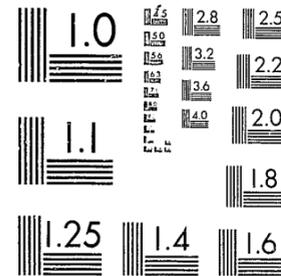


National Criminal Justice Reference Service



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National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

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U.S. Department of Justice
National Institute of Justice
Office of Development, Testing, and Dissemination



Exemplary Projects

80793

Focus for 1982: Projects to Combat Violent Crime

A program of the National Institute of Justice

About the National Institute of Justice

The National Institute of Justice is a research, development, and evaluation center within the U. S. Department of Justice. Established in 1979 by the Justice System Improvement Act, NIJ builds upon the foundation laid by the former National Institute of Law Enforcement and Criminal Justice, the first major Federal research program on crime and justice.

Carrying out the mandate assigned by Congress, the National Institute of Justice:

- Sponsors research and development to improve and strengthen the criminal justice system and related civil justice aspects, with a balanced program of basic and applied research.
- Evaluates the effectiveness of federally-funded justice improvement programs and identifies programs that promise to be successful if continued or repeated.
- Tests and demonstrates new and improved approaches to strengthen the justice system, and recommends actions that can be taken by Federal, State, and local governments and private organizations and individuals to achieve this goal.
- Disseminates information from research, demonstrations, evaluations, and special programs to Federal, State, and local governments; and serves as an international clearinghouse of justice information.
- Trains criminal justice practitioners in research and evaluation findings, and assists the research community through fellowships and special seminars.

Authority for administering the Institute and awarding grants, contracts, and cooperative agreements is vested in the NIJ Director, in consultation with a 21-member Advisory Board. The Board recommends policies and priorities and advises on peer review procedures.

NIJ is authorized to support research and experimentation dealing with the full range of criminal justice issues and related civil justice matters. A portion of its resources goes to support work on these long-range priorities:

- Correlates of crime and determinants of criminal behavior
- Violent crime and the violent offender
- Community crime prevention
- Career criminals and habitual offenders
- Utilization and deployment of police resources
- Pretrial process: consistency, fairness, and delay reduction
- Sentencing
- Rehabilitation
- Deterrence
- Performance standards and measures for criminal justice

Reports of NIJ-sponsored studies are reviewed by Institute officials and staff. The views of outside experts knowledgeable in the report's subject area are also obtained. Publication indicates that the report meets the Institute's standards of quality, but it signifies no endorsement of conclusions or recommendations.

James L. Underwood
Acting Director

Exemplary Projects

Focus for 1982: Projects to Combat Violent Crime

A program of the National Institute of Justice



UNITED STATES DEPARTMENT OF JUSTICE
NATIONAL INSTITUTE OF JUSTICE
WASHINGTON, D.C. 20531

Prospective candidates for Exemplary Project status should complete and return the Exemplary Project Application form on pages 35-36 by February 26, 1982 for consideration by the 1982 Review Board.

Procedures for Exemplary Project Application are detailed on page 2.

The Program

Since 1973, the Exemplary Projects Program has been a systematic method of identifying outstanding criminal justice programs throughout the country, verifying their achievements, and publicizing them widely. The goal: to encourage widespread use of advanced criminal justice practices.

Rigorous screening procedures have been established to glean only the very best programs — those which warrant adoption on a broad scale. Particular emphasis is placed on the extent and sophistication of the project's documentation and evaluation efforts. To be eligible for consideration projects must demonstrate:

- *Goal Achievement:* overall effectiveness in the reduction of crime or improvement in the operations and quality of the justice system;
- *Replicability:* adaptability to other jurisdictions;
- *Measurability:* formal evaluation data or other conclusive evidence of project achievement (minimum of one year's results);
- *Efficiency:* demonstrated cost effectiveness;

- *Accessibility:* willingness of project staff to provide information to other communities.

Final selection of Exemplary Projects is accomplished by vote of a Review Board composed of practitioners, researchers, and government officials.

Brochures and detailed handbooks are prepared on each Exemplary Project to guide policymakers and criminal justice administrators interested in benefiting from the project's experience. The reports provide considerable detail on operating methods, budget, staffing, training requirements, potential problem areas, and measures of effectiveness. Particular attention is focused on evaluation methods which allow other localities to gauge their own success and shortcomings.

The NIJ also sponsors workshops, conferences, and other activities to disseminate information on designated Exemplary Projects nationwide. The objective is to capitalize on the progressive concepts of the Exemplary Projects and to encourage their widespread replication.

Focus for 1982: Police, Courts, and Corrections Programs to Combat Violent Crime

Beginning this year, the Exemplary Projects Program will become part of broader NIJ initiatives in topics deemed to be of immediate priority to the criminal justice system. Thus, unlike previous years in which candidacy has been open to any project addressing a criminal justice need or problem, the NIJ will now establish each year a specific topic area to define and limit the types of projects which will be considered for Exemplary Project status.

This year, the NIJ is aggressively seeking to identify, assess, and publicize effective projects to combat violent crime and the violent offender. These projects can include police programs, such as blend-and-decoy; courts programs, such as targeted prosecution or defense; and corrections programs, such as specialized intensive probation or parole supervision. *Only projects in one of these three areas will be considered for Exemplary designation in 1982.*

This new and more targeted effort includes rapid identification of existing and emerging techniques, immediate publication of this state-of-the-art information for the field, and prompt assessment of the most promising projects. The NIJ has launched an intensive effort to uncover innovative, successful projects through literature reviews, telephone and mail surveys, and expert advice. Projects emerging from this effort may be requested to apply for Exemplary Project consideration.

Despite these procedural changes in the identification and recommendation of candidate projects, the process of validation and designation remains the same. To qualify for Exemplary Project status, candidate projects must have data indicating achievements in practices, programs, procedures, policies, or techniques, in terms of the five major criteria for Exemplary selection.

Candidate programs similar to previously designated Exemplary Projects must demonstrate that they represent a significant variation on the existing model or that they offer better evidence of impact from a similar program.

Procedure for Exemplary Project Application

Exemplary Projects may be programs operating at the state, county, or local level. Programs may be proposed for consideration by the operating agency, local governmental or criminal justice planning unit, State Criminal Justice Council or OJARS Office.

Programs which are being recommended for Exemplary Project status should be submitted to:

James Gardner, Program Monitor
Model Program Development Division
Office of Development, Testing and
Dissemination
National Institute of Justice
U.S. Department of Justice
Washington, D.C. 20531

The submission form, which includes detailed selection criteria, appears on pages 35-36 of this brochure. In preparing the attachments to this form, please repeat the headings of the format and provide all the required information. Applications must be no

longer than 15 double-spaced pages, including attachments. Submissions that do not adhere to this format will be returned to the applicant.

Exemplary Project candidates are encouraged to submit the most complete documentation available within the 15-page limitation, particularly regarding the achievement of project goals. Brief summaries of formal or informal evaluations, whether conducted in-house or by an independent evaluator, are of primary importance.

The steps in the selection process are: (1) pre-screening by NIJ; (2) on-site validation of the limited number of finalist candidates which pass the pre-screening (the primary focus of this validation is to analyze critically the evaluative data submitted by the applicant and to perform a brief on-site assessment of project operations); and (3) selection by a Review Board from the validated projects.

Closing Dates

Applications must be received prior to February 26, 1982. Applicants are encouraged to submit required materials as early as possible prior to that date to ensure adequate time for review and validation.

The Exemplary Projects

35 as of January 1981

Informational materials on the projects designated Exemplary since October 1980 are now in preparation. As they become available, they will be announced through the Selective Notification of Information Service of the National Criminal Justice Reference Service. If you wish to receive this service, please write or call:

**National Criminal Justice Reference
Service**
P.O. Box 6000
Rockville, MD 20850
Phone: 301-251-5500

For most of the projects designated prior to October 1980, single copies of informational materials are currently available from NCJRS at the address above. Documentation on some of the older projects may no longer be available through NCJRS. In such cases, NCJRS will provide information on purchasing these materials from the U.S. Government Printing Office.

Victim/Witness Assistance

Turning attention to victims and witnesses of crime, meeting their needs and encouraging cooperation with the criminal justice system.

Child Protection Center – Special Unit, Washington, D.C.

(January 1981)*

While the true scope of the child sexual abuse problem remains unknown, authorities estimate that as many as 100,000 to 500,000 children are sexually assaulted or abused each year. More precise estimates are impossible, however, because many incidents go unreported. One of the reasons that families fail to report this crime is their perception that the criminal justice system is unresponsive to the needs of both victims and families. But when incidents are not reported, the sexual abuse may continue, sometimes for years, and the full impact on the child is impossible to predict. In response to this problem, child victim assistance programs of varying scope and size have been developed recently in approximately 250 communities across the country.

The Child Protection Center-Special Unit in Washington, D.C., began as an offshoot of an existing program funded by the National Center on Child Abuse and Neglect to treat children who were physically or sexually abused by family members. Located within the prestigious Children's Hospital National Medical Center, the parent project had received increasing referrals of children who had been sexually abused by persons outside the immediate family and who were ineligible for services under the terms of the project's grant.

