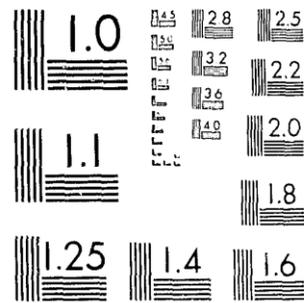


National Criminal Justice Reference Service



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

DATE FILMED

4-10-80

KNOWLEDGE DEVELOPMENT
AND APPLICATION

National Institute of Law Enforcement
and Criminal Justice

March 1978

61594

KNOWLEDGE DEVELOPMENT
AND APPLICATION

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and Criminal Justice

March 1978

C O N T E N T S

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NILECJ Mandate: Research and Dissemination.

- Historical concern with application and use of research;
- Evolutionary development of programs and strategies
 - define need; devise response;
 - build on strengths; correct weakness;
 - identify gaps; create service bridges or links.
- Resulting insights:
 - multiplicity of audiences: policy makers, elected officials, criminal justice practitioners, research community, other Federal agencies;
 - range of "uses.": policy input for legislators; program models for practitioners; basis for further research and development; training programs--immediate and/or institutionalized; incorporation in codes or standards, etc.;
 - importance of synthesis and consolidation
 - for policy makers and practitioners;
 - for research and program development;
 - for identifying implications of new knowledge in one field for other areas of the system.
 - relationship of linking to effectiveness:
 - in research and program development;
 - in program design and delivery;
 - in effectiveness and impact of operating programs.

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| STAGE I | Spreading the Word |
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Issue: Building a research knowledge base is a task of years. When NILECJ was established its dissemination responsibilities began concurrently with its research program. Much first stage dissemination therefore focused on spreading information on the best of existing practice.

Exemplary Projects Program: A systematic method to tap the experience of the nation's criminal justice community. (Initiated in 1973; 25 Exemplary Projects to date)

Goal: To encourage widespread adoption of advanced practices

Means: Identify outstanding criminal justice programs, verify their effectiveness, and publicize them widely

Selection Criteria:

- measurable effectiveness in crime reduction or improvement of the justice system;
- adaptability to other jurisdictions;
- evaluation data or conclusive evidence of project achievement;
- demonstrated cost effectiveness;
- willingness of project staff to assist other communities.

Selection Procedures:

- wide solicitation; LEAA funding not a prerequisite;
- NILECJ staff review of all submissions;
- On-site validation and analysis of most promising candidates; development of validation report;
- Selection by Review Board composed of LEAA and State Planning Agency representatives.

Documents:

- Program Brochure - descriptive overview of program operation and achievements
- Program Manual - detailed operational handbook to guide adoption

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| EXAMPLE | Community-Based Corrections in Des Moines |
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FIRST EXEMPLARY PROJECT: Polk County (Des Moines) Court Services Project

ORIGIN and ACCOMPLISHMENTS:

- Began in 1970, when State of Iowa condemned the Polk County Jail for overcrowding;
- Reduced local jail population 50 percent in first three years;
- Spared county the cost of new jail construction;
- Increased services and sentencing options without increasing overall cost or risk to community.

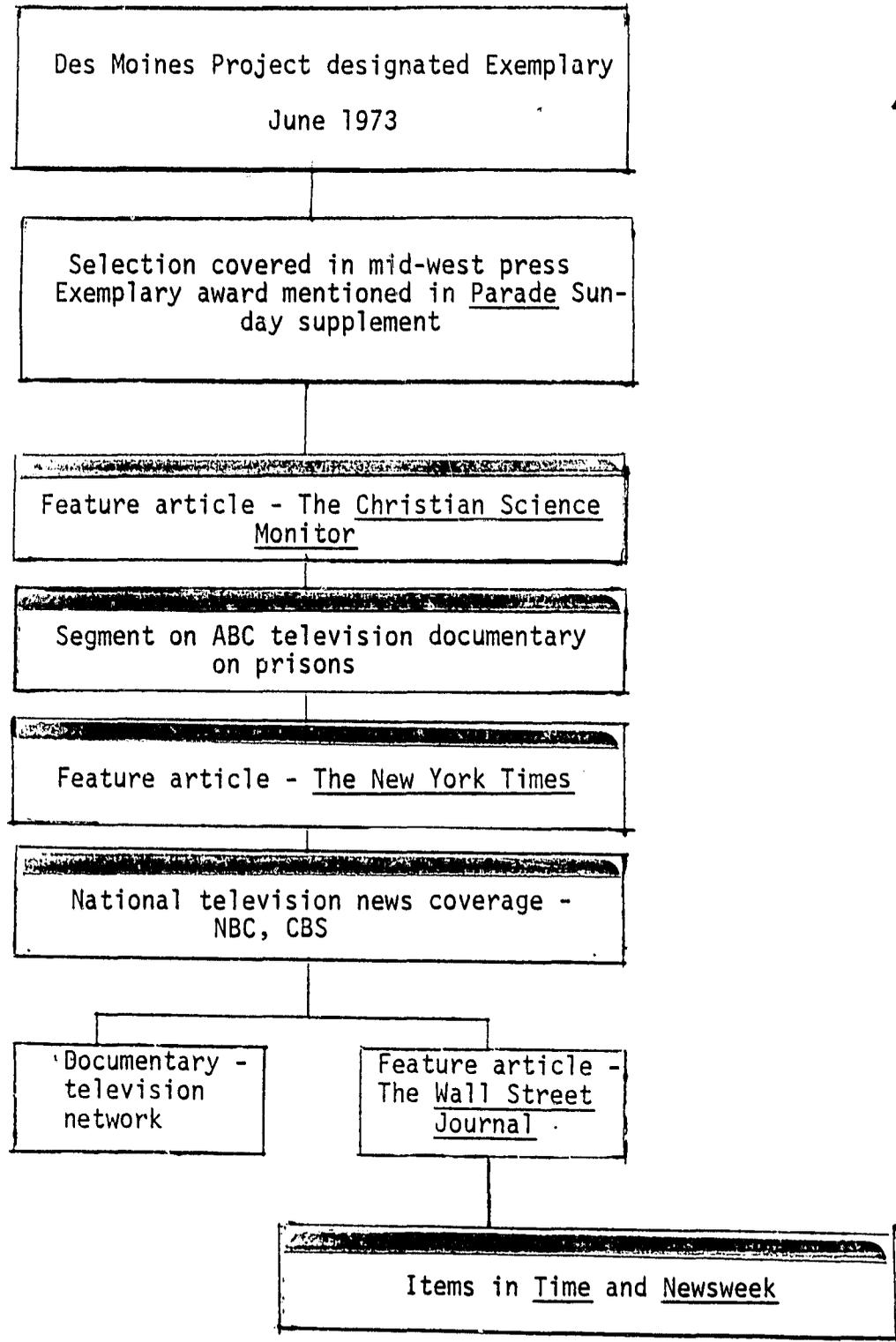
PROGRAM SERVICES:

