about parole go much deeper than the manner in which a particular board makes its decisions. The primary measure of an offender's eligibility for parole has generally been his or her behavior while in prison. Unfortunately, researchers have found little or no relationship between an individual's behavior during incarceration and after release. Similarly, other researchers have been unable to document the effectiveness of two of parole's major functions—surveillance and treatment of the ex-offender.

On the strength of such findings, a number of scholars and practitioners have called for reform or abolition of parole. Before drastic changes are made, however, it is necessary to think through the practical implications of such a move. Through a study of parole alternatives funded last year, the Institute hopes to illuminate this question and to identify the reforms that might be made in the traditional system.

The researchers will analyze the elements of parole, including the concept of deferred sentencing and the dynamics of special conditions. They will also address moral assumptions—the

importance of punishment as the offender's "just deserts"—and the changes that might be needed in other parts of the criminal justice system if parole is modified or abolished.

In Ohio, parole authorities regularly hire ex-offenders as parole officer aides, an innovative approach that has recently been designated as an Exemplary Project. Not only does it provide selected ex-offenders with professional-level employment (more than half the aide positions have been converted to permanent civil service jobs) but it also allows parole authorities to provide more individualized attention to other ex-offenders who are looking for jobs. The aides have proven exceptionally good at finding job opportunities in the community and in working with both parolees and employers to assure successful placements. Because of their prison backgrounds, the aides often have a special rapport with parolees, and are frequently given the most difficult cases to handle. The aide works under the supervision of a senior parole officer.

Either as an alternative to parole or as a supplement to it, the halfway house is intended to help the ex-offender make the adjustment from prison to the outside world. After a slow beginning in the early 1920s, the concept gained acceptance in the 1960s. An assessment of such projects last year, however, indicates that the full potential of halfway houses is not yet being realized. There are now approximately 400 halfway houses around the country, serving an estimated 10,000 offenders. But the study found that occupancy rates varied from a low of 21 percent of capacity to a high of 76 percent. If halfway houses were to operate at full capacity, a projected 30,000 to 40,000 offenders could be served each year.

Why are halfway houses underutilized? Although the study did not explore the issue in depth it seems clear that the referral process needs to be improved. Frequently, referring agencies may not even be aware of the existence of the many privately-operated halfway-houses.

Expanded use of halfway houses where appropriate can offer several benefits. One is economy. At full capacity, halfway houses cost no more—and probably less—than incar-

ceration in jail or prison, even though they they provide more services. They are at least as effective as other forms of release and probably more so: there is some evidence that former residents of halfway houses have lower recidivism rates than ex-offenders released directly into the community. Halfway house residents also seem to be more successful in locating employment, although not necessarily in maintaining it after release. Finally, community security and property values do not seem to be jeopardized by the presence of a halfway house.

Halfway houses can also be used in lieu of jail for non-dangerous offenders. A report from the American Bar Association's Corrections Economics Center—part of an Institute-funded project to analyze the costs of various correctional reforms recommended by the National Advisory Commission on Criminal Justice Standards and Goals—estimates that such treatment is appropriate for about 10 percent of all offenders. The benefits would be twofold. A major city could save hundreds of thousands of dollars each year, according to the ABA researchers, who found that a model halfway house could be operated for \$18.22 per person per day—\$1.07 less than the average jail. Furthermore, such facilities can help offenders retain existing jobs or find new ones, and thus avoid falling into debt, going on welfare, or engaging in more crime. (For a look at one community's successful experience with a similar community-based alternative see Chapter 10).

Alternatives to incarceration can help to alleviate a serious and growing problem—overcrowding in prisons. The current prison population explosion is likely to be a serious problem for some years to come, placing great pressures on the management capabilities of correctional administrators. As more non-violent offenders are diverted to other types of programs, however, the institutional population is increasingly made up of serious, violent offenders. Under crowded conditions, tensions inevitably build, creating a climate for violence in institutions. In fact, an Institute study completed last year found that the risk of homicide in prison is very high. According to the 1974 FBI Uniform Crime Reports, the national homicide rate was .97 per 10,000 inhabitants. In contrast, the Institute study found a homicide rate of 7.44 per 10,000 inmates in state correctional institutions and 5.43 in Federal institutions. In another study, researchers attempted to explore the conditions that lead to stress or violence. They devised a classification tool for matching

inmates with the type of institution most conducive to their mental and physical safety.

Lack of constructive work is a pervasive source of tension. Prison industries have long been a feature of the nation's correctional system, intended both to rehabilitate the prisoner and to lessen the cost of his or her imprisonment. Generally, neither goal is accomplished. In 1975 the Institute funded an experiment to replace the traditional prison shop with the "Free Venture" model. The project was based on the assumption that standard business practices could be applied to correctional industries, increasing their economic efficiency while at the same time providing a more realistic work experience for the inmates. Both the institution and the prisoners would benefit, the former through increased revenues and the latter by acquiring job skills that would enable them to be gainfully employed after their release. First-year activities included:

- A literature search to document the sociological, economic, and legal issues involved in such a move.

- Surveys of manpower, the job market, and the prison industry market.

- A review of existing prison industries.

With the background information in hand, the "Free Venture" model was developed, transforming the prison industry from make-work activity to the central focus of the institution. Inmates are "hired" for jobs entailing a normal workday and providing transferable training and skills. Their wages are based on their productivity and the free-world equivalent for the kind of work they were doing; within the limits of due process, they could even be "fired" for poor performance.

Extensive surveys showed that correctional officials were receptive to the idea, and the

final report therefore contained a detailed plan for implementing the model in the state of Connecticut. The researchers projected that, within one year, annual sales from Connecticut State Prison industry production could increase from \$300,000 to \$1 million. A substantial annual loss could be transformed into profits of \$120,000. The inmate labor force would expand from 120 to 150 workers, and the gross average wage would increase nearly tenfold. The model calls for each worker to pay a 25 percent levy on earnings—money that would finance job placement and support services for workers released from prison, pay temporary stipends to those unable to find work, and support institutional projects such as expanding "Free Venture" job slots.

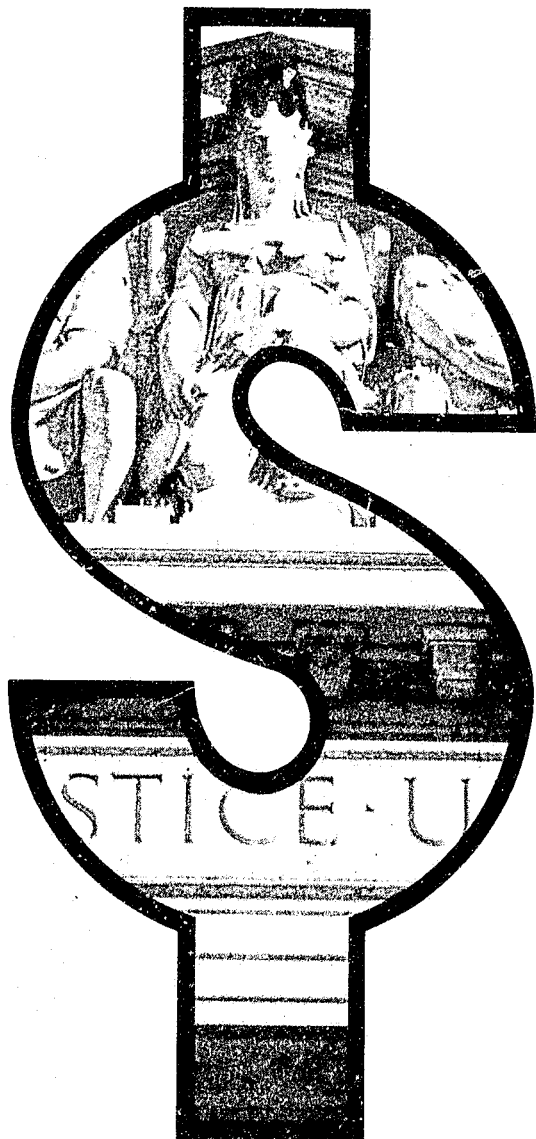
The implementation plan also includes a methodology for evaluating the "Free Venture" model in terms of its impact on prison tranquility, its economic return, and the performance of the workers after their release from prison. The model is now operating in Connecticut, Minnesota and Illinois prisons under an LEAA discretionary grant.

Increasingly, pressures for change in corrections are being exerted by state legislatures and by courts. Many states, for example, are considering changes in their criminal laws that would include, among other things, revised approaches to sentencing. Indeterminate sentencing, once hailed as a major reform to promote the goal of rehabilitation, has been challenged recently as inequitable. Critics argue that offenders have a right to know their probable release date at the time they are sentenced. Indeterminate sentencing also is seen by many as a root cause of the unfairness and inconsistency that can be found in many parole decisions. In Maine, where a new criminal code has been adopted, parole and indeterminate sentencing have been replaced by a system of fixed sentences. The impact of these changes on corrections in Maine is being assessed in an Institute-funded evaluation that will also include a historical and legal analysis of the code revisions.

Although judicial intervention in correctional matters has increased substantially in recent

years, its impact is an open question. In many landmark cases, years pass before deficiencies are actually remedied, and even then the extent of compliance is rarely absolute. Four recent court cases were studied under an Institute grant; each involved comprehensive changes in correctional practices and, in some instances, existing facilities were ordered closed. But the researchers concluded that the impact of judicial intervention was somewhat limited. It seemed most effective in correcting only the most serious deficiencies in corrections. Significant, lasting improvement did not occur in the cases studied. But accompanying the process of judicial intervention was a valuable side effect: its ability to focus public and official attention on the sometimes deplorable conditions in prisons and jails.

9 What Works... and at What Cost?



To the evaluator falls the task of studying action programs in the field to determine what works—or does not work—at what cost and under what conditions. The need for this kind of research had been stressed in the Crime Control Acts of 1973 and 1976, in which Congress gave the Institute major evaluation responsibilities. To carry out the Congressional mandate, the Institute established an evaluation program with four distinct components:

- Evaluating the management and performance of LEAA assistance programs, including those of the Institute in the areas of research, development, and technology transfer.

- Helping state and local agencies improve their own evaluation capabilities.

- Developing new evaluation tools and methodologies.

- Assessing the effectiveness of specific approaches to criminal justice problems.

Federal assistance funds are often invested in new technology for law enforcement. One of the technological advances which have interested police departments across the country is the automatic vehicle monitoring system (AVM), which continually signals the location of patrol cars to the police dispatcher. AVM is intended to improve deployment, reduce dispatching errors, and of course to quicken the response to citizen calls for service. The first large-scale implementation of an AVM system is in St. Louis. The Institute last year continued funding for an intensive evaluation of the St. Louis experience with automatic vehicle monitors. Preliminary findings obtained during the test and debugging stage will soon be published.

In addition to studying programs that have received Federal assistance, the Institute also identifies state or local developments which seem to have national implications, then subjects them to rigorous assessment. In 1973, for example, the New York state legislature passed an emergency dangerous drug act which severely restricted plea bargaining in drug cases, mandated life sentences for persistent drug pushers, and stiffened the penalties for other drug offenses.

An evaluation of the effects on the New York courts produced some thought-provoking preliminary findings. An increase in the demand for trials led to a corresponding increase in court delay particularly in New York City—and an actual decrease in the number of drug offenders who were sent to prison. In 1973, some 1,550 drug offenders were sentenced to prison under the previous legislation; during 1974–76,

about 900 less were convicted than would have been expected under the old law. However, it is also true that a convicted offender is now more likely to be sent to prison than before the new law was enacted. Statewide, by the first half of 1976, the percentage of those convicted of drug felonies sentenced to prison rose to 55 percent, compared to 33 percent in 1973. Sentences also tended to be longer; lifetime sentences, which were rare under the old law, have been given to some 1,760 persons convicted between September 1973 and July 1976. New York has since relaxed its restrictions on plea bargaining, and the evaluation is continuing in an effort to learn what effect this modification has had on the New York courts.

In a similar vein, evaluations were funded or underway last year with respect to strict new gun laws in Massachusetts, the abolition of plea bargaining in Alaska, a wholesale revision of Maine's criminal code, and the effects of decriminalizing alcohol and marijuana abuse in a number of jurisdictions.

Within LEAA, much of the responsibility for funding decisions resides at the state or local level, the Institute in 1975 began a model evaluation program involving 12 state, regional, and metropolitan planning areas. Each received a grant to test strategies for increasing their ability to mount an effective evaluation program. On the state level, the program involves the 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, Oklahoma.

In a separate grant to the Urban Institute,

these efforts are being studied and analyzed to identify why they succeeded or failed, so that the experience can benefit other jurisdictions.

Other projects to strengthen state and local evaluation capabilities resulted in the publication of three handbooks last year. Two of them provide information on the best ways to monitor and evaluate criminal justice programs; a third is specifically directed at evaluative research in the field of corrections. The latter was used as the basis of a series of training workshops in 1976.

Because the science of evaluation is still in its infancy, the Institute encourages the development of new instruments by which criminal justice researchers can monitor their programs with greater accuracy. Two grants in this area have already had limited payoff. One of these is the application of a statistical method called "stochastic modeling," which appears to be the most reliable forecasting technique yet devised. Without any attempt to relate cause and effect, the model uses extremely sophisticated techniques to project crime rates into the future; by comparing what was expected to happen with what actually did happen, researchers can determine whether criminal justice programs are having a measurable effect. When tested in Massachusetts, for example, stochastic modeling proved quite sensitive in its ability to quantify the effects of strict new gun laws in the Commonwealth.

Another instrument for monitoring and managing programs is the criminal justice system model, already in use in a number of variations. These models are intended to be used as predictors of the consequences of a change in the amount or "mix" of resources available to the criminal justice system—what happens to court caseloads when the police launch a crack-down on narcotics or prostitution, what happens to the correctional system when more prosecutors and judges are employed, and so on, as each change ripples through the local criminal justice system. The Institute last year published an anthology describing some existing models and discussing in detail those which appear most useful in plan-

ning and management. *Criminal Justice System Models: An Overview* has already been adopted in the curriculum of colleges which take part in LEAA's Law Enforcement Education Program.