In October 1977, with a \$127,480 award from LEAA, the Special Unit was created to treat all child sexual abuse victims, regardless of their relationship to the offender. The project provides medical care, crisis intervention, and counseling to victims and their families; offers specialized training for professionals in related fields; and performs a broad range of public awareness activities. In addition, the Special Unit conducts



Hospital physicians are instructed to use examination techniques that are less frightening to the child.

research on the nature and effects of child sexual abuse and the outcomes of these cases in the criminal justice system.

The Unit's counseling is primarily oriented toward crisis intervention and treatment of problems related directly to the sexual abuse. The counseling staff includes three social workers, a psychiatric nurse, and a clinical psychologist.

The Unit's criminal justice specialist, an attorney, works carefully with each child whose case is being prosecuted, familiarizing the child with the courtroom and court proceedings, and practicing the child's testimony. He also has obtained agreements with the Metropolitan Police Department, Superior Court, and Juvenile Court, providing access to their records for purposes of tracking the Unit's cases through the criminal and juvenile justice systems.

All Unit staff participate in formal training provided by the Unit to a wide range of professional groups, including physicians, nurses, police, attorneys, social workers, and public health personnel. The Unit compiled a cross-indexed curriculum covering all topics that are relevant to each discipline. Hospital staff receive periodic training in the use of

emergency room protocols developed by the Unit. They are also instructed to refer all cases of childhood gonorrhea to the Special Unit for counseling and determination of the source of contact.

Finally, a full-time research psychologist is compiling a broad data base on child sexual abuse victims treated by the Special Unit. Numerous reports and papers based on the project's findings have been published and presented at professional conferences. The Unit is heavily in demand for presentations to community groups.

In the first three years of operation, the project logged several accomplishments:

- The number of victims referred to the project increased nearly 30 percent.
- The number of requests for information and case consultation also increased.
- A Medical-Legal Sexual Assault Evidence Form, revised by the project, was adopted by the Metropolitan Police Department for

sexual abuse cases involving adult victims as well as children.

- On the Unit's recommendation, the City's Public Health Department established two venereal disease screening sites especially for children. This use of diagnosed gonorrhea as a possible indicator of sexual abuse marked an important innovation in the field.
- The project's case tracking system allowed, for the first time, an in-depth view of processing of child sexual abuse cases in the D.C. criminal and juvenile justice systems.

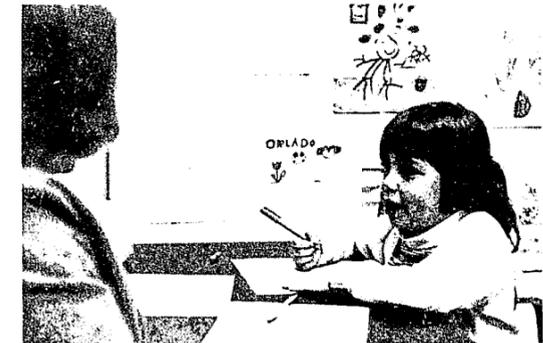
After three years of federal funding, the Special Unit has expanded its base of support to include a substantial award from the city government, a grant to provide counseling to juvenile intrafamily sex offenders, and several grants from private foundations. A third-party billing system supplies approximately one-third of the Unit's total budget.

Sexual Assault Center, Child Victim/Witness Project, Seattle, Washington

(October 1980)

The Sexual Assault Center (SAC) in Seattle, Washington, like many other sexual assault victim assistance projects, offers both crisis intervention and long-term counseling, medical care and evidence gathering. But SAC has been particularly successful in achieving the cooperation of criminal justice and social service agencies which historically have been isolated and often worked at cross-purposes in dealing with child sexual abuse cases. This, in fact, represents the project's most significant accomplishment.

The Sexual Assault Center is a long-standing rape victim assistance project located in the Harborview Medical Center, a teaching hospital of the University of Washington. Between 1974 and 1976, the SAC had treated a steadily increasing number of children, and staff became acutely aware of the special treatment needs of child victims. The Child Victim/Witness Project began operations in October 1977 with a grant from



Child victims often find it easier to communicate through drawings.

LEAA. Since that time, the project has become fully integrated into the larger Sexual Assault Center and operated on a \$276,000 budget in fiscal year 1980.

SAC pediatricians and social workers provide medical care and counseling to child vic-

*Date of exemplary designation.

tims and their families — with the explicit exclusion of offenders. SAC counselors believe that child sexual abuse is not a result of family dysfunction, but arises from the offender's own problems. Thus, as a means of assuring that sex offenders receive needed treatment, SAC firmly encourages criminal prosecution and has taken an active role in identifying appropriate treatment programs for court referral of convicted offenders.

Recognizing that traditional criminal justice procedures, particularly repeated interviews and insensitive questioning, can be grueling to the child victim/witness, SAC worked to introduce to the Seattle criminal justice system a new way of handling child sexual abuse cases. This has resulted in:

- Special Sexual Assault/Abuse Units within Children's Protective Services (CPS) and the King County Prosecutor's Office.
- Joint police/prosecutor interviews of child victims who are always accompanied by a SAC social worker.
- Protocols for police and prosecutors, medical personnel, and CPS social workers listing appropriate questions and specific techniques for interviewing children.
- Vertical prosecution of all cases, whereby the same assistant district attorney handles a case from beginning to end.
- Weekly meetings between prosecutors, law enforcement officers, CPS workers, and SAC workers to discuss case progress and to coordinate efforts toward treatment of the victim, and prosecution and treatment referral for the offender.

Coupled with these accomplishments, the SAC has initiated an aggressive public

awareness campaign geared to school personnel, parents, and children. The project also has provided formal training for personnel in virtually all social service and law enforcement agencies in the Seattle area. In fact, SAC instruction has been incorporated into the curriculum of the state police academy. The SAC was recently named a Regional Child Sexual Abuse Treatment-Training Institute by the National Center on Child Abuse and Neglect.

As with most projects of this type, statistics on performance are scarce due to poor recordkeeping on child sexual abuse cases prior to inception of the Child Victim/Witness Project. Still, even the limited data available from the first three years of project operation attest to its success:

- The project's caseload increased nearly 54 percent, from 342 in 1977-78 to 525 in 1979. This suggests that the general public knows of the services available from SAC and is willing to seek assistance.
- The number of cases handled by the criminal justice system also increased. In fact, in the five months between November 1979 and April 1980, 81 child sexual abuse cases reached final disposition as compared with only 82 in all of 1978. SAC's philosophy of securing treatment for the offender via criminal prosecution has been adopted by law enforcement officials, prosecutors, and CPS workers and is understood by families served by the project.
- More than 80 percent of the convicted offenders are sentenced to probation on condition of treatment, usually at a facility identified by SAC and recommended to the court by the prosecutor.

Witness Information Service, Peoria, Illinois

(August 1979)

After observing more than 300 misdemeanor jury trials for a one-year period, a group of Peoria citizens expressed their concerns: witnesses often failed to appear, and those who did appear frequently endured hours of waiting or wasted time due to repeated continuances. The concerns of the

court watcher's group led to the development of the Witness Information Service (WIS). Administered by the Peoria County State's Attorney's Office, WIS was initially established in 1975 to provide notification and assistance to witnesses in misdemeanor cases. Services have recently been expand-

ed to witnesses in all felony cases and selected juvenile cases. WIS also assists victims eligible for compensation or restitution, helping them complete forms and following their cases through the necessary channels.

A small professional staff, supplemented by volunteers, assists witnesses from the first hearing to disposition of their cases. Information on court processes and the role of witnesses is mailed to witnesses along with their appearance notification letters from the State's Attorney's Office. If notification letters are returned undelivered, WIS attempts to locate the witness' correct address.

Witnesses are telephoned two days before their appearance to remind them of the time and place of the hearing. These telephone contacts allow WIS to inform prosecutors about those witnesses who probably will not appear. Thus, prosecutors can avoid spending valuable time on cases that will most likely be dismissed for lack of witnesses.

A volunteer witness aide is present outside the courtroom to answer witness questions and to inform prosecutors that their witnesses are present. If witnesses do not appear in court, WIS contacts them to learn the reason for their absence, a critical service if the witness has been intimidated. WIS also prepares a Victim Impact Statement to assist the judge in sentencing decisions. When a case is concluded, WIS sends a letter to all victims and witnesses notifying them of the disposition.

To improve the chances that witnesses will appear in court, WIS has enlisted the cooperation of area businesses. More than 100 of Peoria's employers have signed agreements allowing their employees to appear as



A WIS volunteer stationed outside the courtroom explains court proceedings to a witness.

witnesses with no loss in pay. Nearly one-half of the area's work force is now covered by the agreement.

WIS has had remarkable success:

- An evaluation conducted by WIS demonstrated that witnesses receiving project services had a 17 percent higher appearance rate than those who did not receive WIS services.
- For cases involving individuals served by WIS, the dismissal rate due to witness non-appearance was significantly less than cases in which such services were not provided.

Originally funded by LEAA, the program is now funded by Peoria County with an operating budget of \$34,000. The criminal justice community and the Peoria County Board are highly supportive of WIS efforts; moreover, two other jurisdictions in Illinois have established programs based on WIS.

Stop Rape Crisis Center, Baton Rouge, Louisiana

(August 1978)

The Baton Rouge project is the second rape crisis center to be designated Exemplary. In accordance with the criteria established for Exemplary Projects, the Baton Rouge Center demonstrated significant variation from the Des Moines Rape Crisis Center, which earlier won the Exemplary label. Both projects are described in this section.

