

**Program
Abstracts**

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on Criminal Justice

Research and Evaluation

ENHANCING POLICY AND PRACTICE

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Program Abstracts

Plenary Panel, Monday, 9:30 a.m. – 10:45 a.m.

School Violence: An Interdisciplinary Approach to Research-Based Policy

Community Board of Local Community, Organizational, and Institutional Leaders, Sheppard G. Kellam. How do we approach the problem of introducing new prevention programs with proven efficacy into the community so that they are accepted, seen as in keeping with its values, and taken up as part of the community's own institutions? This paper is about the partnerships that are required for research and for implementing prevention programs, particularly since they have much in common in regard to their necessary community and institutional base. Prevention research and prevention programming are both built within the cultural, social, and political structure of a defined population. From a public health perspective, their goal is to promote social adaptation and psychological and physical well being and to prevent social maladaptation and physical, mental, or behavioral disorder over the life course, not merely for the already ill, but for the total population of a community or institution.

The Community Board is a fundamental structure to accomplish this task. It has taken three variations in form over the course of our work. We describe these three different models, each of which was designed to fit the needs dictated by our analysis of the political structure required to carry out the prevention at that stage of work. The first model involved the support and intense involvement of community organizational leaders in Woodlawn, a poor African American community in Chicago's South Side, from 1963 to the present. The schools were not open to prevention programs or many interactions with parents at that time in the early 1960s. Access into classrooms for parents and the prevention program required a community board outside the schools that could negotiate mutual interests with school officials, parents, and community organizations. The second model consisted of the Baltimore Board of School Commissioners, superintendent, principals, and teachers, and through the schools has been reaching out to parents. Unlike Woodlawn, this phase was done when it was possible to involve all participants under the umbrella of the local elementary school. The prevention program was done within the classrooms and involved family partnerships with teachers around homework and behavior socialization of the children.

The third model broadened our base beyond the schools for our current periodic follow-up of the 2,311 now young adults who were the initial first grade participants in 41 classrooms in 19 elementary schools, and the 680 children now entering middle school who were participants in the second generation of Baltimore preventive trials done in 9 elementary schools, in 27 first grade classrooms. This phase of young adult follow-up moved beyond the schools and into the greater Baltimore area and beyond, thus requiring organizational and institutional leaders from the broader Baltimore area. Each model reflects the shared principles, but also the somewhat different political structure, required for different stages of prevention research and programming.

Research-Based Prevention of School Violence: A Developmental and Educational Perspective, Ron Prinz. Prevention of school violence is a much broader topic than the term violence suggests. From a developmental perspective, children in the early years of elementary

school may show early precursors that put them on a risk trajectory towards possible violence, but the precursor behaviors would not be accurately labeled with the term violence. So the issues of violence prevention in schools need to include a broader array of outcomes, including misconduct, aggression, truancy, academic failure, delinquency, and mental disorder, in addition to violence per se. Furthermore, the study of prevention science in relation to youth behavior at school is as much or more about understanding and changing social environments than it is about identifying or targeting individual youth.

Taking a developmental and educational perspective, this presentation focuses on how research has or might inform policy and practice in the prevention of school violence. Relevant domains include multiple contextual levels (community, neighborhood, school, classroom, peer group, family, individual youth), processes (socialization practices, attitudes, environmental contingencies), preventive intervention strategies, design and measurement considerations, and public policy trends. The prevention of school violence is discussed in terms of areas of advancement and promise, on the one hand; and challenges, obstacles, and underdeveloped areas on the other. Recommendations will be offered regarding ways in which prevention science, from a developmental and educational perspective, can further inform violence prevention in schools.

Violence Control in Schools: Survey Findings, Joseph F. Sheley. In the spring of 1996, survey data were collected from 48 school administrators throughout the U.S. concerning the problem of violence and measures to prevent and control violence in their institutions. The degree to which violence appeared to constitute a problem for the schools in question depended in great degree upon whether or not administrators were estimating level of danger on campus or were recounting incidents of violence among their students. The latter suggested the greater problem. Perception of drugs as a campus problem was highly related to the administrator's perception of violence as a problem and to the use of violence-limiting mechanisms on campus. Responses to the "violence problem" among schools were similar and generally not extreme. Most focused upon use of disciplinary codes and conflict-resolution programs. To a lesser extent, schools utilized various types of non-police monitors and police presence on campus. Very few schools employed video monitoring and ID checks at school entrances.

Concurrent Panels, Monday, 11:00 a.m. - 12:30 p.m.

Causes and Correlates of Juvenile Delinquency: Cross Site Analyses in Three Cities

The Co-occurrence of Persistent Problem Behavior, David Huizinga. This presentation examines the co-occurrence or overlap of persistent serious delinquency with persistent drug use, school, and mental health problems. With the exception of drug use, little is known about the overlap of these problems in general populations. The focus is on persistent delinquency and other problems, since these problem behaviors are often intermittent or transitory. The data reported are from the three projects of the Program of Research on the Causes and Correlates of Delinquency in Denver, Pittsburgh, and Rochester.

It will be described how having persistent drug, school, or mental health problems, especially when they occur in combination, is a reasonably strong risk factor for persistent

serious delinquency. However, it will also be noted that generalizations would be misleading, since almost one-half of the persistent serious delinquents do not have other persistent problems. Gender differences in the prevalence and overlap of persistent problem behavior will be described.

Behavioral Antecedents to Serious and Violent Offending: Joint Analyses from the Denver Youth Study, Pittsburgh Youth Study, and the Rochester Youth Development Study, Rolf Loeber and co-authors Evelyn Wei, Magda Stouthamer-Loeber, David Huizinga, and Terence P. Thornberry. The present study aims to replicate developmental pathways to serious and violent juvenile delinquency, as previously documented in the Pittsburgh Youth Study. Replication analysis was undertaken with longitudinal data on adolescent males from the two companion studies: the Denver Youth Survey and the Rochester Youth Development Study. Steps two and higher of the Overt and the Covert Pathways were assessed across studies (i.e., physical fighting and violence in the Overt Pathway, property damage, moderately serious delinquency and serious delinquency in the Covert Pathway). At each site, cumulative age of onset curves for steps in the pathways followed the expected pattern, with the less serious forms of problem behavior and delinquency occurring first, and the more serious forms of delinquency occurring last. The best fit for the Covert Pathway was before age 15, while the Overt Pathway had a better fit across the three sites. The distinction between persisters and experimenters improved the fit, as persisters who advanced to the most serious forms of delinquency tended to proceed through the hypothesized steps in the stipulated order. Persisters and experimenters were also compared on the proportion who entered a pathway at an earlier compared to a later step. The sites varied in the percentage of boys in the Overt and Covert Pathways, respectively. But the percentage of participants who persisted in the Overt and Covert Pathways jointly ranged from 21-35 percent. Implications of the findings are discussed for interventions and policy.

Risk Factors for Serious, Violent Offenders, Terence P. Thornberry. A great deal is known about risk factors for general delinquency. However, much less is known about risk factors for serious and violent delinquency, even though serious, violent delinquents are responsible for most acts of delinquency and constitute some of society's most troubled adolescents. Are the variables that place a youth at risk for becoming a serious, violent offender the same as those identified in previous studies for general delinquency, or are there unique precursors for these more serious offenders? This question is examined using data from three projects of the Program of Research on the Causes and Correlates of Delinquency—the Denver Youth Survey, the Pittsburgh Youth Study, and the Rochester Youth Development Study. Characteristics from a variety of domains measured during early adolescence are related to later involvement in delinquency and serious delinquency to identify whether there are similar or divergent pathways for these different offender types.