The Institute also established an evaluation clearinghouse last year within the National Criminal Justice Reference Service. The clearinghouse serves planners, evaluators, and managers who are attempting to build on work in other jurisdictions, by making available to them the results and methodology of completed evaluations. The service now has more than 2,200 evaluation documents listed.

NCJRS users are regularly notified of new listings, and can request information about evaluations in their particular areas of interest.

As a result of such efforts, criminal justice evaluation may someday become routine in its application and quick in its results. Another effort in this direction is the National Evaluation Program (NEP) designed to collect useful

programmatic information rapidly and inexpensively. The NEP identifies clusters of projects with similar objectives and strategies—halfway houses, for example, or property-marking projects—and subjects them to a preliminary assessment. This “phase one” study

National Evaluation Program

Community Crime Prevention

Operation Identification Projects*
 Citizen Crime Reporting Programs*
 Citizen Patrol Projects*
 Security Survey Projects*
 Street Lighting Projects
 Treatment Alternatives to Street Crime*†

Juvenile Justice

Prevention of Juvenile Delinquency*
 Police Juvenile Units
 Juvenile Diversion Programs*
 Alternatives to Juvenile Detention
 Alternatives to Juvenile Incarceration*

Courts

Pre-Trial Screening Projects*
 Pre-Trial Release Programs*†
 Court Information Systems*

Police

Early Warning Robbery Reduction
 Projects*
 Specialized Patrol Operations*
 Traditional Preventive Patrol*
 Team Policing Projects*
 Crime Analysis Units
 Policing Urban Mass Transit Systems

Corrections

Halfway Houses for Adult Offenders*
 Institutional Furlough Programs
 Intensive Special Probation
 Coeducational Correctional Institutions
 Employment Services for Community
 Release
 Institutional Education Programs

An asterisk () indicates that the complete “phase one” report is available on loan from the Evaluation Clearinghouse. In many cases a summary report is also available. Please write the Evaluation Clearinghouse, NCJRS, P.O. Box 24036, S.W. Post Office, Washington DC 20024.*

A dagger (†) indicates that this topic area has been selected for intensive “phase two” evaluation.

is intended to illuminate the key issues, to determine what is currently known about them, and to develop methods for more intensive evaluations on both the national and local levels. A "phase one" study is relatively inexpensive and generally requires no more than six or eight months to complete. Nevertheless, many projects are examined and a great amount of information is collected and analyzed. The findings are published in summary form for the benefit of state and local decision-makers, who can also review the entire report through the NCJRS evaluation clearinghouse.

As these preliminary studies are completed, they are reviewed in order to identify the most promising as subjects for full-scale evaluation. The first "phase two" evaluations were selected in 1976 in the topic areas of pre-trial release and treatment alternatives to street crime (TASC).

Reports have been published in a number of "phase one" topic areas, ranging from police patrol to pre-trial release, to intensive special probation. Several of these have proved to be useful state-of-the-art manuals in their own right, and have led directly to Prescriptive Packages for the guidance of criminal justice practitioners. The "phase one" studies have also revealed a compelling need to educate the criminal justice community about evaluation goals and methodologies. Researchers, state and local officials, and LEAA personnel sometimes proved unable to design or conduct a field evaluation, or even to understand completely the tasks involved. Often, too, the assessments suggested that there may be great differences between the theory and the practice of criminal justice programs. For example, juvenile diversion projects were intended to reduce the flow of youngsters into the juvenile justice system. Yet, because they have provided authorities with milder options for treating troubled youngsters, the diversion projects sometimes have had exactly the opposite effect, placing an unexpected strain on local resources.

10 Transferring Promising Concepts

Research findings or successful new practices can have only limited impact if they are not widely known and acted upon. The Institute transfers new ideas, information and techniques from research and local experience through a system of comprehensive programs designed to stimulate interest, create acceptance, and transform concepts into action.

To illustrate the process of spreading the word on what works, the following case history traces the evaluation of a local response to a common problem—a program that has become a national model.

Six years ago, the state of Iowa condemned the Polk County jail for overcrowding. The citizens of Des Moines and Polk County responded, not with a new jail, but with a community-based correctional system so successful that it safely reduced the local jail population by more than 50 percent in the first three years. The county was spared the expense of a new jail, and equally important, it was able to provide increased services and more latitude in sentencing without adding to the overall cost or risk to the community. Furthermore, hundreds of non-dangerous offenders were returned to society without the stigma or lost time of incarceration.

In 1973, the Institute chose Des Moines to launch its new and more comprehensive approach to technology transfer. The community-based corrections program was designated the first Exemplary Project, under a new program designed to identify outstanding local projects, document their effectiveness, and publize them nationally, thus encouraging other communities to adopt these successful innovations.

The Des Moines model has four major elements, all operating under a single administrative unit:

- **Pre-trial release screening.** This unit provides release without bail for more than 1,000 low-risk defendants each year.
- **Pre-trial community supervision.** Defendants failing the screening test are eligible for supervised release, also without bail, but with controls to assure public safety. About 220 individuals are released each year through this program, usually within a few hours of their arrest. Required to engage full time in work or study, they are given counseling and other assistance.
- **County-based probational services.** This program serves more than 300 offenders a year, about twice the number possible under



the previous system of state probational services.

● **Community correctional facility.** Housed in a former army barracks, this facility serves as an alternative to the county jail (and even to state prison) for an average population of 42 offenders. Almost all are enrolled in work or educational release programs.

In a single year, defendants released under pre-trial supervision earned more than \$100,000 while awaiting trial. Some were able to hire private defense counsel instead of relying on public defenders; others were able to keep their families off the welfare rolls.

The project's success—boosted by its “exemplary” status—soon began to generate national attention. Beginning with a story in a Sunday newspaper supplement, the Des Moines experience or segments of it were featured in such opinion leaders as the *New York Times* and the *Christian Science Monitor*, in two leading news-magazines, on the three commercial television networks, and even in an hour-long program on the National Network of Italy. Meanwhile, professional journals and periodicals were also paying attention to the Des Moines project. Each mention brought new inquiries. By 1975, Des Moines officials had hosted visitors from 80 cities, 40 states, and four foreign countries, and had answered literally thousands of mail and telephone inquiries.

Since 1973, some 40 program models have been developed from research findings or identified through the Exemplary Projects Program—as in the case of Des Moines. Another source is the Prescriptive Package publication series, which compiles in one easy-to-use handbook the best methods and procedures of a number of projects, as well as significant research findings.

To publicize Exemplary Projects, the Institute publishes and widely distributes a brochure highlighting the program's key features. A more detailed manual covering program operations, staffing and budget requirements, implementation steps, and potential problems is distributed to guide criminal justice officials who want to adopt the program. More than 1,500 copies of *A Handbook of Community-Based Corrections in Des Moines*, published in November 1973, were mailed to practitioners in the field. Another 5,400 copies were distributed as a result of notification by the National Criminal Justice Reference Service.

The technology transfer process does not

stop with printed materials, however. An interested community may differ in significant ways from the city described in a handbook; local officials may lack the expertise to apply research findings to real-life problems; some officials may not be receptive to publications. To speed the implementation of research knowledge and promising approaches and to reach a key audience of decisionmakers, the Institute has developed **regional training seminars**, based on the most significant research results and model programs. Four to six topics are selected each year, after consultation with LEAA regional offices and the state planning agencies about their views of the priority needs in the field. Training workshops are designed for each topic, complete with role-playing designs, audio-visual materials, and other training aids.

In the case of the Des Moines model, 10 workshops were held around the country between November 1974 and April 1975. More than 450 state and local officials—decision-makers capable of instituting new practices in their own communities—attended these workshops. They were impressed by what they learned: a follow-up survey indicated that fully 30 percent of the participants were in the process of adopting the Des Moines program, in whole or in part. An additional 9 percent reported that they had made a firm decision to adopt the program, while 33 percent were considering it.

From the research and operational models selected for the training program each year, a few outstanding projects are funded as field tests in communities who are interested and deemed capable of implementing the models. These tests allow further experimentation and experience with the new approach in different

environments. A rigorous evaluation of these sometimes unconventional strategies is part of the national field test. At the same time, each site becomes a showcase for the most advanced techniques to deal with a particular criminal justice problem.

In 1974, field tests of the Des Moines system were funded in Salt Lake City/County, Utah; St. Louis County (Duluth), Minnesota; San Mateo County, California; East Baton Rouge Parish, Louisiana; Clark County (Vancouver), Washington; and Orange County (Orlando), Florida. As happened in Des Moines, these communities soon found themselves the focus of considerable attention. They hosted delegations of criminal justice professionals, state senators, regional councils of government and citizens groups interested in promoting similar projects. The directors also provided various forms of technical assistance, in person or through correspondence, to interested agencies as far away as Sydney, Australia.

Independently of the Institute's own technology transfer effort, the National Association of Counties adopted the Des Moines model as part of its own community corrections package. Distribution of the handbook—now revised and expanded as a result of the training and testing program—continued with more than 6,400 copies disseminated, in response to queries on correctional alternatives. NACo also provided technical assistance to county corrections officials in New York, Wisconsin, Florida, and Oregon; some of these county officials also attended Institute workshops and visited test sites. So close was this spontaneous cooperation, in fact, that NACo held its 1975 national convention in Salt Lake City—one of the test sites—and scheduled a day-long community corrections session focusing on the Salt Lake City experience.

The Des Moines experience has filtered down in other ways, too. A professor of criminal justice at Northeastern University described the system as one of her "most preferred models," which she used regularly in her courses and national lectures. The project

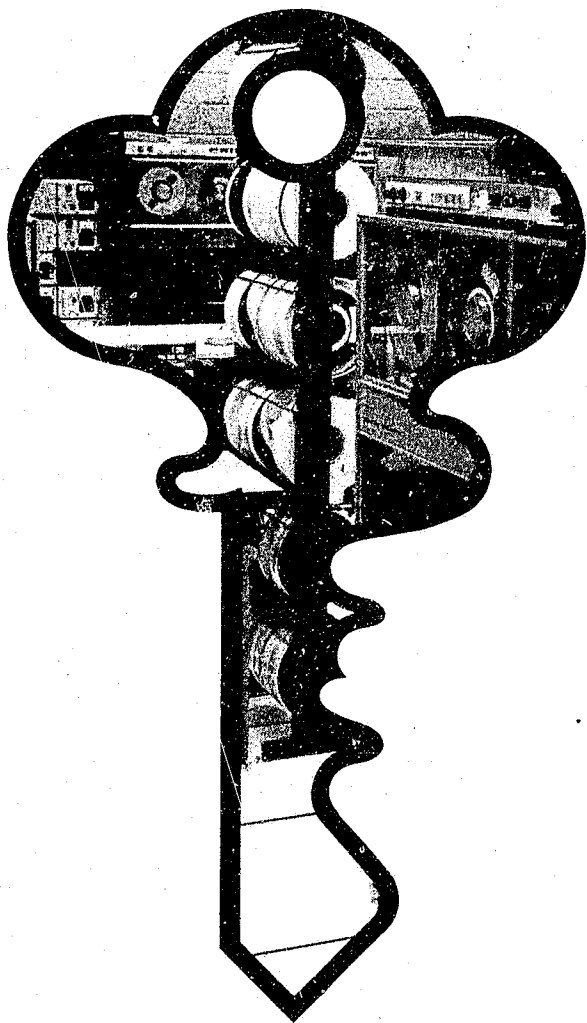
director in Vancouver, Washington, served as an advisor to the state of Oregon, which is interested in developing a community approach to corrections. Similarly, the staff in Orlando, Florida, provided assistance to the Georgia Probation and Parole Service.

The Des Moines case history is one example of transferring good ideas. Another is the more recent *Managing Criminal Investigations*, which synthesized knowledge gained from several studies into a model criminal investigation system. Two research studies described earlier in this report—the Rand Study of the Criminal Investigation Process and the Stanford Research Institute Decision Model for Felony Investigation—were incorporated in the model program. The third element was the Prescriptive Package, which focused on management issues in criminal investigation from the police administrator's perspective.

Field testing of the model is now under way in five cities: Santa Monica, California; Rochester, New York; St. Paul, Minnesota; Birmingham, Alabama; and Montgomery County, Maryland. At the same time training workshops are being held throughout the country. In addition, the Institute sponsored a conference on the research findings for police chiefs from approximately 25 major jurisdictions throughout the country.

Last year, the Institute added another element to its technology transfer process. Called the **Host Program**, it operates like a visiting fellowship for selected criminal justice officials, enabling them to spend up to one month working on-the-job with their colleagues in another agency. Initially, the "Hosts" have been selected from the roster of Exemplary Projects, but field test sites and other communities operating a demonstrably successful criminal justice program are likely future candidates. This first-hand experience prepares the visitor to transfer elements of the model program to his or her own community, and at little cost to either the visitor or the host. Institute funds cover only travel and living expenses. By the end of last year, 12 Exemplary Project sites had agreed to take part in the Host program—including, appropriately enough, the Des Moines project that began it all.

11 Access to Information



Until 1972, the criminal justice field was without a central reference service for its researchers and practitioners. To keep abreast of developments in the field, a criminologist might sift through hundreds of unrelated documents every week; to find the answer to a specific question, a police chief or jurist might make a dozen inquiries or undertake a literature search at the nearest university library.

The Institute responded to their needs by creating the National Criminal Justice Reference Service, which provides international information on law enforcement and criminal justice topics to a growing network of users. In the past five years NCJRS has acquired more than 25,000 items for its computerized data base. These items are abstracted and indexed so they can be retrieved as needed. The full reports are available to users. The reference service fills requests from government agencies, universities, professional organizations, and the general public in addition to its primary users—criminal justice professionals in this country and abroad. In 1976 almost 40,000 individuals and organizations were utilizing such services as:

- **Selective notification of information.** Each registered user has an "interest profile" on file with NCJRS. On a bi-weekly basis, abstract cards describing new publications and coming events are mailed to those users who have indicated an interest in that particular subject area.
- **Reference and information services.** Requests for specific information searches and services are regularly received on the telephone, by mail, or in person. These inquiries are handled by specialists in the areas of police, courts, juvenile delinquency, corrections, and evaluation. The information specialist begins by searching the data base to identify specific sources to meet the request. Depending on the subject and the inquiry, the user might then receive a specially-prepared bibliography, an LEAA monograph or selections from it, abstracts of relevant documents, reprints of journal articles, or a computer printout with additional sources of information.
- **Annotated bibliographies.** On a regular basis, NCJRS prepares bibliographies on criminal justice subjects in which there is a continuing or timely need for a catalog of sources. A concise description is given for each document cited. Examples of the bibliographies compiled last year: criminal justice

evaluation, victim compensation, plea bargaining, terrorism, recidivism, work release, and juvenile diversion.