In 1974 a group of Baton Rouge women, representing a cross section of the community, mounted an offensive against rape. They identified two key problems: the low priority given rape cases by the community's law enforcement agencies and the lack of supportive social services for rape victims. They brought their findings to the District Attorney,

who helped them design a comprehensive program to improve enforcement and prosecutorial techniques while minimizing the victim's trauma.

While many features of the Louisiana program are typical of rape crisis centers, Baton Rouge goes beyond the standard approach in several important ways:

- Its status as a section of the District Attorney's Office helps to ensure that adequate prosecutorial resources are devoted to rape cases. This status also contributes to the remarkably high degree of support for the project from local law enforcement agencies.
- Its emphasis on coordination. The city police and the county sheriff participated in planning the Center; as a result, standard operating procedures in both law enforcement agencies ensure that the Center is an integral part of the processing of virtually every reported rape.
- The cooperation of local judges, who collaborate in a system of "vertical prosecution," in which each rape case is assigned to a particular judge and prosecutor from arraignment through trial. This case assignment system minimizes the burden on the victim and helps to maintain her cooperation as the case proceeds through the legal process.
- The involvement of the medical community and the provision of free medical service to the rape victims. Local doctors participated in developing the Center's medical component, and a representative of the medical

profession remains personally involved in the administration of medical services to rape victims. In addition, 19 physicians volunteer their time on a rotating on-call basis and two local hospitals have set aside examination rooms expressly for rape victims.

- Involvement of the community at-large. Trained volunteer counselors staff the 24-hour crisis telephone line which connects calls directly to counselors without an intervening answering service. To assist police investigation of rape cases, the Center agrees to preserve a victim's anonymity. If a victim chooses not to report the crime officially, she is encouraged to provide information about her assailant to the volunteer counselor.

The women who serve as volunteer counselors also act as the victim's personal escort, accompanying her through every phase of the prosecution of her case. In addition, 6 volunteers from the community serve on the Center's Advisory Board. Members include representatives from law enforcement and social service agencies, two local universities, and other community groups.

Neither the victim nor the taxpayer is asked to bear the cost of these services. The volunteer counselors and doctors help the project keep operating costs at \$40,000 per year. Since its Exemplary designation, the Center has expanded its community education and outreach activities and has become a permanent division of the District Attorney's Office.

Rape/Sexual Assault Care Center (R/SACC), Des Moines, Iowa

(June 1976)

Rape and sexual assault are crimes that create special difficulties for both the victim and the criminal justice system. Fear of harassment and humiliation during the medical examination and legal investigation inhibits many victims from even reporting the crime, much less pursuing the case through the legal process. In handling these crimes,

criminal justice agencies often must cope with irrational laws, incomplete physical evidence, and uninformed public attitudes.

The Des Moines Rape/Sexual Assault Care Center has devised a single, comprehensive program to deal with these multiple problems. The beneficiaries of the program are not only the victims, but the legal system, the

medical community, law enforcement agencies, and the general public. A small staff (victim contact worker, project coordinator, secretary, and special prosecutor) work in cooperation with a 70-member Board of Directors, who represent local medical, social, governmental, and law enforcement agencies. The Center's activities include:

- 24-hour telephone and personal contact service, including compassionate assistance to the victim during the medical examination and prosecutor's interview;
- referral services to a wide network of community agencies that can give specialized help to the victim;
- peer counseling through an ongoing support group for women who have been assaulted;
- in-service training for medical and criminal justice professionals who deal with rape victims; and
- public education to replace existing ignorance and misinformation with the facts about sex crimes.

From the time the Center was created in October 1974 until its designation as an Exemplary Project in June 1976, police clearance rates for rape cases rose from 50 percent to 69 percent. Even more significant changes were seen in the special prosecutor's office, where victims showed an increased willingness to press charges. Before the program began, charges were filed in only a third of cases where the offender was identified; that figure had jumped to three-fourths of those cases by June 1976. An equally dramatic rise in conviction rates occurred: While only 40 percent of the cases tried in the pre-project period resulted in con-



The R/SACC victim contact worker accompanies the rape victim through every phase of case prosecution.

viction, the figure rose to 65 percent in the project's first year and to 82 percent in the second year.

Contributing significantly to the improved record of convictions are legislative changes in the 1974 Iowa Criminal Code that disallow any irrelevant testimony involving the victim's past sexual history and eliminate the requirement for corroboration beyond the physical evidence and the victim's testimony. These reforms were stimulated by the individuals who went on to create the Rape/Sexual Assault Care Center as a necessary step in gaining the victim cooperation so essential to successful prosecution of rape cases.

In 1980-81, the Rape/Sexual Assault Care Center enlarged its scope to serve victims of all violent crimes. The project is now known both as the Rape Care Center and as the Violent Crime Assistance Center.

Law Enforcement

Applying innovative techniques to prevent crime, increase arrests and improve the efficiency of existing operations.

Hidden Cameras Project, Seattle, Washington

(August 1978)

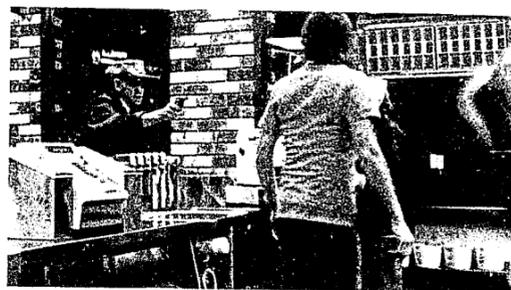
Like many urban areas, Seattle recorded a dramatic increase in robbery during the last decade. Between 1966 and 1975, the number of reported robberies jumped from 650 to more than 2,000—a 224 percent increase. At the same time, clearance rates remained consistently low—approximately 25 percent. Because robbery often results in injury as well as financial loss to the victim, the City made it a priority “target crime.”

The Seattle Law and Justice Planning Office decided to focus on commercial robbery for three reasons: First, potential targets could be readily identified through police crime reports. Second, commercial robbers were believed to be repeat offenders, so that any arrests would have a telling effect on robbery rates. Third, since commercial robberies were widely publicized, they engendered a disproportionate amount of fear among the public.

In 1975 the Seattle Police Department installed cameras in 75 commercial establishments that had been identified as high risk robbery locations. The cameras were hidden in stereo speaker boxes and activated by removing a dollar “trip” bill from the cash drawer. The project director, who is on call 24 hours a day, seven days a week, immediately retrieves the film, develops prints, and distributes them to police within hours to aid in the identification, apprehension and prosecution of robbery suspects.

The City’s Law and Justice Planning Office conducted a rigorously controlled experiment to measure the project’s impact on arrests, convictions, and the overall commercial robbery rate in Seattle. The results are compelling:

- The overall clearance rate for robberies of businesses equipped with hidden cameras was 68 percent, compared to a 34 percent



Photographs such as this, taken by concealed camera, have achieved significant results in apprehending and convicting commercial robbery suspects in Seattle.

clearance rate for the control group of businesses without the hidden cameras.

- Fifty-five percent of all hidden camera cases were cleared by arrest, compared to only 25 percent of control group cases.
- Forty-eight percent of the robbers at hidden camera sites were eventually identified, arrested and convicted, compared to only 19 percent of control group robbers.
- Commercial robbery in Seattle declined by 38 percent in the one-year period following project onset; non-commercial robberies increased by 6.7 percent in that same period.
- Case processing time from arrest to conviction was approximately one month shorter for hidden camera cases than for control group cases.

The Seattle project is relatively simple, straightforward and inexpensive, requiring only one staff member. It requires technical skills which are widely available or easily learned. As an even greater plus, it is likely to be greeted warmly by local merchants in any community. Hidden cameras are now operating in 100 Seattle businesses, and project costs have been incorporated into the Police Department’s budget.

Police Legal Liaison Division, Dallas, Texas

(September 1975)

The Dallas Police Legal Liaison Division successfully integrates two parts of the criminal justice system that often operate in isolation—the police and prosecutor. Since 1973, Assistant City Attorneys have been on call 24 hours a day to advise Dallas police officers on case preparation. In addition, the attorneys provide regular training for police in the elements of various offenses, proper search and seizure procedures, and other aspects of the law.

To reduce the number of cases “no-billed” or dismissed due to police error, project attorneys have established a case review system. All prosecution reports are reviewed for legal sufficiency before they are submitted to the District Attorney’s Office. The result? The number of “no-bills” due to police error dropped from 13.8 percent to 4.3 percent from September 1973 to September 1975. Similarly, felony dismissals resulting from police error were reduced from 6.4 percent to 2.6 percent during the same period.

Increased convictions, although important, are not the only measure of the project’s success. More informed decisionmaking by police in such sensitive areas as arrest and search and seizure means greater respect for the constitutional rights of individuals.

The project was included in the Dallas city budget at the expiration of its LEAA High Im-



An Assistant City Attorney accompanies Dallas police officers on call.

pact grant. Since then, the project has expanded to include three additional units: a District Attorney’s Unit, which assists prosecutors in preparing cases for trial by assessing the quality of evidence and ensuring availability of witnesses; a Magistrate’s Unit, which expedites the presentation of prisoners before the magistrates; and, most recently, a Warrant Unit, which screens cases before they are presented to the judge for issuance of a warrant.