Measuring What Matters

Measuring Police Interactions with Neighborhoods, David E. Duffee. The Police Community Interaction Project (PCIP) has twin goals of (1) identifying the dimensions on which police and neighborhood interaction in community policing can be described and developing measures of the interaction processes and (2) presenting the reasons for and means of measuring those dimensions in a way that police and neighborhood practitioners will be able to use without external research assistance. PCIP is seeking to develop usable measures of police-community

interactions so that police and neighborhood groups can utilize these in planning and evaluating the process of implementation. Feasible measures may assist them to learn as they go and may assist others in learning from their experiences. The rationale for PCIP is that police and community research have made greater progress with measuring the context, inputs, and impacts of community policing than it has with measuring the extent and manner in which police and residents interact. Without measuring implementation processes at the interface of police and community, we cannot systematically connect goals and possible impacts. This presentation examines the origins of the police-community interaction dimensions and the progress in developing measures during the first year of the project.

Use of Computer-Aided Dispatch Data to Support Community Policing, Thomas McEwen. The application of computer-aided dispatch (CAD) data to support community policing is discussed in this presentation using three police departments as examples: New York City; San Diego, California; and Aurora, Colorado. The police departments have different approaches to policing that the research team has categorized under a four-dimensional model. Examples will be provided in the presentation on the use of CAD data for each dimension.

Measuring Crime Displacement and Diffusion, David Weisburd. Crime displacement and the related phenomenon of diffusion of crime control benefits has generally not been a primary subject of empirical study. Most evidence about displacement and diffusion comes as a byproduct of a study of something else (the direct effects of crime prevention strategies). This fact has hindered investigation of these phenomena, and has created important gaps in our understanding of the reliability of measures of displacement and diffusion. In our presentation, we report on a National Institute of Justice supported study that seeks to fill these gaps by focusing directly on displacement and diffusion rather than on main program effects. Specially, we brought intensive crime control efforts to three hot spots of crime (representing property, violent, and consensual offenses) and then used intensive data collection efforts (including ethnography, citizen surveys, official crime data, social observations, interviews, and physical observation).

Policing Research/Department Collaborations

Evaluations and Partnerships: Two Researcher-Practitioner Collaborations, Jeffrey A. Roth. This presentation will compare and contrast the researcher's perspectives on two ongoing collaborations between The Urban Institute and police organizations: a process evaluation of the restructuring of the Metropolitan Police Department of the District of Columbia and a locally initiated partnership with the Arlington (Virginia) County Police Department.

Maintaining Credibility in Research Partnerships, Wellford W. Wilms. In 1994, an interdisciplinary team from the University of California-Los Angeles (UCLA) and the University of Southern California (USC) began an action research study of the Los Angeles Police Department. In 1996, after the pilot phase, the National Institute of Justice decided to expand the study as a Locally Initiated Research Partnership.

The purpose is to study the department over time at all levels—from the chief to patrol—to determine how it responds to changing stresses in the environment. Our interest is to understand the organization, and also to act as mirrors and systematically feed back data.

Five operating principles guide the study:

- The study's aim is to provide real-time information to assist the department rather than an "evaluation" where information can be used to reward and punish individuals.
- The study is a long-term undertaking, which requires durable relationships on both sides (the department and the universities).
- Assurances of confidentiality are extended to all who participate.
- A modified "consensus" model guides the work. In other words, there must be agreement about the accuracy of data used as evidence. We also seek agreement on conclusions drawn, which is not the same as editorial control.
- There must be mutual value in the study for it to continue.

The researchers have enjoyed wide access to the department's inner workings. Personal relationships have proven invaluable in guiding the research and interpreting results. However, these new roles also create difficulties for the researchers if they are to maintain trusting relationships with the department and retain their own credibility. The difficulties include:

- Researchers sometimes find themselves privy to confidential information that could be damaging if divulged.
- Researchers are sometimes given information in hopes it will be used to strengthen one person's position over another.
- Individuals within the department sometimes leak information to the press in hopes it will be published.
- As the researchers become trusted outsiders there are pressures to redefine roles from being "mirrors" to consultants or mediators.

While the department insists on the researchers' rights to freely publish results, and the researchers are committed to seeking and reporting the "truth," close relationships between researchers and department officials exert subtle influences that could shape how data are reported.

Managing Sex Offenders in the Community

A Containment Approach for Managing Sex Offenders in the Community, Kim English. This presentation will discuss the findings from two national studies of sex offender management, funded by NIJ. The first study identified a containment approach for managing sex offenders in the community; the second study, nearly completed, focuses on the use of the polygraph in sex offender management. This presentation will emphasize findings from the current polygraph study and place these findings in the context of the larger containment approach research.

Sex Offender Risk Assessment, Lori Scott. Maricopa County Adult Probation has been working on a project analyzing the static and dynamic risk factors of 500 sex offenders placed on probation since January 1997. They are also analyzing the cases of all sex offenders who have committed a new sex offense since April of 1993. Since Arizona has lifetime probation, administrators will continue to follow these offenders to examine the specific variables that lead to re-offense and those that contribute to the offenders' success in remaining in the community. Initially, static variables such as prior criminal history, offense particulars, victim access, and age are documented. Following that, the use of the polygraph and collaboration with treatment providers allow the tracking of such dynamic factors as family support and relationships, environment, employment, level of denial, substance abuse, treatment progress, use of

pornography, characterological issues, motivation, and others. Cases in which offenders are successfully adjusting in these areas will be contrasted with those where offenders have committed either technical violations or new crimes.

Transfer of Juveniles to Criminal Court

Comparative Impact of Juvenile Versus Criminal Court Sanctions on Recidivism Among Adolescent Felony Offenders, Jo Dixon. This research will compare sanction certainty, sanction severity, and recidivism for adolescents (ages 15-16) charged in 1990-1991 in juvenile court with felony robbery, assault, and burglary in three northern New Jersey counties with identical youth in matched counties in southeastern New York state, whose cases originate in the criminal court. The results from this study will provide a quasi-experimental empirical test of the relative efficacy of judicial waiver and legislative offense exclusions as strategies to respond to serious juvenile offenders. Furthermore, the research will provide an empirical foundation for legislators attempting to formulate waiver policies.

Criminal Kids and Delinquent Kids: Update on the Florida Transfer Study, Lon M. Lanza-Kaduce and co-authors Donna Bishop, Charles Frazier, and Henry George White. Research on transfer of juvenile offenders to criminal courts has relied largely on automated data systems that provide an incomplete picture of transferred cases. Little is known about some potentially crucial features of offenses and offenders that may influence transfer decision making and differentiate transferred youths from those retained in the juvenile system (e.g., weapon use, extent of victim injury, offender under the influence of drugs/alcohol, gang involvement, number and nature of co-defendants). Many studies indicate that transfer practices do not effectively target the most serious offenders, but such conclusions may be premature given the lack of information about significant case details. Also, while studies suggest that transferred offenders may be more likely to recidivate than "matched" offenders retained in the juvenile system, they have not ruled out the hypothesis that differences in recidivism are attributable to unmeasured differences across groups that are linked to the risk of re-offending.

In this paper, we present initial findings from a study conducted in four judicial circuits in Florida from which we gathered detailed information from police and court records. Data were obtained for transferred youths and for a sample of youths retained in the juvenile system with whom they had been matched using the state's automated data system. We assess how serious the transfers are in the absolute and how they compare with their juvenile justice matches. We also consider whether matching based on automated data fields provides sufficiently equivalent comparison groups to support evaluation of the effects of transfer on recidivism.

Lessons from Four New Transfer Studies, Howard Snyder. Juvenile justice practitioners in three states agreed to collect a large set of commonly-defined data on juvenile transfer cases, including prior history information, the characteristics of the presenting offense (e.g., victim injury; weapon presence and use; and the youth's relative responsibility in the act), and subsequent recidivism. In Pennsylvania, the research studied the cases of all youth transferred to criminal court in 1986 and in 1994. In addition, the Pennsylvania study described the background of and the court's responses to all juveniles who fell under the state's new exclusion legislation. In South Carolina, the cases of all youth considered for transfer between 1985 and 1994 were studied. In Utah, the cases of all youth transferred to criminal court between 1988 and 1996 were assessed, including interview data from key decision makers to

understand more of the reasoning behind their choices. Each site's study addressed unique, and locally important, issues. This presentation will discuss findings from each study and an analysis of common patterns.