● **Microfiche.** The full text of most of the non-copyrighted documents in the NCJRS data base is available on microfiche. Copies are provided at no cost to the user. Through this program, more documents can be made available, one-of-a-kind documents can be more widely distributed, and there is a significant reduction in the expense of reproduction, mailing, and storage.

● **Document loan program.** Hard copies of most documents in the data base are available for borrowing through standard interlibrary loan procedures.

Several new services were underway at the reference service last year. They included an evaluation clearinghouse, designed to assist state and local planners in their efforts to assess criminal justice programs. A library of printed materials was assembled in 1976—including examples of well-conducted evaluations, model guidelines for conducting an evaluation, practical handbooks, and research methods and techniques—and other documents will be added as they become available. Distribution is handled in the same way as for other NCJRS materials. A revised evaluation bibliography will be ready in 1977, and all documents in the clearinghouse will eventually be made available on microfiche. Although the primary audience is the state planning agencies and regional planning units, any registered user can obtain clearinghouse materials on the same basis as other criminal justice documents.

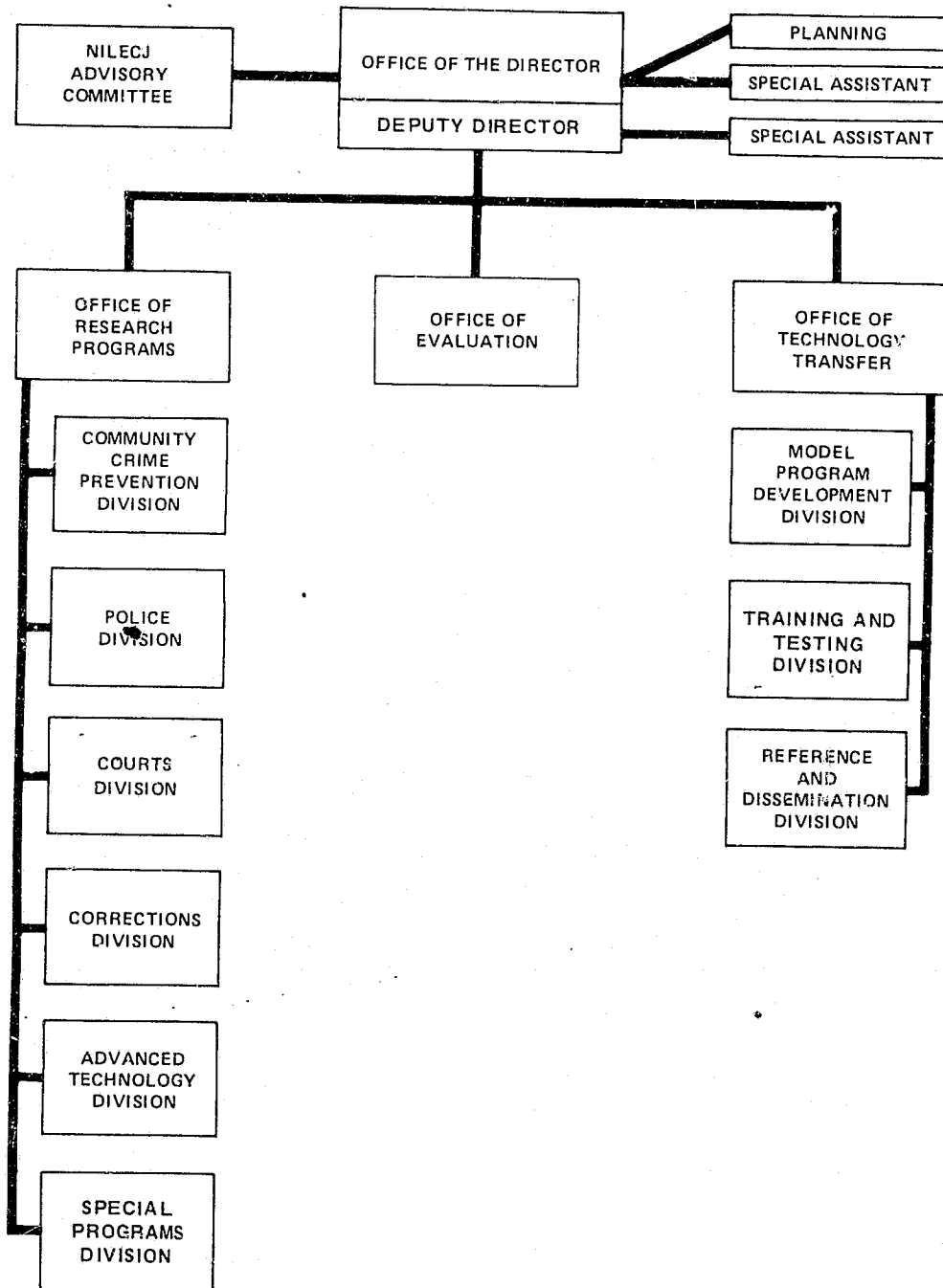
Similarly, NCJRS has assembled specialized collections in the areas of terrorism and crime prevention through environmental design.

An international clearinghouse operates at the United Nations Social Defence Research Institute (UNSDRI) in Rome with LEAA support. UNSDRI provides information for the international portion of the NCJRS data base. NCJRS also acquires European materials and provides U.S. materials for use in criminal justice agencies abroad.

Appendix

Appendix A Organization

NATIONAL INSTITUTE OF LAW ENFORCEMENT AND CRIMINAL JUSTICE



Appendix B

FY 1976 Awards

NATIONAL INSTITUTE PROGRAMS AND AWARDS FISCAL YEAR 1976

The National Institute of Law Enforcement and Criminal Justice is the research branch of the Law Enforcement Assistance Administration, established by the Omnibus Crime Control and Safe Streets Act of 1968. As stated in the Act, the Institute's mandate is:

"To encourage research and development, to improve and strengthen law enforcement and criminal justice, to disseminate the results of such efforts to state and local governments, and to assist in the development and support of programs for the training of law enforcement and criminal justice personnel."

Over the past eight years, the Institute has sponsored research on crime prevention and control and the administration of criminal justice and disseminated information on significant research findings to state and local officials throughout the country.

In FY 1976, the Institute continued its support of ongoing research in such areas as police response time and environmental design, and commissioned new projects on subjects ranging from plea bargaining to consumer fraud. It refined techniques for disseminating research findings and encouraging their use, and it sponsored evaluations of both established practices and new approaches.

The Institute awarded \$38.8 million in FY 1976. The following table shows the distribution of these funds by program area.

FY 1976 National Institute Program Funds*

Program Area	Dollars	Percentage
Community Crime Prevention	\$ 4,439,293	11.4
Police	3,014,811	7.8
Courts	1,841,700	4.7
Corrections	1,554,724	4.0
Advanced Technology	10,576,493	27.3
Manpower Program	1,644,693	4.2
Visiting Fellows	238,986	0.6
Evaluation Programs	5,306,963	13.7
National Evaluation Program	(1,365,602)	(3.5)
Office of Evaluation	(3,941,361)	(10.2)
Technology Transfer**	10,187,592	26.3
Total	\$38,805,255	100.0

*Includes awards made during the transition quarter.

**This figure includes \$2,335,496 in training and technical assistance funds.

Note: The Institute's funding cycle normally extends into the first quarter of the following fiscal year. Hence its total obligations may exceed the appropriation for a given year, because they include awards made under the previous year's appropriation.

Selection of Policies, Priorities and Projects

In setting priorities and allocating funds, the Institute is guided by the following:

- The Congressional mandate as set forth in the authorizing legislation;

- The management by objectives process, which takes into account the LEAA Administrator's priorities, the judgments of the Institute's professional staff, the recommendations of the Institute's Advisory Committee of knowledgeable criminal justice practitioners and researchers, and the views of other recognized experts; and

- Timely criminal justice issues, such as the problem of the serious, habitual offender.

Each year, the National Institute publishes and disseminates a Program Plan that briefly describes all Institute programs and projects and explains application procedures. The Institute is expanding its use of individual program announcements that provide detailed information on the background and objectives of specific programs, funding, and deadlines, and solicit concept papers. Requests for proposals are announced in the *Commerce Business Daily*.

Institute projects generally are selected to meet priorities outlined in the Program Plan. A limited amount of funds is set aside each year to support especially promising research that may fall outside designated priorities.

Institute staff review initial concept papers and solicit the views of one or more knowledgeable professionals—either within LEAA or from an outside source. All full applications are similarly reviewed by a monitoring team made up of the Institute project monitor and two or more professionals from outside the Institute whose background, training, and experience are relevant. In making their judgments, the reviewers consider the nature of the problem to be addressed and whether the applicant's skills and resources can accomplish the objectives.

The Institute is authorized to make grants to, or enter into contracts with, public agencies, institutions of higher education, or private

organizations. The Department of Justice Office of Legal Counsel has ruled that the Institute also is authorized to make grants to individuals, but that authority is used sparingly. LEAA policy stipulates that profit-making institutions may not receive Institute grants.

The following table shows the distribution of FY 1976 Institute funds by type of recipient.

Universities	\$ 2,421,887
Private Firms	26,685,609
Federal Agencies	3,234,500
State and Local Government Agencies	3,433,454
National and Professional Organizations	2,790,819
Individuals	238,986
Total	\$38,805,255

FY 1976 Awards

To carry out its wide-ranging mandate, the Institute is organized into three major offices: Office of Research Programs, Office of Technology Transfer, and Office of Evaluation. The functions of each office and the projects they funded in fiscal year 1976 are described in the following pages.

Office of Research Programs

The Office of Research Programs develops and sponsors research studies that probe major problems facing the criminal justice system. Current research efforts focus on acquiring new knowledge and suggesting alternative approaches in community crime prevention, police, courts, corrections, and advanced technology.

Community Crime Prevention. The Institute's program in Community Crime Prevention works to dispel the notion that crime is solely the responsibility of the criminal justice system. Both as individuals and as members of the community, citizens can have a measurable impact on the complex task of fighting crime. For example, each individual can take simple, definable steps to protect his or her personal property. Individuals can also assist the criminal justice process by reporting criminal activity when it occurs, by testifying to such activities in court, and by serving on juries when called.

The program in Community Crime Prevention seeks to encourage community involvement both on the public and on the private level. Secondly, the program seeks to broaden public understanding and involvement in the workings of the criminal justice system. Finally, it seeks to develop a more meaningful response to the citizen as a victim of crime and client of the criminal justice system.

76-NI-99-0029

Title: A Study of the Structure and Operation of the Rackets in Metropolitan New York (from 10/1/75 - 3/31/77)
Grantee: Policy Sciences Center, Inc., 270 Broadway, Room 10001, New York, New York 10007
Project Director: Dr. Jonathan Rubinstein
Amount: \$182,125

This project studied gambling and loan-sharking rackets in the New York Metropolitan Area. Data were collected on the organization and activities of these rackets over a ten-year period. The final report will describe in detail the structures, functions, and activities of the organizations, their relationships with each other, and the manner in which they operate.

76-NI-99-0036

Title: Study of Crime and Stability in Residential Communities (from 2/1/76 - 1/31/78)
Grantee: Institute for Community Design Analysis, 853 Broadway, 19th Floor, New York, N.Y. 10003
Project Director: Oscar Newman
Amount: \$650,072

This project is studying a sample of public housing projects and Federally-assisted moderate-income developments in Newark, St. Louis, and San Francisco to determine the impact of the socioeconomic characteristics of residents, building design and management policies on crime and stability in the developments. Based on its findings, the project will recommend the combinations of resident

groups, building types, and management policies that are likely to result in stable, low-crime communities.

76-NI-99-0056

Title: Techniques for Improving the Effectiveness of the Criminal Justice Response to Forcible Rape (from 2/25/76 - 6/30/77)
Grantee: Battelle Human Affairs Research Center, P.O. Box 5395, Seattle, Wash. 98105
Project Director: Dr. Donna Schram
Amount: \$348,609

This follow-up study to a FY 1975 grant (75-NI-99-0015) explored in greater detail the major problem areas identified by criminal justice officials that impair the system's effectiveness in dealing with rape cases. The project will produce materials for police, prosecutors, and legislators to improve the system's response to rape.

76-NI-99-0122

Title: Consumer Fraud: An Analysis of Impact and Opportunities for Intervention (from 8/9/76 - 2/28/78)
Grantee: American Institutes for Research, 3301 New Mexico Ave. NW, Washington, D.C. 20016
Project Director: David J. Klaus
Amount: \$342,966

The purpose of this project is to identify promising approaches to curtailing consumer fraud. Researchers are collecting data on the characteristics, incidence, and impact of consumer fraud, and assessing current strategies for dealing with the problem.

J-LEAA-022-74

Title: Crime Prevention Through Environmental Design (CPTED) (Modification from 6/1/76 - 7/31/78)
Contractor: Special Systems, Westinghouse Electric Corporation Suite 1111, 2341 Jefferson Davis Highway, Arlington, Va. 22202
Project Director: Edward Pesce
Amount: (Modification) \$2,098,816

This award supports continuing research and development of the concept of Crime Prevention through Environmental Design. Demonstration designs for residential and commercial areas and schools will be developed and implemented in three specific sites and results evaluated.

LEAA-J-IAA-024-6

Title: Handgun Control and Victim Compensation (from 6/1/76 - 10/31/77) Interagency Agreement with the Office of Improvements in the Administration of Justice, Department of Justice, Washington, D.C.
Project Director: Edward D. Jones
Amount: \$76,500

The objective of this project is to complete two major studies which support the Justice Department's long-range criminal justice policy initiatives: *Handgun Control Strategies* is

estimating the demand for firearms for self-protection and criminal uses; analyzing the determinants of the illegal supply of handguns; and assessing the impact of alternative control strategies on firearm demand and illegal supply, and on the rates of homicide and robbery in the U.S. urban environment. *Victim Compensation* is analyzing the economic losses incurred by victims of assaultive crimes and assessing the impact of compensation – both public and private – on victim behavior.