Street Crime Unit (SCU), New York City Police

(January 1975)

SCU fills the gap between routine, visible police patrol and after-the-fact criminal investigations. The unit focuses on street crimes—robbery, personal grand larceny, and assault. Its primary strategy employs officers disguised as potential crime victims placed in an area where they are likely to be victimized. A plainclothes backup team waits nearby, ready to come to the decoy’s aid and make an arrest. Careful screening of applicants, ex-

tensive training and close liaison with precinct commanders are marks of SCU’s able management. Here is its 1973 record:

- 3,551 arrests (85 percent felonies)
- 76 percent of robbery arrests led to conviction
- 95 percent of grand larceny arrests led to conviction

- Average man-days per arrest: 8.2 (departmental average for all uniformed officers: 167)
- Cost: nominal increase per arrest and conviction, due to equipment costs
- Risk: virtually no increased danger to police or citizens

In 1974 SCU made 4,423 arrests, of which 90 percent were felonies. More recent statistics show a conviction rate of 90 percent.



Plainclothes officer on duty as part of New York City's Street Crime Unit.

Central Police Dispatch (CPD), Muskegon County, Michigan

(January 1975)

The Central Police Dispatch consolidated the radio dispatch services of nine law enforcement agencies. Until CPD, the agencies' service was limited, confused, inefficient, and costly:

- Eight of the nine departments operated on a single radio frequency, independently of each other.
- Only four of the nine departments had around-the-clock dispatch service seven days a week.
- Nearly 10 percent of the combined personnel in the agencies were assigned to dispatch services.

By pooling the radio dispatch resources of

the agencies, CPD provides all nine departments with around-the-clock, seven day service, eliminates confusion and duplication, and reduces the number of dispatch personnel required. Use of civilians as dispatchers adds to the cost savings. The centralized service also helped implement the 911 emergency system in sparsely populated areas.

CPD has met and surpassed most of the relevant standards recommended by the National Advisory Commission on Criminal Justice Standards and Goals. In fact, by 1975 the program had implemented many of the Commission's recommended 1980 standards.

Plans are now underway for implementing a computer-aided dispatch system.

Prosecution

Focusing on target crimes and career offenders to improve case preparation and increase conviction.

Major Violator Unit, San Diego, California

(August 1979)

From 1973 to 1975, robbery was by far the fastest growing major crime in San Diego, increasing during that period by 57.6 percent. Between 1968 and 1974, the incidence of robbery in the area increased by 260 percent. As a result, robbery reduction became the top priority of the San Diego Regional Criminal Justice Planning Board in its 1975 Criminal Justice Action Plan.

The San Diego County Major Violator Unit (MVU) was established in 1975 under the sponsorship of the San Diego County District Attorney's Office. It was one of the first projects funded by LEAA's National Career Criminal Program and the prototype of a career criminal project focusing primarily on a single offense — robbery. MVU employs a variety of techniques to enhance the probability of successful prosecution, including:

- vertical prosecution whereby a single prosecutor handles a case through all its stages;
- reduced staff caseloads to enable prosecutors to pay greater attention to each case;
- reduced use of plea bargaining;
- a policy of recommending severe sentences for convicted defendants; and
- employment of highly experienced prosecutors.

While the unit receives cases from all thirteen law enforcement agencies in San Diego County, its major sources of cases are the San Diego Police Department and the County Sheriff's Office. Six senior deputy district attorneys, one investigator, one research analyst, and five clerical personnel staff the project, which operates as a separate unit within the District Attorney's Office with an annual budget of approximately \$421,000 in fiscal year 1981.



Small caseloads allow MVU attorneys to research and prepare each case thoroughly.

The average project defendant has about seven prior arrests and about two prior convictions. Defendants are 41 percent white, 40 percent black and 18 percent Spanish surnamed. The typical MVU defendant is male, 26.5 years old, single or divorced, on probation or parole, unemployed, and was armed with a firearm during the robbery.

In the MVU's first four years of operation, it has had significant success:

- Of 450 defendants processed, 431 (96%) were convicted without a reduction in the charge against them.
- Incarceration rates for convicted felons rose from an already high rate of 95.3 percent to 100 percent.
- State prison commitments among those incarcerated were 92.5 percent for MVU defendants compared to 77.1 percent for career criminal type defendants in a baseline period before the project was implemented.
- MVU defendants received average sentences (excluding life sentences) of 8.8 years, compared to 4.3 years for career

criminal type defendants in the pre-project period.

- Despite restrictions on plea bargaining, the unit's cases were processed almost as quickly as those in the baseline period

Connecticut Economic Crime Unit, Chief State's Attorney's Office, Wallingford, Connecticut

(August 1978)

Prosecution of economic crimes is particularly difficult. In recent years, efforts to upgrade the investigation and prosecution of such crimes have resulted in creation of special units in many jurisdictions. Two of these efforts — in Seattle and San Diego — have previously been named Exemplary Projects. The Connecticut Economic Crime Unit was the first statewide program aimed at pinpointing and combatting economic crime and consumer fraud.

The Economic Crime Unit originally operated in conjunction with an Economic Crime Council, composed of representatives of virtually every regulatory, enforcement, and prosecutorial agency in the state. Marshalling statewide expertise and resources through monthly meetings of the Economic Crime Council, the Chief State's Attorney's Office succeeded in mounting a comprehensive offensive against the white collar criminal.

The results:

- In the first two years of operation, the Connecticut ECU successfully prosecuted 100 percent of its 86 tried cases.
- Almost \$100,000 over the unit's operating expenses had been returned to victims and the state in restitution and fines.

At one time, the Connecticut ECU provided ongoing, statewide police training programs designed to teach police officials and line officers the applicable statutes for prosecution and how to identify various consumer fraud

—an average of 101 days from arrest to disposition compared to the previous 95 days.

MVU now accepts certain burglary cases in addition to its robbery caseload.



Representatives of state and federal agencies join forces to launch a formidable attack on white collar crime.

schemes. The unit also organized a successful public awareness campaign that included wide distribution of consumer alert bulletins, publication of a citizen's handbook on economic crime, and direct liaison with the classified advertising departments of all major newspapers in an attempt to prevent publication of false advertising.

The Economic Crime Council disbanded in July 1979 when the ECU became a permanent bureau of the Chief State's Attorney's Office. Today, the ECU focuses on major investigations and large-scale prosecutions, serving as a resource to police investigating less serious economic crimes.

Major Offense Bureau (MOB), Bronx County, New York

(June 1976)

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 90 days. Equally important, most of those indicted have been convicted, sentenced, and imprisoned.

These results have been achieved by creation of a Major Offense Bureau in the Bronx District Attorney's Office. Staffed by 15 experienced assistant district attorneys, the Bureau uses an objective screening procedure to isolate those cases that deserve priority treatment. The screening mechanism — a modified version of the case weighting system developed by the Washington, D.C. Exemplary Project PROMIS (Prosecutor's Management Information System) — ranks cases according to the seriousness of the crime, the offender's criminal history, and the strength of the evidence.

Eligible cases are immediately referred to an assistant district attorney who is responsible for the case throughout the entire judicial process. Special trial sessions that hear only MOB cases virtually eliminate scheduling delays.

In its first 30 months, MOB successfully demonstrated its ability to speed up case processing while developing complete, well-prepared cases, as the following statistics show:



MOB attorneys review criminal histories to select cases for speedy prosecution.

- 99 percent of the indictments were voted and presented to the Supreme Court within 3 days of arrest compared to the usual time lapse of several weeks.
- 92 percent of those indicted were convicted.
- 94 percent of those convicted were sentenced to prison, compared to less than half of a group whose cases were processed traditionally.
- Sentences ranged from 3 to 10 years.

The Bronx approach to processing serious felony cases also permits substantial economies by reducing pretrial detention, repeated court appearances, and duplication of effort by prosecutors.

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

(January 1975)

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

King County focuses on major economic crimes. Enlisting the investigative expertise of other agencies whenever possible, King County's Fraud Division has logged an impressive record of success: In the first two and one-half years of operation, 95.5 percent of the Division's cases were successfully prosecuted representing more than \$3.4 million in economic losses. In March 1980, a Special

Operations Unit was established to focus on organized crime.

The San Diego Fraud Division works with a larger staff and deals with *all citizen complaints* (15,251 during 1974; 26,500 in fiscal year 1981) concerning fraud. A vast number of cases were settled outside the court, either through in-house investigative teamwork or use of the small claims courts. Like Seattle, San Diego also prosecutes major impact cases, involving economic losses totalling millions.

Both projects are fully supported by county funds.

Prosecutor Management Information System (PROMIS), District of Columbia

(September 1973)

PROMIS uses an automated management information system to select high priority cases in the U.S. Attorney's Office, Superior Court of the District of Columbia, for intensified pretrial preparation by a special team of attorneys. Pending cases are ranked daily according to four criteria: (1) seriousness of offense; (2) defendant's criminal record; (3) strength of evidence; and (4) age of case or number of continuances.

PROMIS also helps the prosecutor's office to:

- spot scheduling and logistical impediments;
- maintain evenhandedness in using prosecutorial discretion; and
- analyze and research the problems of screening and prosecuting criminal cases.

During its first 19 months of operation, the conviction rate for cases receiving special preparation was 25 percent higher than that for cases routinely processed.

Since the system was installed in the District of Columbia in 1971, 54 sites have



Washington, D.C., police officer checks PROMIS computer printout.

adopted some version of PROMIS. Two hundred additional sites are in various stages of planning or implementation.