- Pre-trial release screening, for release-on-own recognizance;
- Pre-trial supervised release, for those who cannot qualify for release on recognizance;
- County-based probation services, including educational and employment programs;
- Community correctional facility--Ft. Des Moines--as an alternative to jail.

SPECIAL FEATURES:

- Program integration--single administrative unit to increase coordination between programs and provide continuity of service for offender
- Extensive use of existing community resources.

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| THE MEDIA | Stimulating Interest and Spreading Information |
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Concurrently, articles and reviews in criminal justice newsletters and journals

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| NILECJ STRATEGIES | Documents and training to reach target audiences and reinforce interest |
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Program Brochure - June, 1973

- Wide distribution to correctional administrators, practitioners and criminal justice planners

Program Manual - November, 1973

- Sent directly to 1,500 corrections officials
- Advertised through NILECJ's National Criminal Justice Reference Service
- 4,200 requests for copies filled

Training Workshops - November, 1974-April, 1975

- Nine 3-day workshops conducted throughout country;
- Trained over 450 judges, senior probation officers, and corrections officials -- selected because they had authority to implement program;
- NILECJ training curriculum/materials addressed both program operations and steps for establishing similar programs;
- Training team included Des Moines project staff;
- No funds provided for implementation.

Training Results: Independent follow-up survey found:

- 30 percent of participants reported adoption of all or part of Des Moines approach underway;
- 9 percent reported firm plans to adopt;
- 33 percent reported adoption under consideration.

Interest, measured by Impact on Des Moines Project:

- By 1975, project officials reported:
- visitors from 80 cities, 40 states and 4 foreign countries;
 - mail and phone inquiries in the thousands.

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| NILECJ STRATEGIES | Demonstrations to broaden the experience base and create resource centers |
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Purpose:

- To allow further experience with the model in a variety of settings
- To give interested officials an opportunity to see the program in action

Demonstration: Funded at six sites with independent national evaluation

- Salt Lake City/County, Utah
- St. Louis County (Duluth) Minnesota
- San Mateo County, California
- East Baton Rouge Parish, Louisiana
- Clark County (Vancouver), Washington
- Orange County (Orlando) Florida

Site Activities - Extended Transfer

- host delegations, respond to inquiries, provide technical assistance;
- Examples:
 - Vancouver -- TA to cities in Washington and Oregon; testimony to Oregon State Senate;
 - Orlando -- resource for Georgia State Probation and Parole Service; presentations to government, professional and citizens' groups
 - Salt Lake City -- hosted three-day visit for 75 members of Western Council of State Governments

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| INDEPENDENT TRANSFER | Other organizations extend dissemination by adopting and using NILECJ materials |
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- National Association of Counties (NACo):
 - Exemplary Project manual incorporated into NACo technical assistance program in community corrections;
 - NACo client counties sent to NILECJ workshops;
 - NILECJ material used in NACo Pretrial Release Workshop held for 200 Alabama officials;
 - Special session of NACo 1976 Annual Conference held at Salt Lake City demonstration site.
- American Correctional Association
 - workshop on Des Moines project presented at 1975 ACA Congress
- Criminal Justice Professor - Northeastern University
 - Des Moines project described as one of her "most preferred models," used in courses and national lectures
- SPA Planner
 - based on Des Moines integration of services, required projects to demonstrate "coordination potential" as condition of funding
- Des Moines Exemplary Project Site:
 - by 1976, reported increasing state and regional interest;
 - hosted major state delegations from Colorado and Hawaii;
 - reported program elements being adopted in Lincoln and Omaha, Nebraska; Minneapolis, Minnesota; Syracuse, New York; Madison, Wisconsin; St. Paul, Rochester and Brainerd, Minnesota and Salem, Oregon
 - "had to give up" keeping track of number of inquiries.