Police. Public demands have both shaped and stretched the role of the police in recent years. Today, a police officer is not merely an enforcer of the law, but a resource to be called upon in almost any emergency.

Faced with rising expectations, but declining budgets, the police community needs research results and alternative approaches that can help to achieve economies without impairing effectiveness. The Institute's police research has the twin objectives of building a body of sound knowledge and providing proven tools to enhance day-to-day performance. Among recent contributions toward these goals are projects that are testing the effectiveness of various patrol strategies, analyzing the impact of response time, and devising indicators to help the police evaluate and improve their performance.

76-NI-99-0011

Title: Development of Methods and Programs to Promote Physical Fitness in Police Officers (from 10/21/75 – 1/20/77)
Grantee: International Association of Chiefs of Police, Eleven Firstfield Rd., Gaithersburg, Md. 20760
Project Director: Ronald Bostick
Amount: \$619,404

This grant developed and evaluated programs and methods that can be used to ensure a high level of physical fitness among police personnel.

76-NI-99-0012

Title: A Man-Computer System for Solution of the Mug File Problem (from 8/15/75 – 11/14/76)
Grantee: University of Houston, Houston, Tex. 77004
Project Director: Ben T. Rhodes, Jr.
Amount: \$226,403

This Phase II project is designing a computer system suitable for installation and operation in a police department that can select from a large library of mug shots those photographs most closely resembling a suspect's description.

73-NI-99-0047-S-1

Title: Response Time Analysis Study (from 7/1/73 – 6/30/76)
Grantee: Kansas City Police Department, 1125 Locust St., Kansas City, Mo.

Project Director: Major Lester N. Harris, Kansas City Police Department, 306 E. 12th St., Room 1030, Kansas City, Mo. 14106

Amount: \$152,122

This supplemental award to the Kansas City Response Time Analysis Project (73-NI-99-0047) supports research and analysis of the operational problems related to police response time.

76-NI-99-0087

Title: Policing Corruption in Local Government Regulatory Agencies (from 4/14/76 – 12/13/77)

Grantee: Stanford Research Institute, 333 Ravenswood Ave., Menlo Park, Calif. 94025

Project Director: Theodore R. Lyman

Amount: \$265,300

This project is studying detection, prevention, and enforcement measures to combat corruption in regulatory agencies. Emphasis is on identifying and describing typical patterns of corruption in the *licensing* and *inspection* functions of regulatory agencies.

76-NI-99-0097

Title: Police Strikes Monograph (from 10/16/76 – 9/15/77)

Grantee: International Association of Chiefs of Police, Eleven Firstfield Rd., Gaithersburg, Md. 20760

Project Director: Glen R. Murphy, Director, Technical and Services Division, IACP

Amount: \$160,778

This project will provide law enforcement administrators with resource material and information to help them understand and analyze the issues and events that could develop into a police labor strike.

76-NI-99-0104

Title: Implementation and Evaluation of Prototype Rules and Procedures for Police Discipline (from 7/1/76 – 6/30/78)

Grantee: International Association of Chiefs of Police, Eleven Firstfield Rd., Gaithersburg, Md. 20760

Project Director: Joyce Blalock, Assistant Director, Legal Research Section, IACP

Amount: \$390,375

The primary objective of this effort is to field test in an operational situation, the prototype rules of conduct and disciplinary procedures developed under Grant #74-NI-99-0019, Model Rules of Conduct for Internal Disciplinary Action.

76-NI-99-0109

Title: The Police and Illicit Substance Control (from 6/11/76 – 12/10/77)

Grantee: Center for the Study of Social Behavior, Research Triangle Institute, P.O. Box 12194, Research Triangle Park, Durham, N.C. 27709

Project Director: Jay R. Williams

Amount: \$253,636

This study is identifying various goals and strategies in narcotics law enforcement at the local level and assessing their effectiveness.

76-NI-99-0111

Title: NEP Phase I: Policing Urban Mass Transit Systems (from 6/24/76 - 2/23/77)

Grantee: The MITRE Corporation, 1820 Dolley Madison Blvd., McLean, Va. 22101

Project Director: Warren S. L. Moy, Criminal Justice System Research Department, The MITRE Corporation

Amount: \$98,754

This assessment estimated the accuracy and reliability of available data in the policing of urban mass transit systems, the factors that seem most likely to influence the success or failure of specified projects, and the costs of different policing strategies.

76-NI-99-0112

Title: Police Referral Systems in Metropolitan Areas (from 10/1/76 - 9/30/77)

Grantee: Indiana University Foundation, Post Office Box F, Bloomington, Ind. 47401

Project Director: Elinor Ostrom, Director, Workshops in Political Theory and Policy Analysis, Morgan Hall 12, Indiana University, Bloomington, Ind. 47401

Amount: \$130,218

Wide variations exist in the types of organizational arrangements and departmental policies for handling the high volume of social service cases that come to the attention of police. This grant lays the groundwork for assessing the effects of different types of police referral systems and police involvement in delivery of social services.

76-NI-99-0119

Title: National Project to Develop Police Program Performance Measures (from 11/1/76 - 1/31/78)

Grantee: American Justice Institute, 1007 Seventh St., Sacramento, Calif. 95814

Project Director: Jerome A. Needle, Director, American Justice Institute

Amount: \$425,631

Responding to the recommendations of the National Commission on Criminal Justice Standards and Goals, earlier research (75-NI-99-0009) developed a system of police performance measures that attempts to solve some of the problems associated with traditional measures of police work, such as reported crime figures. In this second phase, the project will refine, test and evaluate the system in four cities.

76-NI-99-0121

Title: Development of Guidelines for Police Enforcement of Laws Relating to Prostitution (from 10/1/76 - 4/30/78)

Grantee: Law and Justice Study Center, Human Affairs Research Center, Battelle Memorial Institute, 4000 N.E. 41st St., Seattle, Wash. 98105

Project Director: Duncan Chappell

Amount: \$229,289

This study is designed to provide law enforcement administrators and practitioners with a base of knowledge on which to develop prostitution prevention and control strategies appropriate to their particular agency's needs and objectives.

76-NI-99-0125

Title: Social Networks and Social Organization of a Police Precinct (from 8/25/76 - 2/24/78)

Grantee: Institute for Social Analysis, 24 Clover Rd., Newfoundland, N.J. 07435

Project Director: Francis A.J. Ianni, Director, Institute for Social Analysis

Amount: \$58,135

This research is analyzing the police precinct as a social system that operates according to a "code of rules" to determine how the precinct affects the overall effectiveness and efficiency of the department.

76-NI-99-0129

Title: Boston Police Department Project on Criminal Investigative Procedures (from 10/1/76 - 6/30/78)

Grantee: Trustees of Boston University, Boston University Center for Criminal Justice, 209 Bay State Rd., Boston, Mass. 02215

Project Director: Sheldon Krantz

Amount: \$266,206

This grant carries the previous work on police administrative policy-making into new priority areas. Policymaking on criminal investigative procedures are being expanded beyond the detective function, for example; and will directly confront sensitive issues surrounding selective enforcement. This project builds on previous work by the grantee and by the Arizona State University Model Rules Project and the ABA Standards Relating to the Urban Police Function.

76-NI-99-0137

Title: Police and the Elderly: The Development of Operational Guidelines to Improve Police Effectiveness (from 11/15/76 - 5/14/78)

Grantee: Programs Division, University City Science Center, 3624 Science Center, Philadelphia, Pa. 19104

Project Director: Theodore H. Schell, University City Science Center, 1717 Massachusetts Ave. N.W., Washington, D.C. 20036

Amount: \$226,669

This study is based upon information on police-elderly interactions in two cities supplemented by a national review and

assessment of ongoing police and community programs designed to improve the quality of these interactions.

76-NI-99-0140

Title: Civil Service Systems: Their Impact on Police Administration (from 9/30/76 - 7/31/78)
Grantee: Public Administration Service, 1313 E. Sixteenth St., Chicago, Ill. 60637
Project Director: Joseph J. Molkup
Amount: \$230,049

This study is assessing the impact of the civil service system on police personnel administration and to prescribe workable modifications where necessary.

Courts. The Institute continues to explore ways to reduce court delay and to improve the fairness and efficiency of the judicial process. New initiatives are directed toward the development of performance measures for the courts, prosecution, and defense, with the goal of making these functions more easily accountable to the public. Studies of jury management and witness cooperation have produced new insights into the vital task of making citizen participation in the administration of justice more satisfying. Finally, the courts research program is working to promote consistency and fairness in two vital areas of the judicial process: plea bargaining and sentencing; and to develop alternatives to adjudication that will ease court congestion and promote community participation.

76-NI-99-0014

Title: Effects of Omnibus Hearing on Measures of Efficiency/Justice (from 8/15/75 - 12/14/76)
Grantee: Section of Criminal Justice, American Bar Association, 1705 DeSales St. NW, Washington, D.C. 20036
Project Director: Daniel Gibbens
Amount: \$188,531

This project systematically tested the impact of the omnibus hearing on the quality of justice and on the economical use of resources in state trial courts.

76-NI-99-0085

Title: Commentary on the Implementation of the Model Penal Code from 1962 - 1976 (from 4/26/76 - 4/25/78)
Grantee: The American Law Institute, 4025 Chestnut St., Philadelphia, Pa. 19104

Project Director: Paul A. Wolkin
Amount: \$197,953

The purpose of this project is to produce a commentary on the response of the states to the Model Penal Code of 1962. This commentary will incorporate an analysis of the legislative activity and rationale for the major redefinition of the criminal codes that has taken place in over half the states in the past decade. The study will enhance the use of the Code and will lay the groundwork for more thorough evaluations of codes already adopted by the states.

76-NI-99-0088

Title: Pretrial Settlement in Criminal Cases (from 5/24/76 - 11/23/77)
Grantee: Center for Studies in Criminal Justice, The University of Chicago, 1111 E. 60th St., Chicago, Ill. 60637
Project Director: Franklin E. Zimring
Amount: \$315,754

This project is testing the feasibility and effectiveness of a pretrial settlement process that allows plea and charge negotiations to take place within a formal conference presided over by a judge. Participating in the conference would be the prosecutor, defense counsel, defendant, and, if he or she wishes, the victim or complaining witness. The underlying principle of the experiment is the belief that everyone directly interested in a case, not just the lawyers, are entitled to be present during, and contribute to, the final disposition.

76-NI-99-0102

Title: Sentencing Guidelines: Structuring Judicial Discretion (from 7/1/76 - 9/6/77)
Grantee: Criminal Justice Research Center, One Alton Rd., Albany, N.Y. 12203
Project Director: Jack M. Kress
Amount: \$401,168

The first phase of this project successfully demonstrated the feasibility of developing sentencing guidelines to enable judges within a jurisdiction to make their sentencing decisions more consistent. This study (Phase II) will fully implement the guidelines in one participating court selected from the Phase I study and will develop sentencing models in three additional urban jurisdictions, using the same techniques developed in Phase I.

76-NI-99-0114

Title: Misdemeanor Court Management (from 8/76 - 4/18/78)
Grantees: The American Judicature Society, 200 W. Monroe St., Suite 1606, Chicago, Ill. 60606, and Institute for Court Management, 1405 Curtis St., Suite 1800, Denver, Colo. 80202

Project Directors: Allan Ashman, Director of Research, The American Judicature Society, and Harvey Solomon, Executive Director, Institute for Court Management
Amount: \$303,086

This project is assessing existing innovative management programs in misdemeanor courts and will develop, field test, and evaluate management techniques and innovations specifically aimed at remedying management problems commonly found in the lower courts. The new management techniques will be field tested in two court systems, an overburdened metropolitan court and a rural lower court.

76-NI-99-0118

Title: Continuation of PROMIS Research (from 7/23/76 – 7/22/77)

Grantee: Institute for Law and Social Research, 1125 15th St. NW, Suite 625, Washington, D.C. 20005

Project Director: Sidney L. Brounstein

Amount: \$435,208

This project continues research on data derived from the Prosecutor's Management Information System (PROMIS) in the District of Columbia. The objective is to derive and test hypotheses about the criminal justice system as the PROMIS data permits.

Corrections. Few areas of the criminal justice system have received as much attention in recent years as corrections. Many aspects—from the possible alternatives to jail incarceration to the problem of reducing recidivism—are the subject of continuing public debate.

In its corrections research, the Institute is studying some of the major issues involved in the current restructuring of correctional policies and practices. Among the critical issues being analyzed are the impact of court rulings and changing state laws, the severe overcrowding of institutions, and the questions that have been raised about the efficacy of rehabilitative programs. The following projects seek to further our understanding of these issues and their implications.

76-NI-99-0015

Title: NEP-Phase I: Resident Inmate Aftercare/Halfway House-Adults (from 8/25/75 – 4/15/76)

Grantee: Ohio State University Research Foundation, 1314 Kinnear Rd., Columbus, Ohio 43212

Project Director: Richard P. Seiter

Amount: \$155,917

This study determined what was known about the effectiveness of halfway houses. Building upon a literature search and survey of expert opinion, the researchers surveyed existing programs. Findings were validated through site visits and

follow-up interviews. An evaluation design for filling gaps in present knowledge was produced.

76-NI-99-0022

Title: Uniform Corrections Code (9/1/75 – 8/31/77)

Grantee: National Conference of Commissioners on Uniform State Laws, 645 N. Michigan Ave., Chicago, Ill. 60611

Project Director: William Pierce

Amount: \$204,900

This project focuses on the apparent disparity in correctional statutes across states. Reformers have come to realize that laws governing corrections must be overhauled before significant program changes can be made. The goal of the study is to develop uniform correctional legislation acceptable to the courts. A Uniform Corrections Code will be drafted to provide a statutory framework for state legislatures to consider and to guide corrections procedures from sentencing to final release.