Transfer Reforms in Florida: Historical Review and Discussion of Policy Implications, Henry George "Skip" White. The formation and application of laws relating to the transfer of juvenile defendants to criminal court have generated considerable interest among legal and research scholars for more than three decades. Only in the last decade, however, has this issue become a major policy focus in state and federal legislatures. Just between 1992 and 1995, 41 states enacted provisions to facilitate the trial of juveniles in criminal courts (Sickmund, Snyder, Poe-Yamagata, 1995). And in the last two years, we have seen that two major federal bills (See H.R. 3 and S 10) have been designed to encourage states further in this reform direction.

Florida is relatively unique in that it began earlier and has moved further than most states in terms of criminalizing juvenile offenses and offenders. In a national legislative environment that now has a decidedly "get tough" orientation to juvenile crime, Florida's story provides an interesting as well as potentially useful policy analysis.

Florida's first departure from what had become the most generally accepted method of transfer (the judicial waiver hearing) occurred more than 20 years ago and was largely an inadvertent consequence of efforts to solve a problem with caseload pressures on both juvenile court judges and prosecutors. While Florida had provided for the automatic transfer of juveniles indicted for offenses punishable by death or life imprisonment as early as 1951, all other involuntary waivers were confined to juveniles charged with felonies and were executed completely at the discretion of juvenile court judges. This situation pertained until 1973, when a law was passed that allowed prosecutors to request a waiver for juveniles charged with either felonies or misdemeanors. This post-Gault action was apparently the first step in a long process of shifting authority for transfer decisions from juvenile court judges to prosecutors. A second step came in 1975, when the Florida legislature mandated that a state attorney file a motion for waiver in a new situation. Prosecutors were required to file a motion to waive any time a juvenile had been charged with one of several serious violent offenses (i.e., murder, rape, sexual battery, armed robbery and aggravated assault) and had been previously adjudicated for any one of these offenses.

The impact of this 1975 change in law was enormous. The number of juveniles transferred on an annual basis increased from 381 to 865. And thus begins a story of several changes in laws relating to transfer that have resulted in at least four clear effects. First, discretionary authority for determining the jurisdiction of juvenile cases has moved steadily away from juvenile court judges to prosecutors. Second, except for the last few years, the number and rate of juveniles transferred from juvenile to criminal court jurisdiction in Florida has increased dramatically. Now, more than 7000 Florida delinquency cases are transferred to criminal court each year. Third, prosecutorial waiver has essentially become the only method of transfer in Florida. In 1998, for example, fully 99 percent of all transfers were accomplished by prosecutorial direct file. Fourth, the juvenile justice system in Florida has undergone major change largely in response to the same concerns that generated support for transfer reforms. On the surface at least, and in structure and rhetoric, Florida's juvenile justice system is modeled very much like its criminal justice system.

The presentation will detail the legislative history of transfer provisions in Florida with an eye to the socio-legal context in which the reforms were enacted. It also will summarize the practical effects of these legal reforms in terms of rates of transfer, characteristics of transfers as

compared to non-transfers, and the outcomes of transferred cases in the criminal justice system. Policy implications for Florida are considered and discussed.

Restorative Justice Conferences

Attitudes Toward Crime and Punishment in Vermont, John Doble. In 1994, Doble Research, a New York-area consulting firm that explores public opinion about complex issues from a nonpartisan perspective, conducted “market research” for the Vermont Department of Corrections (DOC). A public opinion study was conducted in which a random sample of 400 Vermonters were asked about restorative justice and a new idea being considered by DOC, community-based reparative boards. That work found consensus-level support for developing a statewide network of reparative boards that would determine and oversee a non-incarcerative sentence for various nonviolent offenders.

Three years ago, DOC implemented the idea. In Vermont today, there are 44 reparative boards with over 300 members that have seen over 3,000 cases.

Beginning in the summer of 1998, and concluding in the winter of 1999, Doble Research conducted for NIJ a follow-up study using focus groups and a telephone survey of 600 randomly selected Vermonters. The goal was to gauge public awareness of the rep boards and people’s sense of the kinds of cases that should be referred to the rep boards, as well as opinions about other issues related to crime and corrections. The study found that Vermonters overwhelmingly endorse the use of reparative boards and are willing to send an array of nonviolent offenders to a board instead of to jail or prison. There is also consensus-level support among the public for more drug and alcohol treatment for offenders with substance abuse problems.

At the same time, the study found an alarming gap between what Vermonters believe should happen and what they think the criminal justice system actually does with some of the most serious, violent offenders. Also, Vermonters continue to give mixed assessments to the various components of the criminal justice system. The study explains how these more negative views coexist with, and are related to, the very positive feelings people have about the rep boards. Finally, the study included a series of interviews with a small number of judges, state’s attorneys, and public defenders, all of whom support the use of reparative boards, though sometimes with important qualifications.

Initial Assessment of a Restorative Justice Program for Juveniles in Indianapolis, Edmund F. McGarrell. Indianapolis has been the site of an experiment on the use of restorative justice conferences as an alternative response to juvenile offending. Phase one of the experiment focuses on young, first-time offenders. This presentation will cover the early findings from the implementation of a restorative justice program. A description of the development and implementation of the program will be presented, along with initial findings from observations of the conferences and interviews with participants. Lessons for other communities considering a restorative justice program will be discussed.

Restorative Policing: The Australian Experiment, Lawrence W. Sherman. In Australia, the criminal justice authorities are attempting a police-based restorative justice model based on diversionary conferencing. It is also sometimes known as “restorative community policing.” The procedure uses the conferencing in lieu of prosecution. More formal systems of justice place emphasis on (1) retribution and (2) restoration of the harm to individual, community, etc. The European systems, and the Australian one, have a longer history of using

restorative justice principles, which place less emphasis on retribution and more on restoration. This is not a new idea; it can be seen in the medieval idea of “weir geld,” a blood-money payment made to the family of a murdered victim. Capital punishment (or community lynching) would be classic instances of retributive justice.

A question that arises in connection with the Australian experiment in restorative community policing is, “What is the “community?” As a working definition, community is defined as a group of people who have face-name recognition, frequent communication, and a degree of emotional tie. Community policing in the United States has been arranged more geographically, but since the prevalence of the automobile, communities are less likely to be geographically based. While the police cannot turn a neighborhood into a community, they may be able to use existing communities to prevent repeat offending by mobilizing informal social controls. The quality of the sanctioning matters, not just the quantity of control.

Participants in the Canberra model include victims, offenders/co-offenders, family and friends of both victim and offender, representatives of the community, and a facilitator who has consulted with all involved. The goal is to put the offender’s crime behind him or her, to become the person “who doesn’t do that kind of thing.” The conferencing uses re-integrative shaming and tries to separate the criminal act from the self of the offender in order to allow a pay-back of the debt and reconciliation with the community. The offender describes the crime; the victim describes the effects of the crime. Family repercussions and necessary repair for the harm are generally discussed, and then a written agreement is signed. The model is used particularly in instances of youth violence, property offense, and drunken driving. Many benefits have been observed from the experiment. Victims have said they feel safer and receive more reparation/apology. For the offenders, reports indicate less anger, higher respect for the law, and closer relations to family. So far, the repeat offending statistics have varied with the type of offense.

Police Leadership for the 21st Century: What We Know and What We Don’t Know—Discussion Panel

Police Leadership for the 21st Century: What We Know and What We Don’t Know, Michael Ferrence, Jr., Edward A. Flynn, Sheldon F. Greenberg, and Jerome Needle. Those tasked to lead police agencies into the 21st century will do so in an environment dominated by global shifts in culture, technology, and information. Changing community expectations, workforce values, technological power, governmental arrangements, policing philosophies, and ethical standards are but a sample of the forces that must be understood and constructively managed by the current and incoming generation of chief executives. It is in this same environment that IACP’s first Leadership Conference was held. Carefully selected teams of nationally recognized and accomplished practitioners were brought together to examine the roles of the contemporary police executive, how those roles are changing, and how to successfully manage current and changing community and organizational environments to satisfy the objectives of the many and complex constituencies that must be served. The most salient observations and recommendations from the IACP Conference will be discussed at this session.