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| NILECJ STRATEGIES | Continuing efforts to build on the experience |
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1976

Manual: Revised and expanded to include the training and demonstration experience

- 6,980 requests for copies filled by NCJRS.

1977

HOST: A new program to enable officials interested in adopting advanced techniques to spend up to two weeks working with an agency using the approach. Des Moines selected as HOST site.

- Officials from eight states visit Des Moines under first year of HOST;
- Chairman of New York State Commission on Corrections reports:

"The visit accomplished what I had expected and more . . . The Iowa project stimulated me to think in terms of a whole new way of organizing the operation of criminal justice work in New York State."

1978

Consolidating Knowledge and Experience: NILECJ is now synthesizing:

- Des Moines Project experience, the Exemplary Project Manual and the training materials;
- the experience of the demonstration sites and evaluation findings;
- new research in the field;

to develop a "validated design" for community-based corrections which will highlight those program features which have demonstrated value and eliminate or minimize those which produced unintended effects.

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| SUMMARY STAGE I | The beginning of an integrated program and lessons for the future |
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ACHIEVEMENTS:

NILECJ Documents: Program Brochure 15,680 copies distributed
Manuals (2 editions) 12,380 copies distributed
28,060

Training: 9 workshops reaching over 450 senior officials

- adoptions reported planned or underway by 39% of participants; under consideration by an additional 30 percent.

Demonstrations: Implemented and evaluated at six sites

- one or more program elements institutionalized at 5 sites;
- sites in demand as resource centers, extending transfer.

Des Moines site: Major resource for interested communities, states and officials

- continuing assistance and training as HOST site.

Consolidating Knowledge Gains: Validated design under development to synthesize experience and new research findings.

Extended Transfer:

- National media interest and dissemination;
- Transfer by other organizations;
- Use in university courses;
- Concepts adopted in SPA grant review;
- Reports of adoption.

LESSONS LEARNED:

- Need for fuller design effort to guide sites and aid evaluation;
- Need for careful site assessment and selection;
- Time requirements of the above;
- Need to coordinate program and evaluation design;
- Need (based on participant demand) for additional training for implementation following workshops.

POLICE TRAINING FOR FAMILY CRISIS INTERVENTION -- Interest to Institutionalization

- Early NILECJ research developed techniques for training police to deal more safely and humanely with family disturbances;
- Chosen as subject for regional training workshops -- reached 600 police chiefs and heads of training divisions;
- Demonstrations funded in 6 cities;
- All sites institutionalized in own training; all served as resource/advisors to other sites;
- Materials used by other agencies:
 - National Council of Christians and Jews for seminars in California and Kansas;
 - Symposium of American Psychological Association;
 - Southwestern Illinois Law Enforcement Commission for conferences and training;
- Seven P.O.S.T. councils report incorporating training in family crisis intervention into State Standards on training as a result of the workshop;
- 1977 -- MITRE Corporation nationwide survey of police departments finds 71 percent of respondents now have crisis intervention training programs; additional 8 percent report plans to establish training in 1977.

NARCOTICS AND EXPLOSIVES DETECTION - Federal Agencies as Users

- NILECJ's Law Enforcement Standards Laboratory developed techniques for training dogs to detect explosives and narcotics;
- Dogs effective in airport bomb threats and Customs narcotics work;
- Drug Enforcement Administration used NILECJ methods to train 300 "narcotics" dogs; credits them with recovering \$80 million dollars worth of illegal narcotics in two years.
- LEAA assists 29 cities in training dogs for explosive detection.

ARCHITECTURAL DESIGN FOR CRIME PREVENTION

- 1969 - NILECJ began exploratory studies of relationship between physical design of buildings/neighborhoods and citizen fear of and vulnerability to crime.
- 1972 - Results of research -- much of it conducted in public housing -- indicated architectural design features affect both rate of crime and residents' perception of safety.
- 1972-73 - Widespread dissemination of findings
 - Publications - NILECJ, HUD, commercially-published book, professional architecture and urban planning journals;
 - Media -- New York Times, Washington Post, etc.
- 1973 - Created first general awareness of a potential to consciously design environments to simultaneously reduce opportunities for crime and encourage protective activities by citizens.
- 1974-75 - Design Guidelines for Creating Defensible Space -- (NILECJ and HUD) -- publication for urban planners, city managers, and HUD training materials based on Guidelines;
 - Research initiative in environmental design.

EVALUATIVE RESEARCH IN CORRECTIONS

- Prescriptive Package consolidated research findings and experience on the use of evaluation in correctional program design and modification; over 15,000 copies requested from NCJRS.
- Training workshops focused on designing/conducting evaluations useful to correctional administrator;
 - 10 workshops reached 400 participants;
 - correctional administrators and evaluators came as team;
 - in follow-up survey, over 75 percent of participants reported implementing some or all of program;
 - demand for more workshops led to first experiments with follow-on training -- 15 additional sessions held reaching 200 participants.