Information on PROMIS is available from the Institute for Law and Social Research, 1125 15th Street, N.W., Washington, D.C. 20005 (Telephone 202-424-2949).

Adjudication and Defense

Implementing improved management practices for the benefit of all participants in the judicial process.

Pretrial Services Agency, District of Columbia

(October 1980)

Beginning in the early 1960s, there has been a general movement away from a total reliance on surety or money bail to assure the appearance of defendants in court. Many jurisdictions have expanded the use of release on personal recognizance (OR) for some or most types of defendants while enhancing their efforts to assess objectively an individual's risk of flight. Special agencies have been established in several cities to provide information and recommendations to courts concerning defendants seeking release.

The District of Columbia Pretrial Services Agency (PSA) is one of the oldest and largest of these agencies. It is also an exceptionally comprehensive program. Its services include initial interview, verification, and recommendation; referral to third party custody; follow-up after release; follow-up after failure to appear; data management; and research.

Pretrial Services Officers in the Agency's Pre-Release Unit assess the risk of flight for virtually every defendant appearing before the D.C. courts. In 1979 the Agency interviewed 21,364 individuals arrested in the District of Columbia. Information about criminal history, length of residence and employment, and family ties is obtained through interviews with each defendant.

After verifying this information through checks with the defendant's family and employers and through examination of police and court records, Agency staff enter their findings into PSA's computerized data system. The computer then generates a report to be used at the initial bail-setting proceeding. This automated data system is a key to many of the Agency's present operations. Agency staff, court officials, prosecutors, and public defenders all rely upon the Agency's data system for accurate information.

Recommendations for release, formulated under objective guidelines, are then



A defendant signs the "Miranda" warning prior to her interview with a Pretrial Services Officer.

presented to the courts (or the police in the case of misdemeanants eligible for citation release on police authority). Once a defendant is released, the Agency's Post-Release Unit monitors the defendant's compliance with the conditions of release and appearance in court. Most releasees are required to check in with the Agency at least weekly. At each check-in, the releasee's record is displayed on the computer terminal, reviewed, and updated as necessary. Releasees are notified of upcoming court appointments both at check-in and by mailed notification.

While the Pretrial Services Agency does not itself provide supportive services to releasees, it does make referrals for medical, employment, and social services and then monitors their use. In addition, the Agency funds and coordinates the activities of several third party custody organizations used for releasees who require more intensive supervision.

Outcome data for 1979 indicate that the Agency's recommendations for release on OR were followed by the courts in 85 percent of the cases. A Lazar Institute study conducted in 1977 found the failure-to-appear rate for such releasees to be only 4.5 percent; and the rearrest rate for released defendants charged with FBI Part 1 offenses was only 8 percent.

In October 1979 an experimental Failure-to-Appear Unit began tracking all defendants who failed to appear in court as a means of forestalling the execution of warrants. Unit staff attempt to locate these defendants, urging them to go to court that day, to surrender themselves, or to explain their whereabouts. This practice has enabled the Agency to reduce the percentage of warrants executed from 35 percent in 1978 to 2 percent in 1979.

The services provided by the D.C. Pretrial Services Agency are supported by a District of Columbia (Congressional) appropriation of over \$1 million and carried out by a staff of 45, of whom 20 are law and graduate students. Having provided services in the

District of Columbia for nearly 20 years, the Pretrial Services Agency is an institutionalized part of the D.C. criminal justice system and is nationally recognized as an innovator in the field of pretrial release services. In the summer of 1980, the Agency initiated new guidelines for making release recommendations. Under these guidelines, defendants are evaluated as to their potential danger to the community as well as their potential risk of flight, and a positive release recommendation is made in each case. The National Institute of Justice has awarded a grant to the Agency to study the impact of the new guidelines.

The District of Columbia Pretrial Services Agency has a history of cooperating with researchers and practitioners and maintains a highly visible public posture. All procedures, guidelines and rules have been documented, and a formal training program for new staff is in place. Many aspects of the Agency's operations are adaptable to other jurisdictions, even where the scope of operations and the size of the defendant population are much smaller.

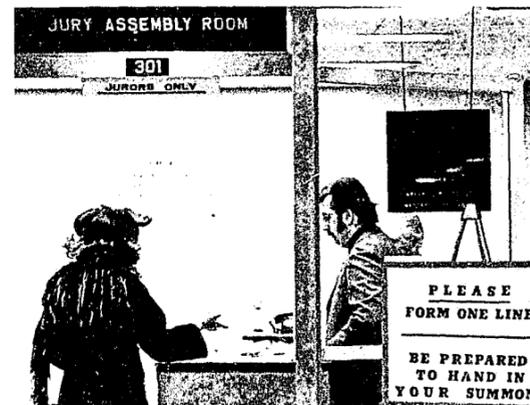
One Day/One Trial Jury System, Wayne County, Michigan

(January 1977)

Trial by jury is increasingly perceived as an excessive burden to jurors, according to a recent survey. Wayne County, Michigan, courts have adopted a promising alternative to the lengthy jury term. As the name implies, under the One Day/One Trial System, jurors are eligible for service for only one day. If they are chosen, they serve for the duration of the trial. If they are not selected, they have fulfilled their obligation for the year.

The system taps seven times as many citizens for jury duty, makes better use of their time, and saves money for the courts.

Computers are used to maintain a current list of all registered voters for easy access when jury pools are drawn. A Personal History Questionnaire sent to all prospective jurors "pre-qualifies" them. Every morning, as new jurors convene in the assembly area, a 16-minute slide program acquaints them with the legal process and their roles as jurors.



New jurors report for duty every morning under the One Day/One Trial jury system.

Stand-bys are notified by telephone the evening before if they need to appear.

Two numerical indexes show that jurors

are being used more efficiently. Where the number of juror days served greatly exceeds the number of trials or the number of trial days, much of the jurors' time is spent sitting and waiting to be impaneled on a jury. In Wayne County both ratios decreased substantially—25 percent and 32 percent respec-

tively. In addition, jury costs per trial were cut from \$862 to \$646.

Perhaps the most significant success of the program is that more people are sharing both the duties and benefits of jury duty. As of September 1981, the system's costs are borne totally by the State of Michigan.

Creighton Legal Information Center (CLIC), Omaha, Nebraska

(June 1976)

Comprehensive collections of legal materials are often scarce in rural areas. Criminal justice personnel in Nebraska sometimes travel up to 300 miles to obtain the legal documentation necessary to support an argument—a costly procedure, both in time and money.

The Creighton Legal Information Center provided a central library research facility for judges, prosecutors, defense counsel, and police. Student researchers from the Creighton University Law School compiled well-documented legal memoranda on topics requested by users. An average of 8.8 student hours were required to prepare each legal memorandum, at no cost to the requestors. The findings were summarized in a newsletter, published by the Center, and the complete document filed for future reference. The

project also prepared a deskbook for Nebraska judges on criminal procedure and sentencing alternatives.

Users reported that CLIC services significantly improved the quality of cases argued before Nebraska's rural courts. During the first 14 months of CLIC's operations, 66 percent of the judges from the eligible rural counties had used its services at least once. All said they would use them again.

CLIC ceased operations when its LEAA funds expired. Although the original project no longer exists, replications are operating in Montana, North Dakota, Arkansas, and elsewhere.

For more information on this project, please write: Geoffrey W. Peters, Dean, William Mitchell College of Law, 875 Summit Avenue, St. Paul, MN 55105.

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

(January 1975)

The AAB streamlines the traffic and criminal adjudication process by removing most traffic offenses from the criminal courts in New York City, Rochester, Buffalo, and Suffolk County, New York.

Besides removing the unsafe driver from the streets more promptly, the bureau's direct and fast disposition of traffic cases has meant:

- significant reduction in the criminal court case backlog: 22 judges and 11 courtrooms relieved of traffic cases;

- time spent by police at traffic hearings cut in half;
- more uniform application of sanctions; and
- discouragement of scofflaws.

The AAB's method combines three basic elements: (1) merger of the licensing agency with the traffic offense adjudication agency; (2) the services of highly-trained adjudicators; and (3) use of computerized information.

In the fiscal year ending March 31, 1975, the AAB returned \$7.5 million to the treas-

uries of the jurisdictions where traffic offenses took place, a sum representing the excess of fines collected over its operating expenses. This total represents a 25 percent

increase in returns compared to the previous court system. In the fiscal year ending March 31, 1980, the amount returned by the AAB was \$8.5 million.

The Public Defender Service (PDS) of the District of Columbia

(February 1974)

PDS has successfully overcome the traditional barriers faced by public defender services—high caseloads and poorly paid and inadequately trained attorneys.

PDS provides quality representation to the indigent defendant from arrest to release through:

- limited caseloads;
- individualized and continuous client representation;
- an ongoing training program beginning with a special six-week program for new staff attorneys;
- effective management and administration patterned after large law firms;
- use of supportive services, such as psychiatric evaluations, counseling, and other rehabilitation services; and
- service to the legal profession and the justice system by sponsoring practice institutes and encouraging law reform.

Corrections

Exploring new directions in the institution and the community.