Concurrent Panels, Monday, 2:00 p.m. - 3:30 p.m.

Study Group on Very Young Offenders

School and Community Predictors and Prevention Approaches for Early Offending, Todd I. Herrenkohl. The presentation reviews current research on school and community risk factors and promising prevention programs for early offending. Two primary questions are addressed: (1) What is the role of schools and communities in the etiology of early offending? and (2) Have school and community programs shown success in preventing or reducing offending before age 13? Our review of etiological research found little information currently available about school domain that was supported empirically (low academic performance and weak bonds to school). Risk factors for early offending in the community domain have not been documented. More research addressing school and community risk factors is needed. Longitudinal studies are necessary to establish the relational ordering among risk factors and outcomes.

In contrast, research on program effectiveness has been quite strong. Promising programs in each of the following categories were identified: classroom-based programs, social competence promotion curricula, conflict resolution and violence prevention curricula, bullying prevention, after school recreation programs, mentoring programs, and school organization programs. Despite the lack of empirical research on risk and protective factors for early offending, effective programs do exist. Preventing early offending with well-designed, developmentally sensitive interventions in the elementary and middle school years is possible.

Juvenile Justice Systems' Processing of Very Young Offenders, James C. Howell. Several developments in the history of the juvenile justice system are outlined that help explain current processing of very young offenders. In particular, the influences of labeling theory and the federal requirement to de-institutionalize "status offenders" and dependent, neglected, and abused children have served to limit processing of very young offenders. Promising programs for these clients are examined against this backdrop. Suggestions are made for development of comprehensive, integrated programs.

The Problem of Very Young Offenders, Rolf Loeber. One of the recommendations of OJJDP's prior Study Group on Serious and Violent Juvenile Offenders (Loeber and Farrington, 1998) was the need to review developmental aspects, risk factors, and interventions for very young offenders who are more likely to become serious and chronic offenders. Subsequently, Rolf Loeber and David P. Farrington selected a panel of experts to become the Study Group on Very Young Offenders. Over the past one-and-a-half years, members of the study group have reviewed studies, analyzed existing data sets, and studied the key aspects of risk patterns and interventions pertaining to very young offenders. The proposed panel presents the Study Group's key findings and recommendations for researchers, practitioners, and policy makers.

Very Young Offenders in the Juvenile Justice System, Howard Synder. Juvenile justice practitioners in three states agreed to collect a large set of commonly defined data on juvenile transfer cases, including prior history information, the characteristics of the presenting offense (e.g., victim injury, weapon presence and use, and the youth's relative responsibility in the act), and subsequent recidivism. In Pennsylvania, the research studied the cases of all youth

transferred to criminal court in 1986 and in 1994. In addition, the Pennsylvania study described the background of and the court's responses to all juveniles who fell under the state's new exclusion legislation. In South Carolina, the cases of all youth considered for transfer between 1985 and 1994 were studied. In Utah, the cases of all youth transferred to criminal court between 1988 and 1996 were assessed, including interview data from key decision makers to understand more of the reasoning behind their choices. Each site's study addressed unique, and locally important, issues. This presentation will discuss findings from each study and provide an analysis of common patterns.

Experiments on Intervening in Domestic Violence: Collaborations for Rigorous Research

Problems Encountered by the Judiciary in Its Involvement with the Broward Random Assignment Domestic Violence Study, Geoffrey David Cohen. In a county of 1.4 million people and an ethnically diverse metropolitan area, Broward instituted Florida's second domestic violence court. The court featured an aggressive prosecution model in keeping with the state's aggressive domestic violence arrest law, two assigned judges who are sensitive and knowledgeable on domestic violence issues, procedures for both felony and misdemeanor offenses, a specialized prosecution unit, a specialized and separate misdemeanor probation unit, and batterer intervention counseling. Over a five-month period in 1997, male defendants placed on probation for a misdemeanor offense of battery were randomly assigned (even case numbers, 229 men) to enroll in and complete batterer intervention counseling. Misdemeanants with odd case numbers received regular probation, were not required to enroll in and complete this counseling, and constituted the control group for the study (174 men). Assignments were made without regard for criminal history, case particulars, or extent of injury to the victim.

The study model overcame numerous problems in implementing the experiment. Enthusiastic cooperation was won from successive county judges assigned to the domestic violence court. Cooperation and/or commitment were gained from the Trial Court Administrator, County Probation, the Public Defender, and providers of batterer intervention counseling. The Chief Judge authorized the participation in the experiment, and pro bono services of a prominent civil defense firm were received to defend the actions of the court. Adverse appellate decision did not affect the study. However, the model was not able to overcome opposition of the County Prosecutor, nor was the program able to effectively monitor and discover appellate filings, which resulted in failures to file answers or *amicus curiae* briefs.

Experiments on Intervening in Domestic Violence: The Need for Rigorous Research, Lynette Feder. The Broward experiment sought to rigorously test efficacy of court-mandated counseling in reducing future abuse amongst a group of men convicted of misdemeanor domestic violence. The study used a classical experimental design whereby all male defendants convicted of misdemeanor domestic violence in the Broward County Courthouse between May 1 and September 30, 1997 (N=447) were randomly assigned into either experimental (one year probation and six months court-mandated counseling) or control (one year probation only) conditions.

As difficult as the experiment was to implement, it proved even more difficult to run. The Prosecutor's Office was opposed to the random assignment and argued that withholding treatment for men in the control group amounted to placing their victims at greater risk. But this

statement reflected nothing more than an assumption that the formal and informal obstacles had to be surmounted in an effort to continue running the experiment.

The classical experimental design is the most rigorous research methodology that can be applied to test an intervention's efficacy. At its core is the random assignment of subjects to control and experimental conditions. In so doing, the researcher can be sure that the two groups were comparable prior to the intervention being tested. Therefore, any differences observed after applying the intervention are attributable to that intervention. This is the process used in the medical sciences when testing the efficacy of a medical intervention.

This research was possible only through the collaborative efforts of the domestic violence judges housed in the courthouse and the researcher from the local university.

Sacramento Domestic Violence Housing Unit Experiment: Implementation Issues, Bruce Taylor and Chris Martin. In 1995, a unique program for detained arrestees was developed in the Sacramento Sheriff's Department's Main Jail. The program was set up as an early intervention program to provide domestic violence (DV) and drug treatment/education for DV arrestees during their time of detention before going to court. The program is run from a special DV wing in the Sacramento jail, separate from the regular population of inmates.

Using a true experimental design, this study will evaluate the effects of the Sacramento program on reducing repeat violence. The research will randomly assign 600 batterers to either the batterer treatment wing of the jail or to a no-treatment control group in another wing of the jail. The objectives of the research will be to evaluate the effectiveness of this program against a no-treatment control group on reductions in domestic violence recidivism, use of non-violent conflict resolution skills, receptivity to long-term treatment, and drug and alcohol relapse measures. Interviews will be conducted with the victims and batterers shortly after the arrest, six months post-arrest, and twelve months post-arrest (victims only). Additionally, official police data on recidivism will be analyzed for up to two years post-arrest. This study will be a cooperative effort between the National Institute of Justice (NIJ), the Sacramento Sheriff's Department, and the Institute for Social Research (ISR) at California State University, Sacramento.

A number of implementation issues will be discussed: sampling, human subjects, budgetary considerations, and evaluation design decisions. The practical issues of balancing the need for rigorous research with the real-world constraints of a jail setting and human subject issues will be discussed.