76-NI-99-0023

Title: A Survey of Criminal Justice Evaluation Studies (from 9/2/75 – 6/1/76)

Grantee: Hudson Institute, Inc., Quaker Ridge Rd., Croton-on-Hudson, N.Y. 10502

Project Director: Dr. Robert Martinson

Amount: \$298,000

In the past decade, much attention has been directed toward the evaluation of efforts to reduce crime. However, there has been very little systematic empirical knowledge about the success or failure of rehabilitating offenders with various treatment strategies in various institutional and non-institutional settings. This project conducted a comprehensive and systematic search, compilation, review, and analysis of all relevant research dealing with the impact of programmatic intervention on offenders, producing information and conclusions concerning what works for whom and under what conditions.

76-NI-99-0037

Title: NEP Phase I: Furloughs for Prisoners (from 11/11/75 to 5/10/76)

Grantee: School of Social Work, University of Alabama, Tuscaloosa, Ala.

Project Director: Dr. Robert Sigler

Amount: \$96,503

This was a state-of-the-art study of one of the oldest and most durable penal practices, furloughs for prisoners. The study was designed to determine what is presently known about the effectiveness and value of inmate furlough programs; how much more should and can be learned about these programs; and, if further evaluation seems warranted, how this evaluation should be conducted.

76-NI-99-0038

Title: Parole Alternatives (from 1/21/76 – 3/20/77)

Grantee: Center for Policy Research, 475 Riverside Drive, New York, N.Y. 10027

Project Director: Andrew Von Hirsch

Amount: \$148,610

Parole, once seen as a major reform, is increasingly being questioned. It is accused of simultaneously failing in its goals of protecting the public and helping the offender. Because parole is such an integral part of the criminal justice system, any modification requires a careful consideration of practical implications and potential unintended consequences. The purpose of this project was to analyze what changes in the sentencing and correctional systems would be necessary if traditional parole practices were eliminated or replaced by alternative strategies.

76-NI-99-0083

Title: NEP Phase I: A Study of Employment Services for Releasees in the Community (from 3/25/76 - 1/24/77)

Grantee: The Lazar Institute, 1700 Pennsylvania Ave. NW, Washington, D.C. 20006

Project Director: Mary A. Toborg

Amount: \$148,559

This state-of-the-art study assessed one of the most widely-offered corrections services for inmates released from a corrections institution: employment services.

76-NI-99-0126

Title: NEP - Phase I: Institutional Education Programs for Inmates (from 9/28/76 - 6/27/77)

Grantee: Social Restoration Program, School of Education, Lehigh University, Bethlehem, Pa. 18015

Project Director: Dr. Raymond Bell

Amount: \$107,179

This study is designed to determine what is presently known about the effectiveness and value of educational programs for inmates; how much more can and should be learned about these programs; and, if further evaluation seems warranted, how this evaluation should be conducted.

76-NI-99-0127

Title: National Evaluation of Restitution Programs (from 10/1/76 - 9/30/78)

Grantee: Criminal Justice Research Center, Inc., One Alton Rd., Albany, N.Y. 12203

Project Director: Dr. Marguerite Warren

Amount: \$367,131

This project is assessing the conditions under which restitution may be an effective tool in dealing with criminal offenders at various stages of the criminal justice system. The experimental restitution programs are being funded through the Office of Regional Operations in jurisdictions across the country. Offenders will be randomly assigned to experimental and control groups at each site, so the programs' effects can be assessed with a minimum of extraneous biasing factors.

76-NI-99-0142

Title: Determining the Impact of Fundamental Changes in the Law and Implications for the Future: The Evaluation of the Maine Experience (from 10/11/76 - 7/10/78)

Grantee: College of Human Development, The Pennsylvania State University, 207 Old Main Building, University Park, Pa. 16802

Project Director: Frederick A. Hussey/John H. Kramer

Amount: \$236,083

This project will assess the impact of implementing a "flat" sentencing system in Maine, the first state to adopt such a system. Researchers will examine the new Code's impact on: changes in sentencing practices; possible shifts in institutional populations and staffing patterns; resentencing policies and procedures; the use of split-sentencing and executive clemency; and the use of restitution and community-based corrections as alternative means of handling criminal offenders in lieu of incarceration. Data on offenders will be collected before and after the Code's implementation. To be obtained from court records, institutional files and interviews with key criminal justice practitioners, the data will include such factors as sentence length; type of sentence for each offense; the number of applications for commutations made and granted; use of work release; institutional programs, staff, and population shifts; and restitution.

Special Programs. The Institute also sponsors three major programs that are inter-disciplinary:

- The Visiting Fellowship Program
- The National Evaluation Program
- The Research Agreements Program, a pilot effort funded in FY 1975, involving selected universities and research organizations in long-term research on such subjects as the habitual offender.

Visiting Fellowships. The Visiting Fellowship Program brings outstanding researchers and practitioners to Washington, D.C., to use the Institute's facilities and to share experiences, ideas, and information with the Institute's professional staff. The emphasis is on creative, independent research which can effectively be pursued in the nation's capital.

76-NI-99-0128

Title: The American Prosecutor - A Search for Identity (from 9/4/76 - 9/3/77)

Grantee: Joan Jacoby, 1505 Grace Church Rd., Silver Spring, Md. 20910

Amount: \$54,779

The purpose of this visiting Fellowship is to examine the unique institution of the American local prosecutor and document: (1) the historical development of how the office of the prosecutor originated in the United States and developed to its position today; (2) the present diversity of the prosecutor's role and responses to these mixed environments; (3) the impact of the prosecutor's policy on the criminal justice system and the community; and (4) the emerging roles of the prosecutor in terms of the changing political, social, and economic environment and the public policy issues they raise.

76-NI-99-0032

Title: Crime Victimization, Citizen Reporting, and Official Crime Statistics - Visiting Fellow (from 10/1/75 - 8/31/76)
Grantee: Wesley Skogan, Department of Political Science, Northwestern University, 619 Clark St., Evanston, Ill. 60201
Amount: \$31,376

The purpose of this Visiting Fellowship project, a continuation of 74-NI-99-0028, was 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? (3) which incidents ultimately appear in official crime statistics, and why do others seem to disappear?

76-NI-99-0077

Title: Historical Trends of School Crime and Violence from 1950 to 1975 with Special Emphasis on Current Crime Specific Security Models (from 2/9/76 - 2/8/77)
Grantee: Robert J. Rubel, 1139 Oakland Ave., Piedmont, Calif. 94611

Amount: \$42,065

This Visiting Fellowship grant supported research into crime and violence in the nation's public secondary schools, and in-depth case studies of seven school security programs.

76-NI-99-0098

Title: A Socio-Legal Study of the Private Practice of Criminal Law (from 5/12/76 - 5/11/77)

Grantee: Paul B. Wice, Political Science Department, Washington and Jefferson College, Washington, Pa. 15301

Amount: \$19,567

The purpose of this Visiting Fellowship is to assess the operation and impact of the criminal lawyer on the administration of America's urban criminal justice system. The project focuses on two groups: (1) lawyers working in public defender programs; and (2) lawyers working as retained counsel in criminal cases.

76-NI-99-0107

Title: Sourcebooks in Forensic Serology (from 9/1/76 - 11/30/77)

Grantee: Dr. Robert Gaensslen, John Jay College of Criminal Justice, City University of New York, 444 West 56th St., New York, N.Y. 10019

Amount: \$45,055

The purpose of this Visiting Fellowship is to produce several sourcebooks on forensic serology. The topics to be included in these sourcebooks are: red cell and serum groups; electrophoresis, red cell isoenzymes, serum proteins, and hemoglobin; methods on forensic serology; and serological techniques.

76-NI-99-0108

Title: Political Terrorism and Law Enforcement Strategies (from 9/1/76 - 8/31/77)

Grantee: Abraham H. Miller, Department of Political Science, University of Cincinnati, Cincinnati, Ohio 45221

Amount: \$46,144

The purpose of this Visiting Fellowship is to analyze the patterns of operation of terrorist groups and estimate the outcomes of the strategies and tactics used by social control agents when dealing with these groups. The grantee will address the following issues: (1) What is the value of negotiation in terrorist/hostage situations? (2) What are the costs of assenting to the demands of terrorists? (3) What is the role of the media in terrorist activities? (4) Is there a contagion effect? (5) Who should negotiate for society in terrorist/hostage situations, and what types of training should these individuals receive? (6) Are there any psychological threads in the personality make-up of individual terrorists?

National Evaluation Program. Through its National Evaluation Program, the Institute provides practical information on the costs and benefits of criminal justice practices, from halfway houses to special patrol tactics. This information is useful to policymakers and practitioners searching for innovative programs or attempting to improve existing practices.

(Note: Most NEP studies are monitored by the appropriate Institute research division—police, courts, corrections, etc.—and the FY 1976 NEP awards are listed under those headings. Some FY 1976 NEPs were monitored by the Special Programs Division and they are listed below.)

76-NI-99-0018

Title: NEP Phase I: Court Information Systems (from 8/25/75 - 3/24/76)

Grantee: Advanced Program Development, Justice Systems, The MITRE Corporation, P.O. Box 208, Bedford Mass. 01730

Project Director: Burton Kreindel

Amount: \$109,525

This NEP project identified past and current court information programs, assessed the evaluation of such systems that has been done, and reviewed the status of court information systems in their various forms.

76-NI-99-0045

Title: NEP Phase I: Intensive Special Probation (from 1/10/76 - 8/9/76)

Grantee: School of Industrial and Systems Engineering, Georgia Institute of Technology, 225 North Avenue, Atlanta, Ga. 30332

Project Director: Dr. Jerry Banks

Amount: \$95,530

This study assessed the current status of special intensive probation projects.

76-NI-99-0090

Title: Phase I Evaluation of Street Lighting Projects (from 4/23/76 - 1/22/77)

Grantee: Public Systems Evaluation, Inc., 675 Massachusetts Ave., Cambridge, Mass. 02139

Project Director: James M. Tien, Ph.D.

Amount: \$129,624

This project assessed the state of knowledge of street lighting projects to determine the effectiveness of various projects, the accuracy and reliability of available data in the street lighting area, the factors that seem most likely to influence a project's success or failure, and the costs of implementing and maintaining alternative types of street lighting systems.

76-NI-99-0110

Title: National Evaluation Program: Development and Assistance (from 6/17/76 - 5/16/77)

Grantee: The Urban Institute, 2100 M St. NW, Washington, D.C. 20037

Project Director: Joe N. Nay

Amount: \$214,011

This technical advisory grant provides for the continuation of support in program design, development, implementation, and evaluation of the National Evaluation Program (NEP). The major written product of this effort will be a case study evaluation of the initial FY 1975 Phase I NEP program. This case study will provide an assessment of the feasibility of the NEP approach, a statement of programmatic problems experienced, a review of the products obtained, and will make recommendations for improvement of the NEP program.

Advanced Technology. Technology contributes to the goal of making the criminal justice system more effective and responsive.

Through its program in this area, the Institute helps agencies acquire the most responsive technology, and to apply equipment and scientific techniques to solve problems.

The process involves three activities. First, needs are established in coordination with criminal justice agencies. Evaluation of available equipment, systems, and techniques follows to determine their responsiveness to needs. Finally, if available systems are inadequate or unadaptable new equipment or techniques are developed.

76-NI-99-0033

Title: National Law Enforcement Equipment Information Center (from 9/22/75 - 9/21/76)

Grantee: International Association of Chief of Police, 11 Firstfield Rd., Gaithersburg, Md. 20760

Project Director: Frank Roberson

Amount: \$383,740

This project established an equipment and technology information center for use by state and local law enforcement agencies.

76-NI-99-0091

Title: Laboratory Proficiency Testing Research Project (from 4/26/76 - 4/25/77)

Grantee: The Forensic Sciences Foundation, Inc., 11400 Rockville Pike, Suite 515, Rockville, Md. 20852

Project Director: Kenneth S. Field

Amount: \$126,609

This project, a continuation of 74-NI-99-0048, devised a nationwide criminalistics laboratory proficiency testing program, and assessed the state of the art of evidence analysis.

76-NI-99-0099

Title: Individualization of Bloodstains (from 5/20/76 - 5/19/77)

Grantee: Department of Chemistry, University of Pittsburgh, 3017 Cathedral of Learning, Pittsburgh, Pa. 15260

Project Director: Dr. Robert C. Shafer

Amount: \$125,000

This project, a continuation of grant No. 75-NI-99-0011, is studying ways to improve the methodologies used in the individualization of bloodstains.

76-NI-99-0101

Title: Forensic Science Certification Program (from 5/24/76 - 5/23/77)

Grantee: The Forensic Sciences Foundation, Inc., 11400 Rockville Pike, Rockville, Md. 20852

Project Director: Kenneth S. Field

Amount: \$140,434

This project is a nationwide program to facilitate the deliberation, research structuring, and field testing efforts of eight separate forensic science certification and accreditation planning committees.

76-NI-99-0116

Title: Police Patrol Car Systems Improvement Program (from 7/9/76 - 3/8/78)

Grantee: City of New Orleans, 1300 Perdido St., New Orleans, La. 70112

Project Director: Sgt. Claude Schlesinger, New Orleans Department of Police, P.O. Box 51480, New Orleans, La. 70151

Amount: \$77,514

76-NI-99-0117

Title: Police Patrol Car Systems Improvement Program (from 7/9/76 - 1/8/78)

Grantee: City of Dallas, 2014 Main St., Dallas, Tex. 75201

Project Director: Dean H. Vanderbilt, Office of Management Services, City Hall, Dallas, Tex. 75201

Amount: \$70,212

The objective of these grants is to apply currently available technology to extending the capabilities and productivity of the patrol officer by use of advanced communications techniques and improved vehicle economy, safety, and utility.

J-LEAA-008-76

Title: Contract to Evaluate the Utility of Dial-up Visual Communications in the Criminal Justice System (from 9/2/75 - 6/30/76)

Contractor: The MITRE Corporation, Westgate Research Park, McLean, Va. 22101

Project Director: Warren Eliot

Amount: \$267,624

This program involve the design, implementation, and evaluation of a visual communications system interconnecting the principal criminal justice offices in the Phoenix, Arizona, area.

J-LEAA-014-76

Title: Developing Standards for State Personal Identity Systems (from 1/15/76 - 1/15/77)

Contractor: The MITRE Corporation, Bedford, Mass. 01730

Project Director: Thomas Kabaservice

Amount: \$55,360

The purpose of this contract was to develop standards for upgrading state personal identity systems. The contractor defined ways in which vehicle operator's permits and birth certificates are used as personal identity documents in the 50 states, and formulated desired characteristics of state identity systems that would enhance legitimate use of the systems and minimize illegitimate use.