Montgomery County Work Release/Pre-Release Center (PRC), Montgomery County, Maryland

(August 1977)

Finding a job can be a difficult and stressful situation for anyone. For the newly released offender, it could be an insurmountable obstacle to becoming a productive member of the community. The Montgomery County Work Release/Pre-Release Center helps to ease the transition from incarceration to freedom by assuring that its clients have employment, housing and cash savings at the time of release.

Montgomery County PRC is a coeducational, residential, community-based correctional facility serving sentenced offenders within six months of their release or parole hearing, pretrial detainees, and selected probationers and parolees. The program involves extensive supervision, counseling services, life skills training, and work or education release from the center.

With the assistance of a Work Release Coordinator, all PRC residents obtain jobs shortly after their arrival (unless they intend to enroll in a full-time academic or vocational training program). All employed residents pay 20 percent of their gross incomes (up to \$300 a month) for their room and board. Many residents also pay fines, restitution, legal fees, and family support.

Each resident's activities at the Center are prescribed by a contractual agreement setting forth individual goals for his or her term at PRC. A tri-phased furlough/release system allows increasing privileges as the resident demonstrates responsible behavior by accomplishing those goals and adhering to his contract and PRC rules.

PRC has had significant impact on the recidivism rates of its clients. During the



A PRC client leaves the Center to join his family in the community.

three-year study period, a total of 407 residents successfully passed through the program. A one-year follow-up study showed that under 20 percent were rearrested subsequent to leaving the program. Less than one percent were arrested for new crimes while assigned to the Center.

PRC has also succeeded in marshalling community support in Montgomery County. The Center has gained the acceptance and support of both neighbors and local civic groups and its funding was completely assumed by the county government upon termination of its LEAA grant.

Ward Grievance Procedure, California Youth Authority

(September 1975)

Left unresolved, even minor problems can fester within the confines of a prison, spawning hostility and even open confrontation between inmates and staff. To alleviate the problem, the California Youth Authority has created a formal but easy-to-use method for resolving inmate grievances in California's youth institutions. Both wards and staff participate in the procedure, which works this way:

Any inmate with a grievance is entitled to an open hearing conducted by ward and staff representatives. If the decision is unsatisfactory, the grievant may appeal to higher levels within the Youth Authority, and ultimately to an outside review panel, chaired by a professional arbitrator. Volunteer arbitrators are identified with the assistance of the American Arbitration Association. At each level, grievances are responded to in writing, within strict time limits.

In the 19-month period from September 1973 to April 1975, 85 percent of the cases were resolved, approximately 10 percent had been withdrawn prior to the hearing, and another 5 percent were still pending at the time of reporting. In 70 percent of the cases, the disposition has been in favor of the grievant either totally or through some sort of compromise. Only 24 percent of the grievances were denied. In these cases the



First-level grievance hearing involves both wards and staff representatives in California youth institutions.

reasons were clearly set forth in writing, thus clarifying official policy. Most of the grievances are resolved at the first level of review — the ward-staff committee meeting. Only 2 percent of the grievances required outside arbitration.

Training — for wards, staff, and management — is a key to the project's success. Another special feature contributing to its effectiveness is the involvement of the wards themselves. Ward grievance clerks process complaints, manage paperwork, and often represent grievants.

The California Youth Authority's collaborative approach to resolving problems has paid off in terms of effectiveness and acceptance of the grievance procedures.

Parole Officer Aide Program, Ohio Adult Parole Authority, Columbus, Ohio

(September 1975)

Ex-offenders represent an untapped reservoir of talent for the corrections system. Their own experience behind bars often gives them a special rapport in dealing with offenders. Recognizing this fact, the National Advisory Commission on Criminal Justice Standards and Goals recommended that, "Correctional agencies should take immediate and affirmative action to recruit and employ capable and qualified ex-offenders in correctional roles."

During its years of operation, the Ohio Parole Officer Aide Program exemplified the benefits of such action. Carefully screened and trained ex-offenders worked under the supervision of a Senior Parole Officer, handling caseloads and developing job opportunities for parolees.

The program reaped a double dividend. The added manpower permitted more individualized attention to an important need of parolees — finding a job. At the same time,

the program provided employment opportunities for ex-offenders in positions that offered career potential. Moreover, each aide was allowed up to 10 hours leave a week to attend school, and a number had been enrolled at both the college and graduate school level.

The Parole Officer Aide Program was unable to secure continued funding and is no longer operating.



On-the-job training fostered a teamwork relationship between the Parole Officer and the ex-offender aide in Ohio program.

Community-Based Corrections Program, Polk County (Des Moines), Iowa

(May 1973)

The Des Moines program coordinates four services for defendants and convicted offenders: pretrial release on own recognizance, pretrial supervised release, probation, and residence at Fort Des Moines, a correctional facility offering work and educational release. Synchronizing the four components into a unified system eliminates overlapping and splintered administration. Equally important, it provides flexibility in responding to a wide range of client needs.

In 1973, the Des Moines project saved the county and state correctional systems an estimated \$454,229. The pretrial components also saved defendants an estimated \$154,000 for the cost of bail bonds, and enabled many of them to retain their jobs and support their families.

Of the 246 clients released by the Fort Des Moines correctional facility before 1973, only 53 (21 percent) were charged with indictable offenses during an average 19-month

period following release. In particular, recidivism data show that the correctional facility deals effectively with those clients with high-risk characteristics such as prior convictions, unemployment, and drug or excessive alcohol use. The high-risk clients were charged with no more new offenses after release than were relatively low-risk clients with no prior convictions, more substantial employment history and a relatively minor history of drug or alcohol use.

Because of the Des Moines program's demonstrated success, the Iowa State Legislature voted to assume total funding of the project and adopted "community-based corrections" as the model for future Iowa correctional programs. The program has since added two new components: community service sentencing for first-time misdemeanants, and an Alcohol Safety Action Program for persons convicted of driving while intoxicated.

Juvenile Programs

Providing positive new directions to youth in trouble

Project CREST (Clinical Regional Support Team), Gainesville, Florida

(August 1979)

Working with Florida's juvenile justice officials, Project CREST uses volunteer graduate and undergraduate students to counsel selected juvenile offenders on probation. In helping the youngsters, CREST volunteers supplement and often reduce the workload of probation officers by providing extensive and cost effective counseling services:

- CREST volunteers provide an estimated 100 hours of counseling a week compared to the probation department's average of 40 hours a week for the same cost.
- In 1977-78, CREST services cost about 32 cents a day for each youngster; probation services averaged \$1.19 per day for each youth.

Guided by a small professional staff affiliated with the University of Florida, student volunteers help the youngsters to "open up" and discuss their problems freely, without fear of being judged. CREST volunteers play a supportive role, designed to complement the probation officer's more authoritative approach.

Probation officers select juvenile probationers for the program, choosing those who want help or who need counseling. CREST students usually spend about two hours a week with their clients, meeting them wherever the youngsters feel comfortable — in their homes, cars, or on the street. The volunteers work not only with the youths



A relaxed, comfortable environment sets the stage for meaningful counselor-client dialogue.

themselves, but with their families and schools.

Each week, the volunteers meet with the project staff who review the student's counseling techniques and the client's progress. CREST volunteers also meet weekly with the youngster's probation officer. In this way, the students keep a close two-way tie with their teaching supervisors and with juvenile justice officials.

Studies conducted by the project have shown improved school attendance, fewer suspensions, and reduced recidivism for CREST clients during the treatment period.

CREST's annual budget of approximately \$60,000 is funded by the state of Florida.

Community Arbitration Project, Anne Arundel County, Maryland

(August 1978)

In 1973, the juvenile intake office of Anne Arundel County, Maryland, faced heavy backlogs of relatively minor cases that impaired its ability to deal with youngsters in more serious trouble with the law. Delays in resolving cases were frequent. A child accused of a first or second misdemeanor offense typically waited four to six weeks before official action was taken on his case. By that time, the incident was no longer fresh in the youngster's mind, making it difficult to reinforce the concept of accepting responsibility for the consequences of his actions.

The offender's parents and the victim were only marginally involved as the case proceeded. Many victims were never informed of the final disposition of the case. As a result, both parents and victims felt powerless and ineffective.

Most important, case dispositions often were unsatisfactory. Because of caseload pressures, many offenses received only cursory attention. Or cases were sent for formal adjudication — a process that may alienate the youngster and result in an unnecessary stigma. Public dissatisfaction with the county's juvenile justice system was increasing.

In 1975, the county devised an alternative to the system. The Community Arbitration Project is designed to alleviate the burden on the juvenile court while still impressing on the young offender the consequences of his or her behavior.

Under the program, juvenile misdemeanants are issued a citation which records the offense and schedules a hearing to arbitrate the case seven days later. The suspect's parents and the victim receive copies of the citation and are asked to appear at the hearing. The right to counsel is made clear to the youngster and his parents.

Although the hearing is informal, it is held in a courtroom setting to enhance the child's



A youth and his mother discuss his community work assignment with a CAP arbitrator.

Recidivism of CAP Clients and Control Group

	Percent Recidivist	Number of Rearrests per Client	Number of Cases
Traditional Processing	14.3	.659	342
CAP	9.8*	.415**	482

*Difference significant at $p = .07$

**Difference significant at $p = .01$

understanding of the meaning and importance of the procedure. The Juvenile Intake Officer — an attorney with experience in juvenile cases — serves as arbitrator. The Officer hears the complaint and reviews the police report. If the child admits committing the offense and consents to arbitration, the Officer makes an informal adjustment, sentencing the child to a prescribed number of hours of community work and/or restitution, counseling, or an educational program. The case is left "open," to be closed within 90

days upon a positive report from the child's field site supervisor. If the offense is serious, if the child denies his involvement, or if the child or his parents so request, the case may be forwarded to the State's Attorney for formal adjudication.