Police Integrity

Correlates of Police Deviance in New York City: A Progress Report, James J. Fyfe. During 1975-96, more than 2,300 officers were dismissed or forced to resign from the New York City Police Department. The pre-employment and career histories of these officers and a matched random sample of their recruit school classmates have been collected and are now being entered into a computer data set for comparison on a variety of dimensions. This presentation discusses the methodology of this study, along with some findings that are apparent in the data currently available. These should be considered preliminary and subject to revision following compilation and analysis of the complete data set.

Measuring Police Integrity, Carl B. Klockars. Police integrity, the normative inclination among police to resist temptations to abuse the rights and privileges of their office,

has among its most distinctive characteristics a receptivity to measurement that is not characteristic of corruption, brutality, or other forms of police misconduct. We have developed survey instruments that measure integrity at the same time they answer five questions that are fundamental to an organizational/occupational culture (as opposed to an individual) approach to understanding police integrity. They are best expressed in terms of what a police administrator ought to know about his or her officers: (1) Do they know the rules? (2) Do they support the rules? (3) Do they understand the disciplinary threat for violation? (4) Do they think the rules are fair? and (5) Are they willing to report violations?

Our early research with more than 3,000 U.S. police officers on this topic focused almost exclusively on police corruption—*for gain* temptations to abuse their office. Our subsequent research with more than 2,000 U.S. police officers has permitted us to broaden the categories of temptation from corruption to those which invite excessive force and discourtesy to citizens. This subsequent research has also permitted us to verify the reliability of our earlier measurements and assessments.

Early Warning Systems: Purposes, Program Elements, and Outcomes, Samuel Walker, Geoffrey P. Alpert, and co-author Dennis Jay Kenney. This presentation offers the preliminary findings of a national evaluation of police early warning (EW) systems. EW systems are administrative procedures designed to identify police officers whose performance is problematic and to provide some informal intervention (as opposed to discipline) designed to correct the identified problems. The paper describes the prevalence of EW systems, recent growth trends, and the dominant program elements. It also includes the investigators' observations on the key elements necessary for a successful EW system. Final analysis of the data on case outcomes from the three sites in the study is not complete at this time.

Community Corrections

Case Classification and Assessment in Probation and Parole: Preliminary Findings from a National Survey, Edward J. Latessa. This presentation will discuss the results of a national survey on case classification and assessment. All probation and parole agencies in the United States were asked numerous questions regarding their current case classification process. Findings will cover what assessment tools are being used, as well as how they are being used. Finally, the presentation will include probation and parole opinions about the importance of case classification in general and their satisfaction with their case classification process.

Profiling Inmates in the Los Angeles County Jail: Risks, Recidivism, and Release Options, Susan Turner. The National Institute of Justice recently developed a program to fund collaborative research projects between researcher and criminal justice organizations. In 1996, RAND received one of these grants to assist Los Angeles County Probation and Sheriff's Departments to profile the jail population and release programs for pretrial offenders. RAND researchers selected a sample of 1,000 jailed inmates serving time pretrial and examined the nature of offenses for which they were charged, the amount of time they spent in jail awaiting their sentences, dispositions of their sentences, and subsequent contacts with the justice system. Results helped county planning efforts to match offenders with pretrial release options that best protect the community and work within county resources.

Classifying Pretrial Detainees for Strategic Programming, Douglas Young. Spurred in part by increased federal support, states and localities continue to implement treatment programs in prison and jail settings for inmates with drug problems. Most comprehensive prison- and jail-based treatment models are of a set length and limited to sentenced inmates; and admission is often pegged to the inmate's anticipated release date, so that any gains from treatment can be realized in the community after release. Large urban jail systems, however, are often crowded with pretrial detainees who could also benefit from treatment. New York City has established over 1,500 treatment beds on Rikers Island for a population composed of about 11,000 detainees and 5,000 sentenced inmates. This paper describes a collaborative project undertaken by Vera and the New York City Department of Corrections to improve the effectiveness of treatment for detainees by statistically modeling their length of stay and sentence outcome. Data on a large cohort of recently released detainees will be analyzed to distinguish groups with different jail durations and dispositions. The predictive model generated from these analyses will be used to identify newly-admitted detainees for specialized treatment modules that will be designed and implemented by Corrections' Substance Abuse Intervention Division. The potential benefits of these predictive models for managing detainees and providing other program services for them will also be discussed.

Health Care in Corrections

Correctional Health Is Public Health: New Approaches to STD Control in Correctional Settings, Susan Blank. The importance of correctional settings in protecting the general public's health against sexually transmitted diseases (STDs) has been under-recognized. Both adults and juveniles engage in the behaviors that rapidly amplify STD in a community. The increasing number of persons in correctional facilities and decreasing inmate stays represent a growing pool of persons at risk for STDs and their sequelae, and are potential sources of infection for other inmates and, once released, other community members.

Correctional health resources may not address STD service provisions for inmates. Recently established partnerships between health departments and correctional health services have introduced or improved the efficacy of STD services in this setting. This presentation will include an overview of a successful and cost-effective approach to enabling the rapid diagnosis and treatment of syphilis during the intake process in the New York City women's jail, and will describe its contribution to steeply declining citywide syphilis rates.

Health Status of Soon-to-be-Released Inmates, Robert B. Greifinger. This presentation is a status report on a project that is using expert panels and scholarly research to make public policy recommendations on how to seize public health opportunities in soon-to-be-released inmates. The expert panels cover the areas of communicable disease, mental illness, and chronic disease. Currently, the project is drafting recommendations that will be presented in a report to the Congress late in 1999. Data will be presented from projection models estimating the burden of illness in inmates, and there will be discussion of evolving recommendations.

ADAM HIV Addendum Pilot Study: Assessing HIV Testing Patterns, Access to Care, and Risk Behaviors of an Arrestee Population, Amy Lansky. HIV seroprevalence is higher among prisoners than the general population. Unlinked HIV surveys conducted in 1988-1992 among persons entering correctional facilities in 20 different geographical areas revealed seroprevalence ranging from less than 1 percent to 25 percent, which is considerably higher than

estimates of HIV prevalence in the U.S. general population (0.3%). HIV-related studies have focused on incarcerated populations, especially in state and federal prisons; however, data is sparse from persons arrested (a large proportion of whom are arrested for drug-related offenses) but not necessarily incarcerated. The period of detention is a window of opportunity to obtain more detailed information on HIV-related risk behaviors in this population.

The Arrestee Drug Abuse Monitoring (ADAM) program offers the infrastructure to collect behavioral data on a population at high risk for HIV infection. The purpose of the HIV addendum pilot study is to obtain information on HIV risk behaviors, such as unprotected sex and needle sharing; history of testing and care for HIV, other sexually transmitted diseases, hepatitis, and tuberculosis; and exposure to HIV prevention messages. Several ADAM sites have agreed to participate in a pilot study of the HIV addendum. Data for ADAM are collected on a quarterly basis, for a period of about 14 consecutive evenings. Persons who are at least 18 years of age who have been arrested within the previous 48 hours and are being detained at one of the ADAM booking facilities during the interview period are considered eligible. The HIV addendum to the ADAM instrument will be administered during one quarter of 1999. The information gained from the pilot study can be used to design specific interventions to improve testing, direct referrals for services, and create targeted HIV prevention programs for this population.

Research to Practice: Addressing Nuisance Properties in Distressed Areas

Role of Non-Governmental Legal Organizations and Law Schools in Building Community Capacity in Baltimore, Maryland, Brenda Bratton Blom. Informed by a co-production model for community and economic development in Baltimore, Maryland, both non-governmental legal organizations and law schools are actively involved in providing technical and legal services to community based organizations. To create a new independence and interdependence, community organizations and governmental offices are forging working relationships that include both community and government as partners in solving issues that directly impact quality of life. By examining both the successes and failures of these new relationships, we can draw lessons for future co-productive activity.