LEAA-JIAA-034-6

Title: Anti-Terrorism Research and Equipment Development

Contractor: U.S. Arms Control and Disarmament Agency, Room 5725, 320 - 21st St., N.W., Washington, D.C.

Project Director: Dr. Robert Kupperman

Amount: \$610,000

The purpose of this project is to: (1) develop and undertake analytical efforts to assess terrorist threat capabilities and provide a basis for decision-makers at various levels of government to cope with expanded terrorist threats; and (2) develop limited advanced prototype hardware intended to detect, assess, classify, and counteract a wide range of advanced weaponry which may be utilized by terrorist groups.

Evaluation

In addition to providing information on key topics on a quick-response basis through the National Evaluation Program, the Institute also sponsors full-scale evaluations of major national-scale LEAA programs and state and local innovations with nationwide implications. The results of these and other criminal justice evaluations are shared with state and local officials through publication and dissemination of selected reports and through the development of an archive repository of a wide range of evaluation documents maintained by the National Criminal Justice Reference Service. Finally, the Institute supports a research program to develop evaluation techniques that are more reliable, sensitive, and economical in assessing criminal justice programs.

The goal of these efforts is to develop sound information on the costs, benefits, and limitations of various approaches—information that can guide officials in improving program performance and allocating scarce resources where they are likely to do the most good.

76-NI-10-0001

Title: Evaluation of the Elimination of Plea Bargaining in Alaska (from 3/1/76 - 2/28/78)

Grantee: Alaska Criminal Justice Planning Agency, Pouch AJ, Juneau, Alaska 99801

Project Director: Michael L. Rubinstein, Alaska Judicial Council, 303 K St., Anchorage, Alaska 99501

Amount: \$300,050

This project will determine the extent to which the no-plea-bargaining policy is, in fact, being implemented, the problems of implementation, and the impact of the policy on the crim-

inal justice system in Alaska, in terms of such issues as costs and time involved in processing cases, cases screened out by the prosecutor, guilty pleas by defendants, convictions, severity of sentences, etc.

76-NI-99-0024

Title: Model Evaluation Program (from 9/1/75 - 8/31/77)
Grantee: Office of Community Development, State of Washington, 107 Insurance Building, Olympia, Wash. 98504
Project Director: Jack Darby
Amount: \$172,866

With this grant, the Washington Law and Justice Planning Office assessed its evaluation needs and is developing a state-wide criminal justice evaluation training and support program.

76-NI-99-0030

Title: Proposal to Evaluate the Neighborhood Team Policing Demonstration Program (from 9/20/75 - 9/19/77)
Grantee: The Urban Institute, 2100 M St. NW, Washington, D.C. 20037
Project Director: Peter B. Bloch
Amount: \$392,443

This project is evaluating the Institute-sponsored replication of the full-service, neighborhood team policing technique in six cities to assess its effectiveness and efficiency.

76-NI-99-0039

Title: Continuation of the Evaluation of Community Treatment for Adult Offenders (from 12/15/75 - 12/14/76)
Grantee: Graduate Studies Research, The Florida State University, Tallahassee, Fla. 32306
Project Director: Dr. Charles Wellford
Amount: \$163,793

The purpose of this project was to extend and complete the evaluation of the Des Moines Community-Based Corrections program replication begun under Grant No. 74-NI-99-0051. The evaluation assessed the effects of each of the components of the replication program, as well as the overall impact of the program on each local criminal justice system.

76-NI-99-0040

Title: Evaluation of the Court Employment Project: New York City (from 12/29/75 - 9/30/77)
Grantee: Vera Institute of Justice, 30 East 39th St., New York, N.Y. 10016
Project Director: Sally Baker
Amount: \$260,122

This grant supports an experimental design to determine whether the Court Employment Program in New York City is achieving its stated objectives of (1) reducing recidivism and (2) enhancing educational and employment opportunities for participants.

76-NI-99-0043

Title: Computers and the Police: An Evaluation of the Use, Implementation, and Impact of Information Technology (from 12/15/75 - 12/14/76)
Grantee: Department of Urban Studies and Planning, Massachusetts Institute of Technology, Cambridge, Mass 02139
Project Director: Kent W. Colton
Amount: \$38,755

The purpose of this project was to describe the present uses, problems, and impact of automated information systems and computer technology on police departments within the United States.

76-NI-99-0044

Title: Bibliography and Feasibility and Design Project on Deterrence (from 1/15/76 - 5/31/77)
Grantee: Hudson Institute, Inc., Quaker Ridge Rd., Croton-on-Hudson, Westchester, N.Y. 10520
Project Director: Ernest van den Haag
Amount: \$43,625

The purpose of this study was to prepare an annotated bibliography of the literature on general deterrence. The primary focus was on the interrelations among factors related to punishment and threats of punishment and their deterrence effectiveness.

76-NI-99-0075

Title: Governors' Study of Marijuana Penalties and Policies (from 4/14/76 - 10/13/76)
Grantee: National Governors' Conference, 1150 17th St. NW, Washington, D.C. 20036
Project Director: Thad L. Beyle
Amount: \$84,141

This grant provide funds for a study of existing marijuana penalties and policies, and proposed changes. The final report, *Marijuana, A Study of State Policies and Penalties*, gives decisionmakers the social arguments for and against changes in marijuana regulations; the experiences of states that have decriminalized marijuana consumption; and an analysis of legislative and policy options available to state executives.

76-NI-99-0076

Title: Reducing the Crime Rate through Incapacitation and Deterrence (from 4/19/76 - 4/18/77)
Grantee: The Urban Institute, 2100 M St. NW, Washington, D.C. 20037
Project Director: Barbara L. Boland
Amount: \$120,801

This project continued earlier research on deterrence by examining the comparative effects of increased police expenditures and specific policing methods. The project examined the effectiveness of incapacitation in reducing crime, attempting to differentiate between deterrence and incapacitation effects.

76-NI-99-0078

Title: National Level Evaluation of the Improved Lower Court Case Handling Demonstration Program (from 2/27/76 - 8/26/77)

Grantee: The MITRE Corporation, Westgate Research Park, McLean, Va. 22101

Project Director: Eleanor Chelimsky

Amount: \$278,899

This project is examining the Institute-sponsored Improved Lower Court Case Handling program from a variety of perspectives, across program components and across program sites.

76-NI-99-0084

Title: Portland Reverse Records Check (from 4/9/76 - 4/8/77)

Grantee: Oregon Research Institute, P.O. Box 3196, Eugene, Ore. 97403

Project Director: Dr. Anne L. Schneider

Amount: \$95,823

This study involved searching the official files of crimes reported to police in Portland, Oregon, to locate those crimes reported in the 1974 Portland victimization survey, and to compare the classification of the incident by the police with the classification used in the survey data. An analysis was undertaken of the differences between the survey and police classifications, as well as of the factors that contribute to discrepancies in classification. The research also analyzed differences and similarities between victimization crime data and official crime data as reported by police departments.

76-NI-99-0092

Title: National Level Evaluation of the Career Criminal Program (from 4/21/76 - 4/20/78)

Grantee: The MITRE Corporation, Westgate Research Park, McLean, Va. 22101

Project Director: Ms. Eleanor Chelimsky

Amount: \$384,480

This evaluation is directed at establishing whether the selective prosecution of habitual criminals is an effective means of reducing crime. Four sites that have implemented career criminal programs will be studied to learn how the program affected their ongoing prosecutorial procedures, and how successful each site was in prosecuting and incapacitating career offenders. The impact of the program on local crime will be assessed by using two innovative statistical techniques that will distinguish actual from normal variations in local crime rates, and the effects of incapacitating individual offenders from the effects of deterrence.

76-NI-99-0094

Title: New Hampshire Model Evaluation Program (from 5/14/76 - 5/13/78)

Grantee: Governor's Commission on Crime and Delinquency, G.A.A. Plaza Building #3, 169 Manchester St., Concord, N.H. 03301

Amount: \$123,086

This grant is providing assistance to develop 10 to 12 standardized evaluation modules that can be utilized by the New Hampshire SPA to assess 400 individual projects. This will permit the New Hampshire SPA to produce project-level and program-level evaluations.

76-NI-99-0095

Title: Phase II Evaluation of an Implemented AVM System (from 5/13/76 - 8/13/77)

Grantee: Public Systems Evaluation, Inc., 675 Massachusetts Ave., Cambridge, Mass. 02139

Project Director: Dr. Richard C. Larson

Amount: \$150,000

This evaluation is a continuation of Grant No. 75-NI-99-0014, which attempted to assess the effectiveness of computer technology in tracking the location of police vehicles. While that evaluation generated useful information about the capabilities and limitations of the implemented system, it was not able to establish conclusive findings about its effectiveness, due chiefly to recurring equipment deficiencies which have since been corrected. This evaluation will establish more conclusive findings of the effectiveness of the improved equipment, which has now been implemented city-wide.

76-NI-99-0100

Title: Evaluation of Massachusetts Gun Law (from 6/1/76 - 5/31/78)

Grantee: Trustees of Boston University, Boston University Center for Criminal Justice, 209 Bay State Rd., Boston, Mass. 02215

Project Director: Professor Sheldon Krantz

Amount: \$298,000

In 1975, the State of Massachusetts enacted new provisions for the handling of gun offenses that prohibited charge reductions by prosecutors and made mandatory sentences of at least one year for those convicted of illegally carrying a firearm. These restrictions on the usual discretion of prosecutors and judges were expected to toughen criminal justice sanctions and, thereby, lower gun-related crime. This research is studying that chain of assumptions.

76-NI-99-0113-S-1

Title: Regulatory Policies and Crime (from 6/16/76 - 8/31/78)

Grantee: Stanford Law School, Crown Quadrangle, Stanford University, Stanford, Calif. 94305

Project Director: Professor John Kaplan

Amount: \$55,232

This research is preparing a series of monographs analyzing how governmental policies regulating the availability of heroin, alcohol, and handguns influence the levels and patterns of crime. The effects of present and prior regulatory approaches in these areas will be evaluated and the mechanisms by which each of the controlled materials affect criminality will be explored. The purpose is to collect and organize current know-

ledge about the effects of Federal, state, and local approaches to controlling the availability of these materials, and to identify and assess the probable social costs and benefits of a wide range of possible governmental interventions aimed at impacting crime.

76-NI-99-0115

Title: Continuation of New York Drug Law Evaluation Project (from 7/15/76 - 9/30/77)

Grantee: Association of the Bar of the City of New York Fund, Inc., 42 West 44th St., New York, N.Y. 10036

Project Director: Anthony F. Japha, New York Drug Law Evaluation Project, 36 West 44th St., New York, N.Y. 10036
Amount: \$457,575

This project is testing the arguments and questions raised by proponents and opponents of New York's strict new drug laws. It is measuring, both quantitatively and qualitatively, the impact of the new laws on the criminal justice system, on drug users, and on drug abuse patterns. It is also attempting to weigh the costs to society of implementing the laws against the benefits derived from them.

J-LEAA-006-76

Title: Contract for the Assessment of the NILECJ Research Program and Development of a Research Agenda on Deterrence Measurement (from 7/28/75 - 12/31/76)

Grantee: National Academy of Sciences, 2101 Constitution Ave., Washington, D.C. 20419

Project Director: Susan White
Amount: \$267,200

The Academy's Assembly of Behavioral and Social Sciences undertook two specific tasks: (1) an assessment of the overall program of research and development sponsored by NILECJ since 1968; and (2) the formulation of a long-term agenda for research on the effectiveness of deterrence policies. The first task was done by a multidisciplinary committee of specialists in sociology, psychology, political science, economics, statistics, criminology, and engineering. A special panel was established, under the supervision of this Committee, to carry out the second task, including a review of the technical literature on deterrence.

76-NI-99-0136

Title: National Evaluation of Jury Utilization and Management Demonstration Program (from 11/1/76 - 10/31/78)

Grantee: Institute for Business, Law, and Social Research, Creighton University, 2500 California St., Omaha, Nebr. 68178
Project Director: Ingo Keilitz, Director of Social Science Programs, Creighton University Institute for Business, Law, and Social Research
Amount: \$86,886

This study is based on the extensive research in the area already conducted by Bird Engineering Company. By compiling data for a number of demonstration and comparison courts across time, this project will provide information on the relative bene-

fits to be gained from reform of the jury systems.

J-LEAA-025-76

Title: Support Services for the National Conference on Criminal Justice Evaluation

Contractor: Koba Associates, Inc., 2001 S St., NW, Washington D.C.

Project Director: Georgette Semick

Amount: \$78,500

This contract provided administrative and logistical support for the NILECJ-sponsored National Conference on Criminal Justice Evaluation held on February 22-24, 1977, in Washington D.C. More than 200 speakers and 1,100 attendees participated in the conference, which presented evaluation methods and results for a wide range of programs.

LEAA-J-IAA-027-6

Title: Instrumentation and Follow-up of TASC Clients (9/15/76 - 3/31/78)

Contractor: Office of Program Development and Analysis, National Institute on Drug Abuse, 11400 Rockville, Md. 20852

Project Director: Harold M. Ginzburg

Amount: \$210,000

This interagency agreement provides funds for developing research instruments for collecting data on criminal justice clients while in drug treatment programs, and in treatment follow-up. Emphasis will be placed on TASC clients, but other criminal justice clients will be included, and both will be compared with non-criminal justice clients as well as with each other.

J-LEAA-006-76

Title: Contract Analyses and Report of LEAA Assessment (from 8/28/75 - 2/28/76)

Contractor: Executive Management Service, Inc., Suite 404, 2201 Wilson Blvd., Arlington, Va. 22201

Project Director: Mark Alger

Amount: \$21,310

The object of this contract was to conduct a thorough review of past evaluations of LEAA programs to identify in a systematic way both strong and weak points of programs undertaken, significant projects funded, and administrative problems identified. Drawing on this review, the contractor identified significant accomplishments and deficiencies of LEAA-funded programs and projects, and prepared a list of each.