In its first two years of operation, CAP served 4,233 youths. Nearly half of their cases were adjudicated informally; only 8 percent were referred to the State's Attorney. In addition,

a comparison was made of the recidivism rates of a sample of CAP clients and a sample of traditionally processed juveniles. As illustrated in the preceding table, the results for CAP clients are impressive.

Differences in recidivism were particularly significant for property offenders.

CAP has been fully funded by the State of Maryland's Juvenile Services Administration since April 1977.

Project New Pride, Denver, Colorado

(January 1977)

Project New Pride is a successful attempt to help juveniles, most with lengthy records of prior arrest and conviction, to break out of what could become a lifetime pattern of crime by instilling a sense of self-pride. The project integrates education, employment, counseling, and cultural education — services which are usually highly specialized and fragmented. Intensive application of this service integration approach is the key to the success of New Pride.

The program accepts Denver County residents 14-17 years old, who have had a recent arrest or conviction for burglary, robbery, or assault related to robbery, and who have at least two prior convictions for similar offenses.

A unique feature of the program is its pioneering work with youth with learning disabilities. Tests administered to project youth in the first two years of operation showed that 71 percent of New Pride participants had learning disabilities. The Learning Disabilities Center recently became a separate component operating with contracts from the city and county.

The effect on the 160 clients who had completed the New Pride program as of January 1977 was significant.

- The non-status offense rearrest rate for New Pride clients during a 12-month period in the community was 27%. The rate for a control group was 32%.



Motor skills remediation is one aspect of New Pride's comprehensive treatment program.

- 70% of clients have been placed in full- or part-time jobs, and the rearrest rate for employed clients was one-third the rate for unemployed clients.

New Pride has also pointed up the potential economic advantages to the community. The cost of incarcerating a youth in Colorado is estimated at \$12,000 a year. New Pride spends \$4,000 per year to keep a youngster out of institutions.

Originally funded under LEAA's Impact Cities program, New Pride is now an established program of the Colorado Division of Youth Services with a \$1 million annual budget.

Community-Based Adolescent Diversion Project, Champaign-Urbana, Illinois

(September 1975)

In these two adjacent communities, the university and the criminal justice system have joined forces in a successful new approach to helping juveniles in trouble. Youngsters who have contact with the police that would normally lead to the juvenile court and the prosecutor are referred instead to the project.

Undergraduates at the University of Illinois fill volunteer roles in the project for academic credit in psychology. These students receive training and supervision by experienced graduate students and community youth workers.

Each youngster is assigned to a student volunteer for a 4½-month period. After

assessing the youngster's problems and needs, the student develops a program for the youth using one of two innovative techniques.

The youngster may sign a contract with a parent or a school teacher that spells out specific obligations that each party must fulfill. The contractual agreements involve real life issues such as curfew hours and household chores.

Or the student may use the child advocacy approach, introducing the youngster to educational, welfare, health, mental health, and vocational resources in the community and encouraging their use.

The project's diversion power is evident in the following comparisons between 24 participants and a control group of 12.



In the Champaign-Urbana project, a student counselor works with a client and his mother to develop a contract spelling out their mutual obligations.

Number of Police Contacts (Academic Year 1974-1975)

	One Year Prior to Project	During Project
Participants	2.21	0.46
Control Group	2.25	2.25

Number of Court Petitions Filed (Academic Year 1974-1975)

	One Year Prior to Project	During Project
Participants	0.13	0.08
Control Group	0.25	0.75

The project's experimental phase ended in 1975 and it is now operated by a community group working with the University students.

Neighborhood Alternative Center (formerly 601 Juvenile Diversion Project), Sacramento, California

(February 1974)

The original 601 project of the Sacramento Probation Department provided short-term family crisis counseling in lieu of juvenile court processing for status offenders, truants, runaways, and unmanageable youngsters. Youths and their families met with project counselors, usually within 2 hours of referral, to work out the delinquency problem together. In cases where the youth could not reasonably return home at once, temporary accommodations elsewhere were sought, with the consent of both parents and child.

In October 1976, the project was relocated to Neighborhood Alternative Centers staffed by graduate student volunteers as well as regular probation officers. Three years later, it merged with another program and moved to a county residential facility.

The original 601 program (the name derives from the relevant section of the California Penal Code) also expanded to include selected cases of criminal conduct, such as petty theft and possession of drugs. The basis for this expansion lies in the project's first-year record:



Family counseling session in the Sacramento "601" juvenile diversion project.

	Project Cases	Control Cases
Petitions filed	3.7%	19.8%
Repeat offenses (within 1 year)	46.3	54.2
Juvenile hall detention	13.9	69.4
Average detention time (nights)	0.5	4.6
Average case handling time (hours)	14.2	23.7
Average case cost	\$284	\$526

Providence Educational Center (PEC), St. Louis, Missouri

(February 1974)

At the time of exemplary designation, PEC was funded under LEAA's Impact Cities Program and focused on diverting youth with relatively serious offenses from training school incarceration. Currently, PEC also accepts youth referred through the Juvenile Court's status offenders diversion program. All referrals to PEC must be certified by the State as having behavioral disorders or learning disabilities. PEC can accommodate 75 youths in its educational program.

PEC's program allows most youths to remain in their homes while participating in intensive education and counseling in an

"alternative school" setting. Teams of professionally trained counselors, educators, and social workers devise an individual program for each child, who "graduates" when he or she has achieved the 8th-grade reading level required for high school admission in St. Louis and/or demonstrates adequate social functioning—usually after 9 months from referral. Recently a "life skills" program was added to the curriculum. By June 1982, PEC will be certified to award high school equivalency diplomas.

In September 1974, the Student Work Assistance Program (SWAP) was launched,

allowing youngsters to spend three hours studying at PEC and three hours working in the community each day.

PEC has received continued funding from local civic and service organizations, as well

as government agencies including the Illinois Department of Corrections, the St. Louis Juvenile Court, and the St. Louis Agency for Training and Employment.

Neighborhood Youth Resources Center (NYRC), Philadelphia, Pennsylvania

(May 1974)

This program provides a wide range of services for youngsters living in a high-crime, inner-city area of Philadelphia. Open 12 hours a day in three locations, NYRC offers:

- crisis intervention, or immediate short-term aid;
- individual plans for long-term comprehensive assistance;
- counseling and educational assistance through referrals to cooperating agencies, careful monitoring, and follow-up; and
- legal representation through public defender services.

Emphasizing its role as a community center, NYRC also sponsors recreational and cultural programs, counseling for youth on probation, and legal education for neighborhood residents.

Evidence of NYRC's impact emerges in a comparison of arrest rates (per thousand) for target and non-target area boys within two precincts. The arrest rates for boys in the target group were significantly lower in the felony, lesser misdemeanor, and status offense categories.

	9th District		23rd District	
	Target	Non-target	Target	Non-target
Felonies	9.1	51.3	4.2	17.3
"Victimless" misdemeanors	19.7	24.6	2.3	12.0
Status offenses	31.5	82.5	2.3	18.5



Counselor and youths check job board at Neighborhood Youth Resources Center.



Philadelphia youngsters enjoy recreational activities sponsored by Neighborhood Youth Resources Center.

Community Involvement

Encouraging citizens to join the effort to reduce crime and improve criminal justice in their communities.

Community Crime Prevention Program (CCPP), Seattle, Washington

(January 1977)

The Seattle CCPP is demonstrating that crime rates can be lowered if the citizens of a community are willing to participate in crime prevention. The goals in Seattle are to mobilize citizen concern over a rapidly rising residential burglary rate and turn it into citizen action to attack the problem.

The four principal tactics used in organizing a neighborhood—residential security inspection, property marking, block watches, and informative materials—are not original. The CCPP's success in applying them has come from careful coordination, the commitment of full-time staff, the cooperation of the Seattle Police, and the cultivation of a sense of community in the neighborhoods.

A rigorous evaluation of the CCPP provides evidence of the project's success in meeting its goals.

- Two victimization surveys show burglary rate reductions in participating households ranging from 48% to 61%.

- Citizen reports of burglary have risen from 51% to 76% of actual burglaries committed.
- A higher proportion of calls made to police are burglary-in-progress calls.
- The decrease in burglaries among CCPP participants has not meant an increase among non-participants, or in adjacent neighborhoods.
- The program met or exceeded its original goal of involving 30% of the households in each target neighborhood.

The CCPP was initially developed and directed by the city's Law and Justice Planning Office, using LEAA block grant funds. Its success has led to its incorporation into the Crime Prevention Division of the Seattle Police Department.

Volunteer Probation Counselor Program, Lincoln, Nebraska

(January 1975)

Lay volunteers in Lincoln are successfully counseling high-risk probationers—misdemeanants with an average of 7.3 previous arrests and convictions.

A one-year comparative analysis of recidivism in the volunteer counselor program and a control regular probation program showed these results:

	Volunteer	Control
New nontraffic offenses	15%	63.7%
Multiple new offenses	10	52.2



Volunteer counselor meets with young probationer in Lincoln, Nebraska, Exemplary Project.