Addressing Nuisance Properties in San Jose, Maria De Leon. The City of San Jose's Weed and Seed and Project Crackdown programs have been very successful in dealing with problem properties. Experiences have included working closely and developing partnerships with property owners, property managers, and residents in neighborhood clean-ups; conducting training and community improvement projects; enforcing gang abatements; and filing City lawsuits against uncooperative and absentee property owners. This presentation will focus on the City of San Jose's successes and challenges in addressing nuisance properties.

Police and Community-based Civil Remedies for Crime and Nuisance Problems: Contrasting Approaches from Oakland, California, Jan Roehl. Two approaches for applying civil remedies to location-specific crime, drug, and nuisance problems have been developed and tested in Oakland, California. One is the approach of the Beat Health Unit of the Oakland Police Department, in which civil remedies (code enforcement, eviction, landlord training, etc.) are applied by multi-agency teams led by police officers to mitigate location-specific crime and disorder problems throughout the city. The second is Safe Streets Now! This is a community-based approach in which neighborhood residents are trained to resolve building-specific

problems by documenting the problem, demanding action from the property owner, and suing the owner in small claims court if no satisfactory action is forthcoming.

Civil remedy approaches such as Beat Health and Safe Streets Now! have roots in the theories of situational crime prevention (Clarke, 1992), routine activities (Felson, 1994), rational choice (Cornish and Clarke, 1996), and deterrence (Paternoster, 1987). An experimental study, which was funded by the National Institute of Justice (NIJ) and completed in 1998, found that the Beat Health approach led to cleaner properties, more legitimate use of the street, a reduction in illicit and uncivil public behavior, and fewer drug-related calls for services. These results will be briefly presented. A national evaluation of Safe Streets Now!, also funded by NIJ, is in progress. The evaluation will assess the impact of (1) applying the approach to local neighborhood problems, and (2) replicating the approach in new cities by training trainers. The results of a survey of existing Safe Streets Now! programs will be presented; case studies and local impact studies are in progress.

Workshop: Frugal Evaluation for Justice Policy Decisions

Frugal Evaluation for Justice Policy Decisions, Michael G. Maxfield and Roger Przybylski. Under the 1994 crime bill, a wide variety of justice agencies have tried to incorporate evaluation into policy decisions. But many agencies and groups have been frustrated in their attempts to develop useful evaluations at a reasonable cost. It is often erroneously believed that expert consultants or academics must be enlisted to produce quality evaluation. Even in such cases, decision makers are sometimes disappointed in trying to utilize results. This workshop will outline a frugal approach to evaluation, an approach based on what is coming to be known as "scientific realism." Under this model, policy problems are rigorously studied in natural settings, usually on a small scale. Scientific realism does not depend on complex experiments or costly evaluation designs to produce useful information for policy decisions. Workshop leaders will introduce this approach and describe how it squares nicely with growing interest in policy research partnerships. Leaders will emphasize how to disseminate evaluation results that can be used in justice decision making. Discussion will center on ways to promote the use of frugal techniques rooted in scientific realism, and how to increase the utilization of evaluation results.

Concurrent Panels, Monday, 3:45 p.m. - 5:15 p.m.

Understanding Violence Against Women in the Broader Context through Surveys

STOP Projects Reaching Underserved Communities, Martha R. Burt. Some STOP-funded projects are making a difference for women from historically underserved communities, but more needs to be done.

Of the 171 subgrantees in the Subgrants Overview Survey, 96 percent report that a community designated by the VAWA legislation as historically underserved comprises at least 20 percent of the population in their service jurisdiction. Of these, 70 percent of the jurisdictions include rural women, 21 percent include women of Hispanic origin, 19 percent include African-American women, 7 percent include Native American women, and 3 percent include Asian-American women. Sixty-one percent of subgrantees report engaging in specific efforts to reach out to and identify underserved women. In addition, 20 percent of the subgrantees actually make

special efforts to treat women from underserved communities in ways that are unique and different from the way they treat the main population.

Participants in the Underserved Survey offered more detailed descriptions of these special efforts, which might include increased cultural sensitivity as a result of training, language proficiency, staff who are members of the underserved community, more accessible agency location (e.g., satellite offices), and/or materials created especially by and for the community being served. Agencies reporting these special efforts include law enforcement, prosecution, and victim services agencies, as well as some agencies serving particular minority communities (e.g., an Hispanic Cultural Center). Respondents also described lessons learned, including more and less successful approaches to reaching women in historically underserved communities.

Extent and Nature of Intimate Partner Violence: Findings from the National Violence Against Women Survey, Patricia Tjaden. This presentation summarizes results of a nationally representative telephone survey that queried 8,000 women and 8,000 men about their experiences as victims of intimate partner violence. The survey was conducted from November 1995 to May 1996 by interviewers at Schulman, Ronca, and Bucuvalas, Inc., using an interview format designed by the presenter. Analysis of the survey data produced the following major findings:

(1) Women report more intimate partner violence than do men. The study showed that 24.8 percent of surveyed women and 7.6 percent of surveyed men said they were raped and/or physically assaulted by a current or former intimate partner at some time in their life; and 1.8 percent of surveyed women and 1.1 percent of surveyed men said they were raped and/or physically assaulted by such a partner in the previous 12 months. Thus, about 1.5 million women and 835,000 men are raped and/or physically assaulted by an intimate partner annually in the United States. Because many victims are victimized more than once, the number of intimate partner victimizations exceeds the number of intimate partner victims annually. Thus, an estimated 4.9 million intimate partner rapes and physical assaults are perpetrated against U.S. women annually, while an estimated 2.9 million rapes and physical assaults are perpetrated against U.S. men annually. The survey also found that 4.8 percent of surveyed women and 0.6 percent of surveyed men said they were stalked by an intimate partner at some time in their lifetime; while 0.5 percent of surveyed women and 0.2 percent of surveyed men said they were stalked by an intimate partner in the previous 12 months. Thus, about 500,000 women and 185,000 men are stalked by an intimate partner annually in the United States.

(2) Women experience more chronic and injurious assaults at the hands of intimate partners than do men. Women averaged 6.9 physical assaults by the same partner, while men averaged 4.4 assaults; and 41.5 percent of the women, compared with 19.9 percent of the men, who were physically assaulted by an intimate partner as an adult were injured during their most recent assault.

(3) America's medical community treats millions of intimate partner rapes and physical assaults annually. Of the estimated 7.8 million rapes and physical assaults perpetrated against women and men by intimate partners each year, approximately 2.6 million result in an injury to the victim, while 695,456 result in some type of medical treatment to the victim. Because many intimate partner victims receive multiple forms of care (e.g., ambulance services, emergency room care, and physical therapy) and multiple treatments (e.g., several days in the hospital) for the same victimization, medical personnel in the United States treat literally millions of intimate partner rape and physical assault victimizations annually.

Policing Program Evaluations

Impacts of Policing in New York City as Reported by ADAM Arrestees, Andrew Lang Golub. The New York City Police Department (NYPD) is a leader in terms of the size of the crime and drug problems it faces, its professionalism, its use of innovative strategies and techniques, and its routine use of computerized information to aid in continual improvement of policing strategies. This pilot project was funded under NIJ's "measuring what matters in policing" initiative. NDRI is developing, pilot testing, validating a supplementary questionnaire on routine behaviors for use with the Arrestee Drug Abuse Monitoring (ADAM) program. This questionnaire examines trends in the social processes and norms of behavior that lead to crime and disorder. The results will provide NYPD with medium-term feedback about the impact of their initiatives on drug sales, drug use, other serious crimes, quality-of-life offenses, diffusion of benefits, displacement effects, and offender mobility. As a pilot study, numerous validation analyses are planned to identify the extent to which arrestees will honestly disclose detailed information and the extent to which these responses are representative of the broader population of offenders. Data collection in New York City will start soon. Upon successful development, the instrument will be made available for adaptation by other ADAM locations nationwide.