Purchase Order 6-0282-J-LEAA

Title: To Produce a Research Report on the "Implications of Revenue Sharing for the Law Enforcement Assistance Administration"

Contractor: Brookings Institution, Washington, D.C.

Project Director: Richard P. Nathan

Amount: \$8,311

The purpose of this contract was to determine whether general

revenue sharing funds have really been used for law enforcement to the extent indicated by official Treasury Department statistics. The study utilizes data developed by the Brookings Institution in its ongoing monitoring research on the general revenue sharing program and "Actual-Use" reports on revenue sharing submitted to the U.S. Office of Revenue Sharing by the recipient jurisdictions of these funds. Data for 1973 and 1974 for approximately 50 local governments were used in the sample.

The results of this analysis showed that officially reported expenditures of shared revenue on law enforcement compiled by the Treasury Department's Office of Revenue Sharing were six times greater than the new spending for this purpose out of revenue sharing identified in the Brookings field research for 1973, and four times greater in 1974. Differences are greatest for larger units, those under the greatest fiscal pressure, those located in the Northeast, and for municipal governments generally.

Technology Transfer

Research findings are translated into action—and successful programs are transferred from one part of the country to another—through several approaches:

Model programs are derived from Exemplary Projects (outstanding local projects suitable for adaption to other locations) and Prescriptive Packages (compilations of the most successful approaches being used to solve a criminal justice problem). Monographs document good projects or highlight issues raised by studies of several similar programs.

Training workshops are designed to acquaint key decision-makers with advanced techniques, usually based on research findings or a model program.

Field tests are funded to give greater visibility to a few especially promising techniques, and to test their effectiveness in another setting.

The National Criminal Justice Reference Service provides a full range of clearinghouse services for researchers and practitioners.

76-NI-99-0021

Title: Victim/Witness Assistance Programs: A Prescriptive Package (from 8/15/75 - 8/14/76)

Grantee: Blackstone Institute, 2309 Calvert St. NW,

Washington, D.C. 20008

Project Director: Richardson White, Jr.

Amount: \$59,967

This project addressed all points of contact between the victim and witness and the criminal system. Potential services and approaches to the delivery of services are addressed in the manual and merits and problems of each approach are discussed. Victim compensation is also reviewed.

76-NI-99-0041

Title: Presentence Report Handbook and Special Programs in Probation and Parole (from 12/22/75 - 1/1/77)

Grantee: University Justice Associates, Inc., 3601 S. Flower St., Los Angeles, Calif. 90007

Project Director: Robert M. Carter

Amount: \$99,679

This grant developed two Prescriptive Packages that synthesized research and evaluation and the most successful current practices in developing presentence reports and operating special probation and parole programs. The report includes model guidelines and recommendations to help probation and parole officials better respond to the needs of the court in providing appropriate sentencing information and a wider range of sentencing options.

76-NI-99-0042

Title: (1) Policing by Objectives and (2) Police Records Systems Prescriptive Package Series (from 12/15/75 - 5/1/77)

Grantee: Social Development Corporation, 4905 Delray Ave., Bethesda, Md. 20014

Project Director: Ralph Showalter

Amount: \$119,888

The principal focus of the "Policing by Objectives" Prescriptive Package is the application of MBO and similar planning techniques to police management. The "Police Records Systems" Prescriptive Package concentrates on the information needs of medium and small police departments without the financial resources of large departments with fully developed automated systems.

76-NI-99-0055

Title: Police Patrol Strategies (from 2/1/76 - 2/1/77)

Grantee: University City Science Center, 1717 Massachusetts Ave NW, Suite 604, Washington, D.C. 20036

Project Director: Theodore Schell

Amount: \$92,963

The purpose of this grant was to develop two Prescriptive Packages on police patrol strategies, one of which addresses general preventive patrol and the other specialized patrol. Together, they will give police administrators with guidelines for planning, implementing, and evaluating specific patrol practices determined to be most effective by the National Evaluation Program.

76-NI-99-0093

Title: The Consolidation of Small Law Enforcement Agencies
(from 5/10/76 - 3/9/77)

Grantee: International Training, Research, and Evaluation
Council, 210 E. Broad St., Falls Church, Va. 22046

Project Director: Terry Koepsell

Amount: \$61,944

A Prescriptive Package is being developed to explore questions about the nature and value of small police agency consolidation; to articulate the conditions under which small agency consolidation should be considered and how it should be planned, implemented, and evaluated; and to identify the issues that must be resolved prior to and during the implementation of such a merger.

76-NI-99-0105

Title: Anglo-American Action/Research Program (from
5/24/76 - 5/23/77)

Grantee: Vera Institute of Justice, 30 East 39th St., New
York, N.Y. 10016

Project Director: Michael Smith, c/o Inner London
Probation and Aftercare Service, 73 Grant Peter St., London,
SW1P 2BN

Amount: \$50,000

This grant helps maintain the Vera Institute office in London, England, for the purpose of examining English criminal justice practices, identifying innovative operational programs, summarizing these programs for U.S. dissemination, and recommending U.S. experimentation with selected British models.

76-NI-99-0123

Title: Prescriptive Package: Police Diversion of Juveniles
(from 8/16/76 - 5/15/77)

Grantee: National Center for Juvenile Justice, 3900 Forbes
Ave., Pittsburgh, Pa. 15260

Project Director: Hunter Hurst

Amount: \$59,572

The purpose of this study is to develop a Prescriptive Package that will provide practical guidelines for planning, operating, and evaluating formalized diversion programs within police juvenile units. The manual will focus on developing effective diversion standards and service models for juvenile officers, and for providing due process protection for youth.

76-NI-99-0124

Title: A Prescriptive Package on Unification of State Courts
(from 9/1/76 - 9/30/77)

Grantee: American Judicature Society, 200 W. Monroe,
Suite 1606, Chicago, Ill. 60606

Project Director: Allan Ashman

Amount: \$70,841

This Prescriptive Package is designed to guide states considering the unification of their court system. The project will generate a number of conceptual models for both

centralized administration and structural consolidation of courts.

76-NI-99-0130

Title: Security Techniques for Small Businesses (from
9/30/76 - 7/31/77)

Grantee: Criminal Justice System Research Department,
METREK Division, The MITRE Corporation, 1820 Dolley
Madison Boulevard, McLean, Va. 22101

Project Director: Eleanor Chelimsky

Amount: \$59,932

Although small businesses suffer the greatest amount of losses through burglary, robbery, shoplifting, and employee theft, little has been done to aid them in carrying out simple, cost-effective analyses of the various protective measures available. The principal focus of this grant is to produce a comprehensive, non-technical, report that gives small businesses this kind of practical information. It will provide specific guidelines for assessing and selecting appropriate security techniques and for implementing a security program based on the particular needs of the individual business.

76-NI-99-0139

Title: Prescriptive Packages: School Vandalism (from
10/12/76 - 8/11/77)

Grantee: The Council of the Great City Schools, 1707 H St.
NW, Washington, D.C. 20006

Project Director: Milton Bins

Amount: \$58,408

This study is developing a practical handbook for school administrators, teachers, police, and community organizations who are attempting to reduce the amount of vandalism, theft, and destruction within the public schools. It will provide guidelines and working models covering the broad spectrum of anti-vandalism approaches, ranging from building security and target hardening through architectural design to institutional changes, and human and community relations.

J-LEAA-022-76

Title: Advanced CJ Training Seminars and Demonstration
Seminars (from 5/27/76 - 5/31/78)

Contractor: University Research Corporation, 5530 Wisconsin
Ave. NW, Washington, D.C. 20015

Project Director: Sheldon Steinberg

Amount: \$1,500,000

This contract supports the Advanced Criminal Justice Training Workshop Program and related technology transfer activities. The workshops, seminars, and conferences, presented in all 10 LEAA regions, are designed and conducted by the contractor. The workshops include techniques for improving criminal investigation procedures, decreasing the outbreak of disturbances in prisons through the use of arbitration methods, and reducing the amount of time jurors must spend waiting in court.

J-LEAA-030-76

Title: Exemplary Projects Program (from 10/1/76 - 3/31/79)
Contractor: Abt Associates, Inc., 55 Wheeler St., Cambridge, Mass.

Project Director: Joan Mullen

Amount: \$595,451

This project continues contractor support in two phases of the Exemplary Projects program: (1) The screening of written materials describing criminal justice projects proposed for exemplary status and short, on-site validation of those projects that appear to be successfully reducing crime or producing a measurable improvement in the operations and quality of criminal justice; and (2) Comprehensively documenting such projects so that other communities may understand and emulate the successful project experience.

76-TA-99-1000

Title: On-Site Technology Transfer in Advanced Criminal Justice Programs (from 5/19/76 - 11/18/77)

Grantee: Public Technology, Inc., 1140 Connecticut Ave. NW, Washington, D.C. 20036

Project Director: Joseph Carlson

Amount: \$209,496

To extend the benefits of NILECJ-sponsored seminars and workshops in advanced criminal justice practices, agencies that have had particular success or extensive experience in a given area are identified and asked to act as hosts to qualified, senior personnel. These practitioners visit the host-site to observe the program in action, and to understand the practices and constraints and other factors involved in implementing the particular criminal justice program.

J-LEAA-010-75

Title: National Criminal Justice Reference Service (from 9/11/74 to 9/11/77)

Contractor: General Electric Company, 1400 Wilson Boulevard, Arlington, Va. 22209

Project Director: Joseph G. Cady, General Electric

Amount: \$2,200,000 (FY 1976 increment)

An international information service, the National Criminal Justice Reference Service provides information to the nation's criminal justice community and government officials at the Federal, state, and local level, as well as to universities, professional associations, commercial and planning organizations, the general public, and criminal justice professionals abroad. It acquires, indexes, abstracts, stores, retrieves and distributes reports and information on all aspects of law enforcement and criminal justice. NCJRS also offers users a range of reference and referral services.

J-LEAA-015-76

Title: International Clearinghouse on Crime, Deviance and Social Control (from 5/19/76 to 5/19/77)

Grantee: United Nations Social Defence Research Institute (UNSDRI) Via Giulia 52 Rome, Italy

Project Director: Peider Konz

Amount: \$175,000

The 1973 Crime Control Act directed the Institute to serve as an international clearinghouse. This grant was designed to support this increased responsibility. Grant support was provided to UNSDRI to expand the NCJRS data base with material produced from foreign research and planning; develop exchange arrangements for two-way dissemination; produce translations and bibliographies of significant foreign language research publications; and create an awareness of the need for communication of technical information among countries faced with similar problems.

Exemplary Projects Selected in 1976

Major Offense Bureau
Bronx County, New York

Rape/Sexual Assault Care Center
Des Moines, Iowa

Creighton Legal Information Center
Omaha, Nebraska

Prescriptive Packages Published in 1976

Rape and Its Victims
Police Robbery Control Manual
Police Burglary Control Programs
Managing Criminal Investigations
Offender and Ex-Offender Job Training and Placement
MBO: A Corrections Perspective
Grievance Mechanisms in Correctional Institutions
Health Care in Correctional Institutions
Multi-Agency Narcotics Units
Paralegals: A Resource for Public Defenders and Correctional Services
Child Abuse Intervention
The Prosecutor's Charging Decision

76-NI-99-0026

Title: Assistance to Task Force on Criminal Justice Research and Development (from 10/1/75 - 8/31/76)

Grantee: The Rand Corporation, 1700 Main St., Santa

Monica, Calif. 90406

Project Director: Dr. Peter Greenwood, Program Manager, Criminal Justice Program, The Rand Corporation

Amount: \$300,000

The grantee provided administrative and staff support for the Research and Development Task Force of the National Advisory Committee on Criminal Justice Standards and Goals. The staff conducted research, reviewed reports and data bases, arranged meetings of the Task Force, secured specialized consultants possessing knowledge and familiarity with the problems and issues of research and development, and provided information to Task Force members for their deliberations in reviewing and approving specific research and standards and goals for state and local governments and members of the general research community.

76-NI-99-0096

Title: A Research Symposium on Crime Reduction in Urban Low-Income Areas (from 5/17/76 - 11/16/76)

Grantee: Joint Center for Political Studies/Howard University, 1426 H St. NW, Suite 926, Washington, D.C. 20005

Project Director: Dr. Herrington J. Bryce, Director, Public Policy Fellows Program, Joint Center for Political Studies

Amount: \$24,428

The objective of this project was to bring together a group of high ranking black police officials for the purpose of exploring, from their unique perspective, mechanisms for dealing with the problem of crime in urban and low-income areas, specifically the minority community.

J-LEAA-012-76

Title: Support Services for the Advisory Committee of NILECF (from 9/29/75 - 3/26/76)

Grantee: DAMANS and Associates, 14929 Wellwood Rd., Silver Spring, Md. 20904

Project Director: Henry C. Casanave, Jr.

Amount: \$43,921

The objective of this procurement was to provide administrative support for the work of the Advisory Committee of the National Institute. The contractor made travel and accommodations arrangements, produced and disseminated materials to support the agenda items, arranged for transcription of all meetings, maintained meeting records, prepared summary reports of meetings from the transcripts, and prepared special reports as requested by the Project Monitor.

Manpower Programs

J-LEAA-035-74

Title: A Nationwide Survey of Law Enforcement and Criminal Justice Personnel Needs and Resources

Contractor: The Research Center, National Planning Associa-

tion, 1666 Connecticut Ave. NW, Washington, D.C. 20009

Project Director: Dr. Harold Wool

Amount: \$1,624,693

The purpose of this contract is to continue the survey of existing and future personnel needs in law enforcement and criminal justice and the adequacy of Federal, State, and local programs to meet these needs.

LEAA-IAA-02-6

Title: Occupational Coding for Census EC Survey Interagency Agreement with the Bureau of the Census, Department of Commerce, Washington, D.C. 20233

Project Director: Robert Mangold

Amount: \$20,000

The object of this interagency agreement is to provide supportive data for the joint Bureau of the Census/National Criminal Justice Information and Statistics Service (NCJISS) Survey of criminal justice employees.