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| STAGE II | Expanding the system--translating research findings into programs |
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Research rarely results in fully-developed program guidelines. More often, studies produce findings or analyses of specific aspects of criminal justice operations or practice. Before they can be applied in programs, or widespread adoption urged, they need to be:

- consolidated with findings of related studies;
- combined with best available/most successful current practice;
- converted and structured into a program format that recognizes, and is consistent with, the operational realities of criminal justice agencies;
- tested in a variety of settings;
- refined based on text experience.

When findings are controversial, or challenge traditional practice, time and conscious strategies also may be required to generate understanding and acceptance and to allay anxiety.

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| EXAMPLE | Research findings on criminal investigation and a decision model for felony investigation |
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THE CRIMINAL INVESTIGATION PROCESS - (Rand 1976) - A two-year study of detective units across the country

Findings:

- More than half of all serious reported crime received only superficial attention from investigators;
- Most detective time was absorbed by cases that experience indicated would not be solved;
- Having solved a case, investigators spent more time on post-arrest duties than they had on the initial investigation;
- The most important factor in solving a case was the information the victim gave to the first officer responding to the call;
- Where no suspect was initially identified, but the case was eventually solved, credit generally went to routine police procedure rather than detective work.

Researchers' Conclusion: Detective units could be substantially reduced without adversely affecting performance.

FELONY INVESTIGATION DECISION MODEL - (Stanford Research Institute 1976) - Research to develop a quick, objective tool which police could use to identify those cases where the probability of solution was too low to justify further investigation.

Results:

- Screening model was developed which assigned numerical values to pieces of information gathered at crime scene -- e.g., suspect identified, license number available, etc.;
- Model predicted the outcome of burglary and robbery cases with a high degree of accuracy.

Researchers' Conclusions: Use of model would allow police to concentrate resources on cases which offered a reasonable hope of being solved.

A further finding was that case outcome was determined largely by information gathered by the responding officer at the crime scene.

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| DISSEMINATING THE FINDINGS | Interest, controversy and Institute response |
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Issue: The findings challenged popular image and traditional practice. They sparked major media interest and debate, centered on:

- validity of findings and applicability to other departments;
- impact on police performance and morale;
- potential public reaction to case screening.

Dissemination Strategies:

- LEAA news release and press conference with Rand project director, to respond to media questions;
- NILECJ seminar with Rand researchers for DOJ and LEAA officials and staff, to inform Federal officials involved in law enforcement;
- National Conference for police chiefs of 25 largest jurisdictions, to reach policy and opinion leaders in target professional group;
- Document publication
 - Executive summaries of both studies published;
 - A Dialogue on Research Findings developed and published. The Dialogue contained a summary of Rand research, a critical commentary on findings from a law enforcement journal, and the researchers' response;
 - Over 13,400 requests for copies of these documents received and filled by NCJRS.

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| PROGRAM DEVELOPMENT | Consolidating and converting findings into a program for field testing |
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Issue: To design a program that would

- convert research findings into operational and programmatic procedures;
- provide a positive, non-threatening framework for their use;
- be consistent with the realities of police department organization and operation;
- test the validity of the findings in several different locations.

Program Development Strategy:

- NILECJ staff developed outline of model suitable for test and evaluation:
 - combined Rand and SRI findings;
 - reviewed other research in field;
 - incorporated NILECJ Prescriptive Package -

Managing Criminal Investigations

(Prescriptive Packages synthesize the research state-of-the-art, successful or innovative practice and suggested program guidelines for a topic area into a single document for the practitioner/administrator.)

- Expert panel of researchers, evaluators, and practitioners convened to review, critique and refine outline;
- Panel input incorporated into model design;
- Specialized training materials developed for test sites;
- Site assessment and selection conducted with consultation from Regional Offices and State Planning Agencies;
- Evaluation design work initiated by NILECJ Office of Evaluation;

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| FIELD TESTS | Implementing the program and evaluating the results |
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Five sites funded in September, 1976:

- Santa Monica, California
- Rochester, New York
- Birmingham, Alabama
- St. Paul, Minnesota
- Montgomery County, Maryland

Key Staff from all sites trained in elements of a program designed to:

- Improve effectiveness and efficiency of investigations, so that departments can reallocate a portion of detective staff to meet other critical local needs;
- Elements include:
 - expanding patrol role in initial investigation;
 - Screening out cases when objective solvability factors indicate no reasonable prospect of solution;
 - managing continuing investigations and monitoring the system;
 - strengthening police-prosecutor coordination.

NILECJ provides on-going training and support

- On-site consultation for all sites;
- Periodic site-city meetings to explore common problems and progress; meet with national evaluator, etc.;
- Conference held by each site to present their experience with program to other departments in region.

Individual sites report

- patrol officers generally enthusiastic about new duties;
- case screening dramatically reduces detective workload-- provides time to solve higher proportion of remaining cases;
- little or no adverse citizen reaction to case screening;
- reallocated detective manpower being used to establish new programs (e.g. Street Crime Units), focus as target crimes, train patrol investigation, etc.

Further program development planned if justified by evaluation results

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| TRAINING | Recognizing that the flow of information cannot be confined by the need to test and evaluate |
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Issue: Program design, field test and evaluation normally take a minimum of two years. Introducing major research findings and related policy and program implications to officials, administrators and managers cannot be delayed until completion of that cycle -- particularly when findings are controversial and/or have aroused major interest or anxiety.