Findings from the National Evaluation of the COPS Program. Jeffrey A. Roth and Joseph F. Ryan. After reviewing supplemental products of the national process evaluation of the COPS program, we will present recent evaluation findings. Topics covered will be selected from the following: expected retention of COPS-funded officers, progress in implementing MORE-funded technology, projections of COPS contributions to sworn force levels, program effects on adoption of community policing tactics, and relationships between COPS funding and organizational innovation

Intermediate Sanctions, Sentencing Guidelines, and Other Issues Pertaining to the Implementation of Truth in Sentencing

Evaluation of North Carolina's Structured Sentencing Law, James J. Collins and co-author Donna M. Spencer. Effective on October 1, 1994, the State of North Carolina implemented a new structured sentencing law. Anyone committing an offense on or after that date became subject to prosecution and sentencing under the new law. The purposes of the new law were to increase the effectiveness of the sanctioning process to enhance public safety, to improve consistency and fairness for offenders, to promote truth in sentencing, and to make more efficient use of the state's prosecution, adjudication, and correctional resources.

The study we report on in this presentation will help build knowledge of the effects of sentencing reforms by looking at the effects of structured sentencing on multiple aspects of the adjudication and corrections process in North Carolina. The study used multiple quantitative and qualitative techniques to examine the effects of the new sentencing law on charging, dismissals, plea negotiations, jury trials, adjudication time, and commission of institutional infractions while incarcerated. The study included three major components: (1) analysis of court data accumulated by the North Carolina Administrative Office of the Courts (AOC), (2) analysis of prison infractions data accumulated by the North Carolina Department of Correction (DOC), and (3) interviews with judges, prosecutors, defense attorneys, and clerks from three judicial districts.

Using data from the AOC, we examined the number and type of charges, dismissal rates, three indicators of plea negotiations, jury trial rates, and adjudication time. Cross-tabulations were generated to compare selected prestructured sentencing and structured sentencing defendants. Main findings from semistructured interviews with court personnel were used in the interpretation of our AOC findings. Although no major differences were observed among the structured sentencing defendants, several modest but consistent changes were observed among the structured sentencing defendants: an increase in the number of charges per defendant among misdemeanor defendants, an increase in the percentage of defendant episodes resulting in a dismissal, an apparent increase in plea negotiations, and an increase in the median time required to adjudicate defendants. Responses from our interviews with court personnel varied, but overall, respondents' perceptions were similar to the findings from our analysis of AOC data. Respondents did not report major changes in the system resulting from the implementation of structured sentencing.

This study also compared overall involvement in infractions of inmates sentenced before structured sentencing and those sentenced under structured sentencing, and in five infraction categories (assault, drug/alcohol, profanity/disobedience, work absence, money/property offenses). Poisson regression analyses, which were conducted separately for males and females and which included numerous control variables, showed that both males and females sentenced under structured sentencing had a higher total infraction rate than those sentenced before structured sentencing. Both genders had higher assault infraction rates, and rates were higher for structured sentencing inmates in most rule violation categories. Many of the control variables were significantly associated with involvement in infractions, allowing the creation of profiles of inmates with high risks of committing infractions. Possibilities for correctional administrators to modify their practices to affect inmates' behavior while incarcerated are discussed.

The Impact of the "No Early Release Act" in New Jersey: Preliminary Findings, Candace McCoy and Patrick McManimon, Jr. In 1997, New Jersey passed a "No Early Release Act" mandating that convicted felons serve 85 percent of sentences imposed, which nearly abolished parole for serious offenders. This legislation followed the federal "Violent Offender/Truth in Sentencing" model outlined in the 1994 Crime Act, including expectations that federal money would eventually help pay for new prison facilities in New Jersey. We have studied the effect of this legislation on prosecutorial practices and sentencing. Based on prior literature about the effect of mandatory sentencing on courtroom workgroups, we hypothesized that average sentences imposed under the new law would be roughly equivalent to sentences served prior to passage of the No Early Release Act. However, we found that the "going rate" has *not* been maintained. Average sentences imposed in all offense categories covered by the Act have become significantly more severe, even beyond what the Act could be read to require. Based on surveys and interviews of prosecutors across the state, we explain the conditions under which sentencing homeostasis becomes disrupted. These conditions are legal (the sentencing structure in New Jersey), organizational (how prosecutors are supervised), and professional (how prosecutors and judges regard their options and discretionary powers when a law aimed primarily at limiting discretion in parole is passed).

Investigating the Sentencing Decisions: Length of Incarceration and Severity of Community-based Sanctions, Charles W. Ostrom and co-author Brian J. Ostrom. The purpose of this NIJ-funded project is to develop a rationale and methodology for the integration of intermediate sanctions into sentencing guidelines. We contend that such integration requires

the creation of a continuum that orders the intermediate sanctions on the basis of one or more fundamental common features. To create such a continuum, it is necessary to first understand the judicial decision making process within which intermediate sanctions are applied. The goal is to build a continuum of sanctions that has face validity with those practitioners that will be asked to incorporate it into the guideline system.

This research begins with a three-stage view of the juridical sentencing process: (1) the decision concerning the “location” of the sentence (i.e., prison or in the community); (2) for those offenders who receive a prison sentence—the decision concerning the severity of the community sanction. We next develop a new approach to conceptualize and measure the severity of the prison and community-based sanctions (i.e., the dependent variables). We show that how sentencing outcomes are measured has important implications for statistical analysis as well as for the design and evaluation of sentencing policy.

Any measurement strategy must take into account the behavioral complexity facing judges during the sentencing—punishment, rehabilitation, restoration, prevention, and deterrence. We offer a strategy to accommodate this behavioral complexity in a model of the juridical decision making process. We then discuss the initial results of our model based on a study of sentencing in Michigan in 1995. With respect to the prison severity variable, we show that the use of months/years of incarceration has serious limitations as a measure of prison severity. In place of months/years, we introduce the concept of the “sentencing unit.” With respect to the severity of intermediate sanctions, we offer a preliminary coding scheme and results analyzing community-based sentences in two Michigan counties. We will provide a theory-based rationale for the coding scheme using the competing value approach from organizational theory.

We conclude with a discussion of our research plan for completing the measurement of community-based sanctions as well as the econometric estimation for the full model of sentencing.

Building Collaborations for Research and Evaluation

The Consortium: A Tri-State Collaboration for Applied Criminal Justice Research and Evaluation, Theimann H. Ackerson. The Northern New England Consortium for the Study of Prevention and the Control of Crime is an association of Byrne Grant Administrators, Departments of Correction, and Land Grant Universities in the states of Maine, New Hampshire, and Vermont. The consortium is based at the University of New Hampshire (UNH) in Durham and is focused on providing applied research and evaluation resources for the three member states. The consortium office with computer workstations and social science software is located in Thompson Hall on the UNH campus and is staffed with a full-time program assistant. Since January 1999, this collaboration has received funding from NIJ for two grants, a process evaluation of the New Hampshire RSAT program and an evaluation of drug testing in the community. It has also received state Byrne formula funds to evaluate the school resource officer programs in New Hampshire schools.

Building Evaluation Partnerships: Four Program Evaluations Conducted by the Delaware Criminal Justice Council, Arthur H. Garrison. The Delaware Criminal Justice Council in coordination and partnership with the University of Delaware School of Urban Affairs and Public Policy conducted four evaluations on four programs funded with Byrne Memorial grant funds.

The Kent County Community Justice Center instituted a victim/offender mediation program for nonviolent offenses. The program produced a 93.6 percent (adult) and a 100 percent (juvenile) offender mediated settlement compliance rate.

Operation Safe Streets is a joint probation enforcement program involving the Wilmington Police Department; Delaware State Department of Corrections, Office of Probation and Parole; and Department of Youth Rehabilitative Services. Operation Safe Streets is modeled after the Operation Nite Lite program in Boston. The evaluation reviewed the design, implementation, and outcome of the first four months of operation in 1997. During the implementation of Operation Safe Streets, there was a 70.6 percent reduction of shootings in the City of Wilmington between June and September 1997, and a 4.7 percent decrease in the number of shootings compared to the same period in 1996.