Appendix C

Publications of the National Institute

Currently Available Documents
(See footnotes below for ordering information)

Grant/Contract Number	Title	NTIS/GPO Stock Number
J-LEAA-014-74	Administrative Adjudication Bureau of the New York State Department of Motor Vehicles*	†
J-LEAA-014-74	Adolescent Diversion Project*	†
NI-70-074	Analysis of Pretrial Delay in Felony Cases—A Summary Report	NTIS PB 212 039 GPO 2700-0152
NI-71-143-PO	Anatomy of a SCAM—A Case Study of a Planned Bankruptcy by Organized Crime	GPO 2700-00230
NI-71-126	Arson, Vandalism, and Violence—Law Enforcement Problems Affecting Fire Departments	NTIS PB 242-070/AS GPO 2700-00251
NI-69-095	Assaultive Youth—An Exploratory Study of the Assaultive Experience and Assaultive Potential of California Youth Authority Wards	NTIS PB 214 785
NI-71-157	Bail and Its Reform—A National Survey—A Summary	GPO 2700-00234
72-NI-99-0001	Ballistic Resistance of Police Body Armor—Law Enforcement Standards Program	NTIS PB 211 697 GPO 2700-00155
73-NI-99-0001	Batteries Used with Law Enforcement Communications Equipment—Chargers and Charging Techniques—Law Enforcement Standards Program	GPO 2700-00216
72-NI-99-0001	Batteries Used with Law Enforcement Communications Equipment—Comparison and Performance Characteristics—Law Enforcement Standards Program	NTIS PB 212 010 GPO 2700-0156
J-LEAA-014-74	Bronx County (NY)—District Attorney's Office—Major Offense Bureau*	†
NI-70-053	Cases and Materials on Prison Inmate Legal Assistance	GPO 2700-00222
J-LEAA-014-74	Central Police Dispatch—Division of Central Operations for Police Services (COPS)—Muskegon, Mich.*	†
J-LEAA-021-72	Change Process in Criminal Justice	NTIS PB 226 304/AS GPO 2700-00191

* An Exemplary Project

** A Prescriptive Package

† 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 an NTIS stock number must be ordered directly from the National Technical Information Service, 5285 Port Royal Road, Springfield, Va. 22161.

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.

Grant/Contract Number	Title	NTIS/GPO Stock Number
75-NI-99-0082	Child Abuse Intervention**	†
J-LEAA-014-74	Citizen Dispute Settlement--The Night Prosecutor Program of Columbus, Ohio--A Replication Manual*	NTIS PB 241 571/AS† GPO 2700-00267
3-2148-J-LEAA	Community Corrections in Des Moines--A Coordinated Approach to the Handling of Adult Offenders--Handbook*	NTIS PB 228 663/AS GPO 2700-00219
J-LEAA-014-74	Community Response to Rape*	†
J-LEAA-013-74	Community-Based Corrections in Des Moines*	†
NI-69-019	Compilation and Use of Criminal Court Data in Relation to Pre-Trial Release of Defendants--Pilot Study Report	NTIS PB 193 794
J-LEAA-014-74	Controlled Confrontation--The Ward Grievance Procedure of the California Youth Authority*	†
74-NI-99-0042	Cost Analysis of Correctional Standards --Institutional-Based Programs and Parole, Vols. 1 and 2 --Halfway Houses--Vols. 1 and 2 --Pretrial Diversion--Vol. 1 --Pretrial Diversion--Vol. 2	† † GPO 027-000-00400-8 GPO 027-000-00401-6†
J-LEAA-014-74	Court Planning and Research--The Los Angeles Experience	†
75-NI-99-0121	Crime Prevention Security Surveys--National Evaluation Program--Phase I Summary Report	†
NI-71-093	Criminal Appeals--English Practices and American Reforms--A Summary	GPO 2700-00202
NI-70-065-PG-04	Criminal Justice--The Consumer's Perspective	NTIS PB 214 693
75-NI-99-0012	Criminal Justice Models--An Overview	†
76-NI-99-0026	Criminal Justice Research and Development--Report of the Task Force on Criminal Justice Research and Development	GPO 052-003-00221-3†
NI-70-057	Current Regulation of Private Police--Regulatory Agency Experience and Views, Vol. 3	NTIS PB 212 004 GPO 2700-0139
J-LEAA-014-74	Dallas Police Legal Liaison Division*	†
NI-70-027	Delinquency and City Life	NTIS PB 222 289
74-NI-99-0010-S-1	Design Guidelines for Creating Defensible Space	GPO 027-000-00395-8
NI-70-038	Determinants of Police Behavior--A Summary	GPO 2700-00215
J-LEAA-021-72	Deterrence of Crime In and Around Residences	NTIS PB 224 528/AS GPO 2700-00196
J-LEAA-014-74	Dilemma of Diversion--Resource Materials on Adult Pre-Trial Intervention Programs--Monograph	†
NI-71-076	Ethnic Succession in Organized Crime--A Summary Report	GPO 2700-00242†

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76-TA-1001-G	Evaluative Research in Corrections--A Practical Guide	NTIS PB 242 007/AS† GPO 2700-00270
NI-70-068	Family Crisis Intervention--From Concept to Implementation	NTIS PB 238 540/AS
75-NI-99-0021	Felony Investigation Decision Model--An Analysis of Investigative Elements of Information	†
75-NI-99-0015	Forcible Rape--A National Survey of the Response by Police	†
75-NI-99-0015	Forcible Rape--A National Survey of the Response by Prosecutors	†
72-NI-99-0031	Gimelli System of Multi-Track Voice Writing--An Evaluation of a New Court Reporting Technique--A Summary Report	GPO 027-000-00299-4†
74-TA-99-1005	Grievance Mechanisms in Correctional Institutions	GPO 027-000-00351-6†
73-NI-99-0012	Guide to Juror Usage	GPO 4000-00238†
J-LEAA-006-75	Guide to Jury System Management	†
J-LEAA-004-71	Guidelines and Standards for Halfway Houses and Community Treatment Centers	NTIS PB 228 605/AS GPO 2700-00187
J-LEAA-003-71	Guidelines and Standards for the Use of Volunteers in Correctional Programs	NTIS PB 213 029
76-NI-99-0015	Halfway Houses--National Evaluation Program--Phase I Summary Report	GPO 027-000-00468-7†
74-TA-99-1012	Health Care in Correctional Institutions	†
73-NI-99-0001	Hearing Protectors for Use on Firing Ranges--Law Enforcement Standards Program	NTIS PB 228 670/AS GPO 2700-00182
72-NI-99-0008	Heroin Use and Crime in a Methadone Maintenance Program--An Interim Report	NTIS PB 219 650
NI-70-044	Impact of Police Unions--A Summary Report	NTIS PB 243 102/AS†
73-NI-99-0013	Improving Witness Cooperation--Summary Report of the DC (District of Columbia) Witness Cooperation Study	GPO 027-000-00411-3†
NI-70-009	Installation, Test and Evaluation of a Large Scale Burglar Alarm System for a Municipal Police Department, Interim Report	NTIS PB 211 733
73-TA-99-1007	Intensive Evaluation for Criminal Justice Planning Agencies	†
NI-70-017	Introducing a Law Enforcement Curriculum at a State University	NTIS PB 215 610 GPO 2700-0065
NI-71-129	Investigation of Digital Mobile Radio Communications	NTIS PB 231 329/AS† GPO 2700-00233
74-TA-99-1062	Job Placement and Training for Offenders and Ex-Offenders	GPO 027-000-00305-2
NI-70-057	Law and Private Police, Vol. 4	NTIS PB 212 085
NI-70-053	Law of Detainers	GPO 2700-00223†

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LEAA-JIAA-055-4	Lightweight Body Armor for Law Enforcement Officers	†
LEAA-JIAA-021-3	Magnetic Switches for Burglar Alarm Systems—Law Enforcement Standards Program	NTIS PB 231 323/AS† GPO 2700-00238
72-TA-99-0017	Methodone Treatment Manual**	NTIS PB 226 196/AS†
73-TA-99-1007	Monitoring for Criminal Justice Planning Agencies	†
74-TA-99-1001	Multi-Agency Narcotics Unit**	†
	National Institute of Law Enforcement and Criminal Justice—Annual Report, FY 1975	GPO 027-000-00383-4
	National Institute of Law Enforcement and Criminal Justice—Program Plan for 1975	†
	National Institute of Law Enforcement and Criminal Justice—Program Plan, FY 1976	†
	National Institute of Law Enforcement and Criminal Justice—The Technology Transfer Program	†
72-TA-99-0023	Neighborhood Team Policing	NTIS PB 239 135/AS† GPO 2700-00240
75-NI-99-0065	Neighborhood Team Policing in the United States—Assessment Summary	†
J-LEAA-021-72	New Approaches to Diversion and Treatment of Juvenile Offenders	NTIS PB 224 487/AS GPO 2700-00190
NI-71-153	New Effectiveness Measures for Organized Crime Control Efforts—A Handbook of Analytical Procedures for Use in Organized Crime Control Programs	NTIS PB 238 661/AS
J-LEAA-014-74	Only Ex-Offenders Need Apply*	†
75-NI-99-0046	Operation Identification Projects—Assessment of Effectiveness—National Evaluation Program—Phase I Summary Report	†
74-NI-99-0061	Paralegals—A Resource for Public Defenders and Correctional Services**	†
NI-70-064	Patterns of Burglary	NTIS PB 211 226
NI-69-082	Penetration of Legitimate Business by Organized Crime, An Analysis	NTIS PB 222 564
J-LEAA-1007-75	Performance Measurement and the Criminal Justice System—Four Conceptual Approaches	†
NI-70-052	Perspectives on Prison Legal Services—Needs, Impact, and the Potential for Law School Involvement	NTIS PB 208 055
J-LEAA-014-74	Philadelphia Neighborhood Youth Resources Center*	GPO 027-000-00298-6†
NI 032	Physical Evidence Utilization in the Administration of Criminal Justice	NTIS PB 208 213
NI-71-030	Police Background Characteristics and Performance—Summary Report	NTIS PB 212 813
73-TA-99-1007	Police Burglary Prevention Programs	†

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72-TA-99-1000	Police Crime Analysis Unit Handbook**	NTIS PB 238 787/AS GPO 2700-00232
73-NI-99-1004	Police Educational Characteristics and Curricula	†
J-LEAA-014-74	Police Patrol Car--State of the Art--Law Enforcement Standards Program	GPO 027-000-00345-1†
73-NI-99-0018	Police Selection and Career Assessment	†
NI-70-091	Police Telecommunication Systems	GPO 2700-0075
75-NI-99-0079	Pre-Trial Screening in Perspective	†
J-LEAA-025-73	Preliminary Study of the Effectiveness of Auto Anti-Theft Devices	GPO 027-000-00365-6
NI-71-097	Prevention and Control of Collective Violence	
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	Vol. 2--Guidelines for Community Relations Personnel	NTIS PB 224 622/AS
	Vol. 3--Guidelines for Intelligence Personnel	NTIS PB 224 623/AS
	Vol. 4--Guidelines for the Patrol Commander	NTIS PB 224 624/AS
	Vol. 5--Guidelines for Patrol Personnel	NTIS PB 224 625/AS
NI-70-057	Private Police in the United States, Findings and Recommendations, Vol. 1	NTIS PB 214 682
NI-70-057	Private Police Industry--Its Nature and Extent--Vol. 2	NTIS PB 212 086 GPO 2700-0138
J-LEAA-034-75	PROMIS (Prosecutor's Management Information System) for the Non-automated or Semiautomated Office	GPO 027-000-00423-7†
NI-71-109	Prosecution in the Juvenile Courts--Guidelines for the Future	NTIS PB 241 828/AS† GPO 2700-00246
J-LEAA-014-74	Prosecution of Economic Crime--San Diego and Seattle Fraud Divisions*	GPO 027-000-00375-3†
75-NI-99-0079	Prosecutor's Charging Decision--A Policy Perspective	GPO 027-000-00442-3†
J-LEAA-013-74	Providence Educational Center*	NTIS PB 241 615/AS† GPO 027-000-00294-3
J-LEAA-014-74	Public Defender Service of the District of Columbia, Vol. 1--Policies and Procedures*	NTIS PB 240 283†
J-LEAA-014-74	Public Defender Service of the District of Columbia, Vol. 2--Training Materials*	NTIS PB 240 284†
NI-71-026	Residential Security	NTIS PB 232 086/AS†
NI-025	Role of Correctional Industries--A Summary Report	NTIS PB 206 877
NI-71-078	Semiautomatic Speaker Recognition System	NTIS PB 232 001/AS† GPO 2700-00231
NI-72-008	Some Aspects of the Epidemiology of Heroin Use in a Ghetto Community--A Preliminary Report	NTIS PB 214 530

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NI-70-040	Space Management and the Courts--Design Handbook	GPO 2700-00164
NI-70-040	Space Management and the Courts--A Summary	GPO 2700-00179
NI-70-057	Special-Purpose Public Police, Vol. 5	NTIS PB 212 086 GPO 2700-0141
75-NI-99-0067	Specialized Patrol Projects--National Evaluation Program Phase I--Summary Report	GPO 027-000-00469-5†
NI-71-042-1A	Study of Court Reporting Systems--Executive Summary	NTIS PB 214 284
J-IAA-021-3	Test Procedures for Night Vision Devices--Law Enforcement Standards Program	NTIS PB 255 902/AS† GPO 2700-00257
NI-71-108 PG	Time-Dependent Electron Paramagnetic Resonance Characteristics of Detonated Primer Residues	NTIS PB 213 611
NI-71-015	Trace Metal Detection Technique in Law Enforcement	NTIS PB 214 749
75-NI-99-0062	Treatment Alternatives to Street Crime (TASC) Projects--National Evaluation Program--Phase I--Summary Report	†
NI-71-080	Utilization of Experience in Parole Decision-Making--Summary Report	GPO 2700-00277†
72-NI-99-0033-G	Video Support in the Criminal Courts--Executive Summary	†
74-NI-99-0047	Violence by Youth Gangs and Youth Groups in Major American Cities--Summary Report	†
NI-70-004	Voice Identification Research	NTIS PB 242 053/AS
	Volunteer Probation Counselor Program*	GPO 027-022-00365-5
72-NI-990018	What Law Enforcement Can Gain from Computer Designed Work Schedules	GPO 2700-00279†

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Supreme Court Building
Jefferson City, Missouri

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Northwestern University Law
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Chicago, Illinois

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