NILECJ Strategy: 10 Workshops for senior police executives:

- over 600 participants trained;
- Chief of Police, head of detectives and head of patrol from each agency invited to participate as a team;
- field test sites part of training team.

Results:

- Follow-up survey concluded over 75 percent of participants had implemented some portion of MCI program;
- Over 50 percent made changes in three or more system components.

New Program Element: Limited funds provided for follow-on training

- 9 follow-on events held reaching 431 additional participants;
- NILECJ pays only trainers' expenses; state or local agency pays all other costs;
- demand for follow-on exhausted available NILECJ funds;
- LEAA provided special allocation for 8 additional conferences

Extended Transfer: Incorporating NILECJ materials into on-going training

- Director of Massachusetts Criminal Justice Training Council introduced MCI to police academy directors throughout state;
- California Specialized Training Institute sponsored special MCI conference; incorporated documents in other courses;

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| SUMMARY: ACHIEVEMENTS | Translating negative findings into positive applications |
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ACHIEVEMENTS:

Documents:

- The Criminal Investigation Process
- Felony Investigation Decision Model
- A Dialogue on Research Findings
- Managing Criminal Investigations

A total of 26,580 copies distributed

Program Design: Systematic effort to integrate the findings of several studies; to translate "negative" findings into positive programmatic applications; and develop a design meeting the needs and review of both researchers/evaluators and practitioners.

Field Tests: Underway at five sites;

- Preliminary site reports encouraging;
- All sites have held or scheduled conferences to share program concept and experience with other departments.

Training: 10 Workshops reaching over 600 police executives

- Follow-up survey found over 75 percent of participants had implemented some portion of program; over half had changed three or more system elements;
- 9 follow-on training events -- reaching an additional 431 participants -- requested and held;
- 8 additional workshops funded by LEAA in response to demand.

Extended Transfer: Materials incorporated into on-going training

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| SUMMARY: LESSONS | The need to integrate disciplines in program design and integrate components of the system in program operation |
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LESSONS LEARNED:

- Need to fully integrate test and evaluation design; (coordination and review does not suffice); all relevant desks must participate in design effort.
- Need to balance rigor of design and realities of operating agencies; involve practitioners/potential sites during rather than after design effort;
- Need to ensure that all groups (sites, evaluators, program development and training/test staff) share a common understanding of the test program, its goals, elements and objectives;
- Time requirements of the above;
- Difficulty of cross-component linkages -- e.g. police-prosecutor coordination -- recognition that these linkages are critical to impact.

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| FURTHER EXAMPLES | Stage II indicates a wider audience for research findings |
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JUROR USAGE AND MANAGEMENT--Knowledge Creates a Need

- Research findings -- using improved techniques for jury management, most jurisdictions could reduce juror pools by 20 to 25 percent;
- Estimated savings if implemented nationally
 - \$50 million annually--criminal justice system;
 - \$200 million annually--savings to employers.
- Regional training workshops trained 450 judges, jury commissioners;
 - In follow-up survey, 84 percent of sample said they had already implemented changes based on program;
 - follow-on training reached several hundred additional participants with state workshops for judges and/or court administrators.
- Field tests underway in 18 jurisdictions;
 - Program expected to save up to \$3 million/year in participating courts;
 - Louisville, Kentucky court has already saved more than the amount of its field test grant (\$100,000).
- Further program development if evaluation results warrant.

NEW YORK DRUG LAW EVALUATION PROJECT -- Policy Makers as Users

- New York State enacted "get tough" drug laws in 1973;
- NILECJ-sponsored evaluation (concluded September, 1977) found that in first three years they were in effect, the objectives of these laws--to control illegal drug use and related crime--were not achieved;
- Findings of immediate importance to policy-makers and legislators;
 - New York State Standing Committee on Codes requested researchers' testimony in considering changes in state drug laws;
 - Pennsylvania House Judiciary Committee requested researchers' testimony in examining the effects of mandatory sentencing laws;
 - Michigan Senate Judiciary Committee requested researchers' findings in relation to pending proposals to increase penalties in Michigan Drug laws.

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| FURTHER EXAMPLES | New strategies and new sources of impact |
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RAPE AND ITS VICTIMS--Linking the Users

- Institute research investigated procedures for dealing with rape victims in police departments and prosecutors' offices throughout nation.
- Prescriptive Package, Rape and Its Victims -- guidelines for police, prosecutors, hospitals and rape crisis centers/community support groups; coordination between groups found to be critical -- and the element most frequently lacking;
- Training workshops -- consolidated research, Prescriptive Package and Exemplary Project
 - 10 Workshops reached 571 participants;
 - Focused on procedures and coordination;
 - Invited community teams: police; director of rape crisis center; prosecutor and hospital administrator;
 - Often the first time this group had met together.
- Follow-up evaluation survey: over 75 percent of sample reported changes already implemented as result of workshop.
- Follow-on training: 13 events; 1,000 additional participants reached.
- Extended Use
 - Materials used in other Victim-Witness training/programs.
 - Exemplary Project serving as HOST site; many HOST visitors come through training workshop experience.