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

- Screening: only those volunteers with appropriate motivations and resources are selected.
- Training: an extensive program emphasizes both general counseling skills and crisis intervention techniques.

- Matching: the ability of a volunteer to respond to the particular needs and interests of the individual probationer determines assignments.

The program has expanded to serve an increasing caseload of alcohol and drug abusers.

Alternative Service Delivery

Easing the burden on criminal justice agencies by providing mechanisms for delivery of selected services to the public.

Mental Health-Mental Retardation Emergency Service, Inc. (MCES), Montgomery County, Pennsylvania

(August 1977)

Police are on duty around the clock. As the only available service agency during many hours of the day, they must cope with a variety of social problems, among them psychiatric and drug/alcohol emergencies that may not be criminal offenses but nevertheless pose a threat to the victim and the community. Few jurisdictions have developed alternatives to arrest and detention for people in such circumstances. One that has is Montgomery County, Pennsylvania.

MCES is a private, non-profit corporation and a fully-licensed and accredited psychiatric hospital which supplements police services by assuming the burden of psychiatric and drug/alcohol emergencies. MCES offers a comprehensive 24-hour placement alternative for police by providing:

- telephone "hot-line" assistance;
- specially equipped emergency vehicle;
- Crisis Intervention Outreach Team;
- psychiatric evaluation;
- detoxification;
- short-term hospitalization; and
- referral to other agencies for continuing care.

To further assist police in handling these emergencies, MCES formed a Criminal Justice Liaison Network by placing trained mental health workers in selected police departments.

Since MCES opened its doors in February 1974, 40 percent of its client contacts have been criminal justice referrals. Of 152



The MCES emergency ambulance assists police by providing transportation for most psychiatric or drug/alcohol victims.

criminal justice referrals examined by MCES in a three-month period from June through August 1976, 103 (68 percent) resulted in either no charge or charges being dropped. In many of the 34 cases in which charges were brought, citations had been issued prior to MCES referral.

Another measure of MCES' assistance to the county police is the amount of police time saved by the transportation service. MCES staff logs approximately 200 hours per month transporting clients.

Upon receiving accreditation, MCES moved to a third party billing system. Its 1981 budget projected that 99 percent of the project's income would be provided by third party payors, mostly private and public health benefit plans.

Citizen Dispute Settlement Program ("Night Prosecutor"), Columbus, Ohio

(February 1974)

Currently there is widespread interest in the development of informal approaches to the resolution of minor disputes as alternatives to arrest or court action. One of the first such programs to be initiated was the Night Prosecutor Program, begun in Columbus, Ohio in the fall of 1971. The Columbus program provides an out-of-court method of resolving neighborhood and family disputes through mediation and counseling. The emphasis is on a lasting solution to an interpersonal problem rather than a judgment of right and wrong. The program also serves as a forum for bad check cases, and spares prosecutors, police, judges and courtroom staff the workload of minor cases.

Cases are screened and referred by the local prosecutor's office for a hearing within a week after the complaint is filed. Legal and social service personnel trained as mediators meet with the disputants during convenient evening and weekend hours to help them solve their problems without resorting to formal charges and court procedures. Counseling is provided by social work students and professionals.

During the year 1976:

- 6,429 cases scheduled—3,478 actually heard (excluding an additional 10,196 bad check cases);
- criminal affidavits filed in only 2 percent of all cases scheduled; and
- cost per case: approximately \$20 (contrasted to an estimated \$100 for processing a criminal misdemeanor, from filing an affidavit to completion of a court trial).

The basic concept of the Columbus program has been replicated in a number of jurisdictions, many of which are experimenting with the use of different groups as mediators (e.g., professional people or trained lay citizens) and varying placements of the program within or outside the criminal justice system. Interested communities should obtain a copy of the report *Neighborhood Justice Centers: An Analysis of Alternative Models*, available from the National Criminal Justice Reference Service.

Exemplary Project Application

Note: The 1982 cycle will focus only on police, courts, or corrections projects to combat violent crime.

I. Project Description

1. Name of the Program

2. Type of Program (e.g., arson or robbery prevention, etc.)

3. Name of Area or Community Served

(a) Approximate total population of area or community served

(b) Target subset of this population served by the project (if appropriate)

No. Served	Period	Population
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4. Administering Agency (give full title and address)

(a) Project Director (name and phone number; address only if different from 4 above)

(b) Individual responsible for day to day program operations (name and phone number)

(c) Individual to contact concerning this application (name and phone number)

5. Funding Agency(s) or Source of Funds (agency name and address, staff contact and phone number)

6. Project Duration (give date project began)

This report is a voluntary submission by applicants for the NIJ Exemplary Projects Program.

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7. Project Operating Costs (Do not include costs of formal evaluation if one has been performed. See Item 8.)

Breakdown of total operating costs, specify time period:

Federal:

State:

Local:

Private:

Total:

Of the above total, indicate how much is:

(a) Start-up, one time expenditures:

(b) Annual operating costs:

(A complete budget breakdown should be included with the attachments to this form)

8. Evaluation Costs (Indicate cost of formal evaluation if one has been performed)

Total	Time Period	Principal Cost Categories
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9. Continuation. Has the project been institutionalized or is it still regarded as experimental in nature? Does its continuation appear reasonably certain with local funding?

II. Attachments

Note: The Exemplary Projects Application Form and Attachments A and B may not exceed 15 double-spaced pages.

Please attach the following:

Attachment A – Program Review Memorandum

This memorandum should contain the following elements:

1. *Project Summary* – brief statement of the project's objectives and methods of operation.

2. *Criteria Achievement* – explanation of the degree to which the project meets each of the five Exemplary Project criteria listed below. Be as specific as possible, using the questions that follow each criterion as a guide.

(a) *Goal Achievement*. The project must demonstrate overall effectiveness in the achievement of significant justice objectives.

(1) Has the project contributed significantly to the reduction of a specific crime or crimes, or produced measurable improvement in the operations and quality of the criminal justice system?

Note: To respond to this criterion, please list each project goal. Under each, cite what you consider to be appropriate evaluation measures. Then describe what evidence actually exists to support your achievement in this area, for example:

Goal: Reduce the number of actual robberies.

Measures: Number of robberies reported to the police. Number of robberies reported in a victimization survey.

Outcomes: A 12 percent reduction in the number of robberies reported to the police and an 8 percent reduction in the robbery victimization rate for the one-year period following program implementation.

(2) To your knowledge has the project been generally more successful than other projects which address the same problem?

(b) *Replicability*. The project must be applicable and adaptable to jurisdictions other than the one in which it is operating.

(1) Does adequate documentation exist to permit a general understanding of the project's methodology and operations?

(2) Are there special features that appear principally responsible for the project's success, e.g., concept, methodology, administrative expertise, staff commitment? If superior administration and commitment are the chief factors, to what extent is the program likely to be replicable without these factors?

(3) What are the restrictions, if any, on size and type of community (e.g., urban vs. rural) for which the program would be appropriate?

(c) *Measurability*: The achievements of the project must be capable of being objectively measured.

(1) Is the project still in operation and has it been operating for a long enough time to test its utility? (e.g., at least one year)

(2) Has the project been evaluated? Please list all efforts, both prior and current, as well as those in the planning stages:

Evaluation Activity	Evaluator	Duration	Available Documents
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Prior
Current
Planned

Include a brief description of the evaluation methodology and findings.

(3) If there is no formal evaluation procedure, is there objective evidence that the program's goals are being achieved? If so, what is the evidence?

(d) *Efficiency*. The costs of the project must be reasonable.

(1) Is there evidence that the project has been cost beneficial, i.e., did the benefits derived from the project justify the expenditures of time, money, and manpower that went into it?

(2) Were other, cheaper, or more expensive projects considered as ways of addressing the problem?

(e) *Accessibility*. An outside group of validators must be able to examine the project in detail. If the project is designated exemplary, law enforcement and criminal justice personnel from other locales who may be interested in undertaking similar programs must be able to visit the project and to consult with responsible project staff.

(1) Is the agency agreeable to having the project submitted for evaluation, publicity, and visitation?

(2) Is it reasonably certain that the project will continue to exist so that evaluators may collect data; the project can be publicized; and the project can be visited by those who learn of it through the Exemplary Projects Program?

3. *Outstanding Features*—indication of the most impressive feature(s) of the project.

4. *Weaknesses*—frank statement of those areas of project operation that could be improved. (It is assumed that a project will not be recommended if there are critical program weaknesses.)

5. *Degree of Support*—indication of the degree of local support, e.g., criminal justice

officials, local government officials, citizen groups, the news media.

Attachment B—Budget Summary

This attachment should summarize the major expenditures incurred by the project during each year (calendar or fiscal) of its existence:

1. Operating Costs

(a) Salaries and Wages (including fringe benefits)

(b) Supplies

(c) Other Services and Charges

2. Capital Outlay

(a) Buildings and Land

(b) Improvements Other than Buildings

(c) Machinery and Equipment

It is not necessary to list every object of expenditure in each of the above categories. The total expenditures in each category during each year of existence and the major objects are sufficient, e.g.

Salaries and Wages	FY 80	FY 81
Project Director	\$22,500	\$23,000
Professional Staff	50,000	55,000
Secretary	12,000	13,000
Other	5,500	4,000
TOTALS	\$90,000	\$95,000

END