BURGLAR RESISTANT DOORS -- The Invisible Impact of Standards

- Law Enforcement Standards Laboratory developed performance standards for burglar-resistant doors;
- NILECJ standards have been adopted into Security Codes of the Veterans Administration, the Federal Housing Administration and Home Loan Program of Department of Agriculture;
- An estimated 90 percent of all new home construction built to conform to FHA/VA standards.

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| STAGE III | Using knowledge to drive action funding-- The Action Program Development Process |
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- A range of NILECJ programs for the direct dissemination and application of research knowledge developed and in place;
- Increased NILECJ dialogue with the research community:
 - Involvement in the development of NILECJ research agenda;
 - Annual review of criminal justice research;
 - Research Monographs;
 - Research Bulletin.
- Influence of research findings on Agency action programs occurred through mutual cooperation:
 - Staff initiative and inter-office briefings;
 - Some useful results, but unsystematic.
- LEAA developed and implemented Action Program Development Process:
 - Policy and procedures to systematically link the findings of research to the development of action program;
 - An Agency initiative to ensure that knowledge drives action funding.

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| STAGE III | Knowledge, Development and Application: The Action Program Development Process |
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POLICY
PLANNING

This is a problem area _____, or
It seems like a good idea to _____

PROBLEM
DEFINITION

What do we know now about the idea? What more
do we need to know?

SELECTION
OF RESPONSE
STRATEGY

Given what we know, how can we best respond?

- Develop and test a program?
- Do more research?
- Suggest legislative change?

PROGRAM
DESIGN

Identify elements and objectives of the program
to be tested and selection criteria for sites,
and define evaluation needs.

TESTING

Help selected sites implement program and
evaluate the program's results.

DEMONSTRATION

If results are favorable, implement the program
in a wider range of sites to demonstrate it in
a variety of situations.

MARKETING

Take the tested program (validated design)
and promote its adoption nationally.

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| POLICY PLANNING | This is a problem area _____, or It seems like a good idea to _____ |
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At this stage, basic ideas for development are identified in response to:

- Legislative mandates
- Executive branch and DOJ priorities
- Agency Administrator initiatives
- Research findings
- Operational needs and experience

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| POLICY PLANNING | Pre-Release Centers |
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The pre-release center Program Test Design is designed to test the efficacy of correctional pre-release centers as an alternative to traditional release procedures.

LEAA has had a long standing interest in developing guidelines and standards designed to improve the administration and operation of community based correctional programs.

This Program Test Design represents a synthesis of programmatic elements that are generally considered integral to the effective administration of correctional pre-release centers.

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| PROBLEM DEFINITION | What do we know about the idea? we need to know? | What more do we need to know? |
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NILECJ takes the basic idea, conducts a survey of existing research and programs and produces a study that summarizes current knowledge about the idea and its applications. It sometimes may be necessary to generate a specific research project to obtain sufficient information.

NILECJ Research Resources:

- Individual research reports
- National Evaluation Project Phase I reports
- Evaluation reports
- Exemplary Projects
- National Criminal Justice Reference Service

PROBLEM DEFINITION PRODUCT

PROGRAM MODEL: Synthesis of research and evaluation findings, operational experience, and expert opinion in a topic area, presented from a program development perspective. It contains:

- Programmatic options
- Analysis of advantages, disadvantages, of each option
- Identification of gaps in current knowledge

The PROGRAM MODEL is based on:

- Review of literature
- Field surveys
- On-site assessments
- Data analysis and model development
- Model documentation

Tentative Program Models scheduled for development in FY-78:

- Employment services for ex-offenders
- Correctional education programs for inmates
- Consumer fraud intervention
- Airport/seaport cargo security
- Security measures for public housing
- Police Crime Prevention units
- Assistance programs for battered wives
- State victim compensation programs
- Uniform county offense reporting

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| PROBLEM DEFINITION | Pre-Release Centers |
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A summary of the current state of knowledge on correctional pre-release centers was prepared by conducting site visits, telephone surveys and a review of related literature.

Site visits to eleven pre-release programs in five states were conducted. The site visits included county programs in:

- Montgomery County, Maryland
- King County, Washington
- Santa Clara County, California
- Alameda County, California

In addition, state sponsored programs were visited in Illinois, Washington, California, and South Carolina.

The documents listed below were used as references in establishing the elements required in the pre-release programs to be tested. Resource documents included the following LEAA sponsored studies:

- Guidelines and Standards for Halfway Houses and Treatment Centers, by John M. McCartt and Thomas J. Mangogna. Washington, D. C.: U.S. Government Printing Office, 1973.
- National Evaluation Program, Phase I Study: Halfway Houses, by Richard P. Seiter, et al. Washington, D. C.: U.S. Government Printing Office, 1977.
- The Montgomery County Work Release/Pre-Release Program: An Exemplary Project Manual, by Robert Rosenblum and Debra Whitcomb. Washington, D. C.: U.S. Government Printing Office (in press).
- Halfway Houses: A Prescriptive Package, by Harry Allen, et al. Washington, D. C.: U.S. Government Printing Office (in press).
- Work Release: A Selected Bibliography, by Ann M. Hooper, Marvin Marcus, and Robert J. Wheaton. Washington, D. C.: 1976. (Available from the National Criminal Justice Reference Service, LEAA)
- Cost Analysis of Correctional Standards: Halfway Houses, Volumes I and II, by Donald J. Thalheimer. Washington, D. C.: U.S. Government Printing Office, 1975.
- National Evaluation Program, Phase I Study: Employment Services for Releasees in the Community by Mary Toborg, et al., Washington, D. C.: U.S. Government Printing Office (in press).

DOCUMENT PRODUCED

Pre-release Centers: Analysis of Program Options and Preliminary Test Design (unpublished working document prepared through contractual assistance)

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| SELECTION OF RESPONSE STRATEGY | Given what we know, how can we best respond? <ul style="list-style-type: none"> ● Develop and Test a program? ● Do more research? ● Suggest legislative change? |
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Based on the information developed during the Problem Definition phase, a decision memorandum is prepared which recommends development of a program or suggests further research, if appropriate.

Decision Memorandum

Addresses some of the following questions:

- Is there sufficient information with which to proceed to a test program?
- What should the objectives of a test program be?
- Is there a tentative model for the program?
- What should the schedule for development of test program look like?
- Is additional research necessary?

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| SELECTION OF RESPONSE STRATEGY | Pre-Release Centers |
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Selection of Response Strategy

Decision Memorandum to the Administrator identifies:

- Project objectives
- Tentative model
- Implementation schedule
- Evaluation needs
- Potential impact
- Funding requirements
- Request for Approval

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| PROGRAM DESIGN | Identify elements and objectives of the program to be tested and selection criteria for sites; define evaluation needs. |
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Once a decision has been made to conduct a test, a program test design must be prepared with detailed specifications of strategies and concepts to be examined. The goal of each testing effort is to determine the effectiveness of particular concepts in various settings and to examine the transferability of the concepts to other jurisdictions.

Program Test Design

The steps in the development of a program test design include:

- Formation of a Program Coordinating Team of NILECJ and Action Office staff.
- Preliminary identification of the program elements to be tested, the objectives of each component, and the assumptions or hypotheses underlying each objective.
- Telephone and field interviews to solicit input regarding the operational feasibility of the model and to gather information on recent field experience with any of its elements.
- Analyzing issues and options identified through the field inquiries and refining the model accordingly.
- Developing the methodology for testing and defining the types of measures to be used.
- Providing the operational detail necessary for field implementation, including administration and organization.
- Specifying the selection criteria for test sites.
- Convening a panel of experts conversant with the critical research and operational issues in the topic area to critique the draft design.
- Finalization of design

Program Designs underway (with estimated completion dates):

- Improved Correctional Field Services (12/31/77)
- Pre-Release Centers (4/15/78)
- Managing Patrol Operations (4/15/78)
- Sentencing Guidelines (9/1/78)

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| PROGRAM DESIGN | Pre-Release Centers |
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Goal

The goal of this effort is to identify and test a set of program components for county-based, correctional, pre-release centers. There are two primary purposes for this program:

- To assess the efficacy of a structured, community based, early release program as an alternative to traditional correctional release procedures.
- To determine if the pre-release center model being tested warrants widespread replication.

This Program Test Design is described in terms of the following three components:

- Program Component
- Evaluation Component
- Site Selection Criteria

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| PROGRAM DESIGN | Pre-Release Centers |
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Program Component

The pre-release program design is comprised of four principal inter-related components. Each of the four components consists of several required program elements which are described below.

1. Community-based work/education release

The elements in this component include:

- Release of sentenced inmates from confinement for employment or educational activities.
- Operation of the program by a county agency.
- Housing of pre-release program inmates in a separate facility.

2. Client Participation

- Inmates must satisfy the following three minimum requirements for program eligibility:
 - a. Inmates from prisons must have served a minimum of 6 months incarceration and be within 3 - 6 months of release.
 - b. Inmates from jails have no minimum time served eligibility requirement, however, they must agree to participate in the pre-release center program for 3 months.
 - c. Exclusion of inmates from program eligibility on the basis of conviction for certain types of offenses (for example, murder, rape, etc.) will be negotiated between the NILECJ and test site representatives.
- Application to the pre-release center is voluntary.
- All inmates will be screened by project staff prior to admission to the pre-release center to determine their eligibility for the project.

3. Comprehensive Services

Extensive supportive services form the core of the model pre-release program. The following program services are designed to yield long lasting effects on offender behavior:

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| PROGRAM DESIGN | Pre-Release Centers |
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- Program contracts must be constructed between staff and inmates.
 - Treatment services provided include:
 - a. employment and education release
 - b. counseling
 - c. community services
 - d. social awareness instruction
 - Financial responsibility program
4. Supervision with Increased Freedom
- Graduated release program based on demonstration ability to accept responsibility
 - Written rules and administrative procedures regulating revocation and disciplinary procedures

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| PROGRAM DESIGN | Pre-Release Centers |
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Evaluation Component

At the core of the evaluation is an experimental design to be implemented in each site. Each site will first select all eligible clients and then randomly assign these inmates to experimental and control groups where experimentals will receive full pre-release services and controls will pursue a normal institutional routine and be released in the traditional fashion. To supplement the results of the experimental test, the evaluation design will also include a comparison group composed of inmates not eligible for program services who are released in the traditional fashion.

The design for this test may be characterized:

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|--------|---|----------------|----------------|
| | E | C ₁ | C ₂ |
| Jail | | | |
| Prison | | | |

where

E = program participants:

C₁ = inmates who meet program eligibility requirements but are released in the traditional fashion (where traditional release procedures may include parole release or release at expiration of sentence following normal confinement or participation in a traditional work release alternative);

C₂ = other inmates who do not meet program eligibility requirements and are released in traditional fashion.

Outcome measures to be used include:

1. Measures of impact on the client and the community
 - In-program performance
 - "Quality of Life" measures
 - Post-program recidivism
2. Measures of economic costs and benefits
3. Program process measures
 - Client characteristics
 - Service delivery information
 - Removal from program

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| PROGRAM DESIGN | Pre-Release Centers |
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Site Selection Criteria

- The prospective site must have an existing county pre-release program which has been operative for at least one year.
- Prospective sites must be willing to accept both felony and misdemeanor offenders from prisons and jails as clients in sufficient proportions to allow generation of adequate experimental and control groups. Three hundred persons per year (one hundred each for the experimental and the two control groups) is considered adequate.
- The pre-release program must be physically separated from the custodial institution or must provide a total living environment that completely segregates program participants from the general inmate population.
- Local criminal justice system support and community tolerance for the pre-release program must be evident.
- The pre-release program must agree to enter into an arrangement with the client source agency to assure a maximum utilization rate for the facility.

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| TESTING | Help selected sites implement program and evaluate test results |
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NILECJ activities in support of tests

- Selection of evaluator
- Funding of test sites
- Provision of extensive training to test sites, including:
 - Conference of national experts to identify training needs and plan an appropriate curriculum
 - Two initial training workshops for staff, directors and key community members from the selected sites
 - Provision of additional on-site training, as required by each site
 - Conferences of project directors and key staff from the selected sites
- Provision of continuing assistance and monitoring.

Tests Underway in FY-78:

- Managing Criminal Investigations
- Jury Usage and Management
- Neighborhood Justice Centers

Tests to be Funded in FY-78:

- Improved Correctional Field Services
- Pre-release Centers
- Managing Patrol Operations
- Sentencing Guidelines

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| TESTING | Help selected sites implement program and evaluate the program's results |
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Testing Product: Validated Program Design

Purpose: to promote the widespread adoption of programs of proven effectiveness by providing refined program designs which:

- highlight program features of demonstrated value
- eliminate features which have produced undesired effects
- identify the conditions under which the program is most likely to be successfully replicated
- analyze strategy options and present considerations for guiding appropriate selections
- give guidance on planning, implementing, operating and evaluating a program, including specification of performance and outcome measures expected.

Stages in Development of a Validated Program Design

- Review of evaluation results from LEAA field tests or demonstration efforts and analysis of implications for further program development
- Review and analysis of other studies directly relevant to program design
- Gathering of additional details needed to document program operation through telephone interviews and field interviews with selected sites (typically 2 - 3 days to a maximum of 5 sites)
- Identification of essential elements of a refined model which can be demonstrated and/or marketed, including the careful articulation of the objectives of each component
- Determination of conditions under which the model is most likely to be successfully replicated (demography of the community, nature of the crime problems, structure and operations of the criminal justice system, etc.)
- Specification of operational details necessary for adoption of the model, including administrative, budgetary and personnel requirements
- Identification of strategies and techniques for planning and evaluating a program, including specification of performance measures and outcome measures that can be used to assess effectiveness and impact.

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| DEMONSTRATION | If a program is found to be effective, results are incorporated in a fully <u>Validated Program Design</u> and become the basis for a marketing effort in the policy implementation phase. |
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Resources for Demonstrations

- OCJP: Funding of demonstration sites through DF grants; monitor demonstration programs; provide technical assistance
- ETP: Provide initial training workshops for demonstration program staffs; additional on-site training; and conferences of project directors within a specific demonstration program

Demonstration Projects

- Validated Program Designs for marketing
- Issues for future research and program development

Validated Program Designs in Process:

- Local Criminal Justice Planning
- Prosecutor Career Criminal Program
- Community Corrections Programs
- Neighborhood Team Policing

Demonstration Funding Recommendation

- Managing Criminal Investigations
- Jury Usage and Management
- Pre-Sentence Report Development
- Grievance Mechanisms in Correctional Institutions
- Health Care In Correctional Institutions

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| MARKETING | Take a tested program (validated design) and promote its adoption nationally. |
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Once a program design has been tested and validated through demonstrations, it will be documented and promoted nationally for development by state and local agencies.

Marketing Strategies

- Documentation in:
 - Validated Program Design
 - Professional publications
 - General readership publications
 - News Media
- Promotion through:
 - Workshops
 - Incentives programs
 - SPAs/Block grants
- Provision of technical assistance
- Encouragement of legislation, where appropriate.

Marketing Incentive Funding Recommendation

- Local Criminal Justice Planning (Based on Pilot and Impact Cities)
- Prosecutor Career Criminal (Based on OCJP demonstrations)
- Community Corrections Programs (Based on NILECJ's demonstration of Des Moines model and recent related experience in other communities)
- Neighborhood Team Policing (Based on NILECJ demonstrations)

END