The SODAT Community Court is a juvenile justice diversion program in which youth who have been arrested or received a citation for nonviolent offenses have their cases heard before a panel of community residents rather than Family Court. The panel decides appropriate sanctions for the youths, and if they complete the sanctions, the case in Family Court is dropped. The program had a 96 percent compliance rate.

The SODAT SNAP Program is a heroin addiction treatment program that involves the use of naltrexone. The evaluation is expected to be complete in June 1999. Results will be presented in July.

The evaluations have included partnerships with the University of Delaware, School of Urban Affairs and Public Policy; SODAT, Inc.; the Kent County Community Justice Center; the Wilmington Police Department; the Delaware Department of Corrections; the Delaware Department of Youth Rehabilitative Services; the Delaware State Police; and the Delaware Justice Department. The presentation will focus on how the partnerships for these evaluations were developed and maintained, as well as the results of the evaluations.

Evaluation of the Locally Initiated Research Partnership Program, Thomas McEwen. For the past three years, the National Institute of Justice and the Office of Community Oriented Policing Services (COPS) have been sponsoring the Locally Initiated Research Program. A total of 43 grants have been awarded, with each grant a partnership between police departments and university/research organizations. In this presentation, results from the partnerships will be discussed, along with factors that contribute to successful partnerships. An action research model will be presented as a practical approach for how police and researchers can work together successfully.

Community Prosecution I: The Work of Line Attorneys

Emerging Experiments in Community Prosecution, Barbara Boland. Community prosecution is a reform effort that is being driven by local political processes. Initiatives proceed step by step as local district attorneys attempt to respond to citizen complaints about specific concrete problems in particular neighborhoods (i.e., geographic locations). The problems themselves are to a significant degree related to the drug trade. Underlying behaviors are different from the behaviors that generated crime rates 10 to 15 years ago; and the form they take is dynamic and constantly changing. The attorneys who do this do not have precise ideas in advance about the interventions that are needed. Tactics and strategies emerge as they work with residents and police in particular neighborhoods and gain first-hand understanding of the underlying behaviors. In high crime neighborhoods, crime and order problems involve a host of

interconnected behaviors and situational circumstances. The most serious and difficult problems typically require multiple tactics, coordination among multiple actors, and long-term, sustained, and adaptive effort. Over time as work proceeds, problem by problem and neighborhood by neighborhood, successful tactics and strategies build organizational capacity, which ultimately begins to change the way the entire organization responds to neighborhood crime.

Community prosecution is, in short, an ongoing process of organizational change driven by grass roots citizen demand, not the implementation of stand-alone programmatic initiatives based on prior research or academic thinking. To structure research questions from the latter perspective is too narrow and risks missing the innovation.

At this point, the essence of the emerging reform is a change in the institutional relationship between (at least some of) the front line operatives in the prosecutors office (i.e., attorneys), neighborhood citizens, and police. This is happening because the current arrangement (victims call police and police take only arrest cases to attorneys for review) cannot address the type of crime citizens are complaining about. Some of what people complain about is not new (conventional disorder), but a lot of it is (serious disorder and drug dealing). Unlike the street robberies and burglaries that characterized the street crime problem of the 1960s and 1970s, drug and disorder crimes involve patterned continuing behavior rather than discrete isolated incidents. Victims are not typically individuals but neighborhoods or other geographic locations like business districts; and with the exception of drug- and gang-related violence, seriousness more often derives from the collective nature of the activity than the seriousness of specific incidents. To address this, the legal tasks performed by front line operatives need to change, and existing organizational structures need to adapt to support the accomplishment of new or redefined tasks.

Drug-Free Zones and the Role of the Neighborhood District Attorney in Solving Quality of Life Problems, James Hayden. Drug free zones were created in Portland, Oregon, in 1992, as a response to business owners in the Oldtown district complaining of constant street-level drug dealing, particularly by dealers who had been released from jail while pending trial.

The concept of the zones is simple: once a person has been arrested for a drug offense in one of the zones, he/she is then excluded for 90 days (one year if convicted). If the person returns to the zone during that period, he/she is subject to immediate arrest for criminal trespass. The zones are geographic areas of the city where the number of drug arrests is significantly higher than other areas of the same size. The zones have been working. In Washington Park, marijuana dealing was eradicated. In Oldtown, drug arrests declined and then spiked during federally-funded drug enforcement missions. In the residential areas, the results have been dramatic; substantial declines in drug arrests have occurred in the zones at a time when drug arrests in the rest of the city have increased.

The role of the neighborhood DA has been crucial throughout. It was the neighborhood DA who initially reacted to citizens complaints of the prematurely released drug dealers and advised citizens and law enforcement that the best course of action was to create drug free zones as opposed to requesting that the courts enforce release conditions on drug defendants. The neighborhood DA also made sure the creation of the drug free zones was a collaboration of affected business owners and law enforcement. Currently the neighborhood DA in the residential areas of the city has taken similar complaints from neighbors and used them as a catalyst to create more drug free zones.

The role of the neighborhood DA in creating and implementing drug free zones is typical of how neighborhood DAs often work; they discuss quality-of-life problems with the

community, engage in the discussion others who can help solve the problems, and then pursue implementation of a plan. While things do not always proceed in this order, the neighborhood DAs are usually instrumental in ensuring that all possible parties who can help resolve a community quality-of-life problem are at the table.

As a neighborhood DA, one leaves the security of the courtroom and control of one's workload to collaborate with a community that the DA is unable to control. The community prioritizes its own problems and never declines working on something because it cannot be solved beyond a reasonable doubt. Every community problem must somehow be resolved. By solving community problems, and thus improving the quality of life of neighbors, the neighborhood DA is compensated for his or her decision to operate outside the security of the courtroom.

Community Prosecution Section of the Fifth District in the District of Columbia,
Clifford T. Keenan. Many prosecutors, as jurisdictions' chief law enforcement officers, are coming to appreciate the need to be responsive to the communities they serve and are using some form of "community prosecution," a concept similar to community policing, which relies on partnerships and problem solving. In Washington, D.C., serious violent crime reached epidemic proportions in the late 1980s into the early 1990s, with the city called at one point "the Murder Capital" of the nation. Prosecutors realized that the drug trade, homicides, and other acts of violence were often connected to each other, but case processing still occurred in the traditional way, waiting for officers or detectives to make an arrest and then assigning the case to various sections to be handled (usually in a "stand alone" fashion). The case would typically be assigned to whatever prosecutor was available, without much regard to context of the offense, offender, or community in which the crime occurred.

U.S. Attorney (at that time) Eric Holder created a pilot project in June 1996 to benefit from geographically based prosecutions and keep his prosecutors in touch with the communities they serve. The Community Prosecution Section was developed and has brought a team of 17 Assistant U.S. Attorneys (AUSAs) to concentrate their efforts on the Metropolitan Police Department's Fifth District, one of the city's seven police districts and one of the more violent. Two AUSAs are community prosecutors assigned to the Fifth District Police Station to interact with the officers, give advice on investigations and warrants, do in-service training, and serve as liaisons with the community (gathering citizen complaints and seeking to address them through the responsible city agency, such as Public Works or Housing). The other 15 AUSAs are assigned to specific Patrol Service Areas (PSAs) and handle specific cases and investigations arising there.

Three principal benefits arise from limiting a prosecutor's area of responsibility to a geographic area. First, the prosecutor learns more about the people and problems within that area and can "prosecute smarter." They make better decisions from the outset about persons and cases to prosecute because they have better information about the problem offenders and area problems. Awareness of *all* significant crime in an area gives perspectives that traditional prosecutors do not have. Also, the working relationship with the police and the community benefit tremendously, both in terms of communication flow and quality of information. There is a better understanding of the role of the prosecutor relative to the criminal justice system. Finally, prosecutors become far more involved in problem solving for less serious matters in the community. This aspect uses the prosecutor as a catalyst for prompt, effective action by municipal agencies to improve quality of life and well-being among citizens; and it contributes to reduction in serious crime. While it is difficult to measure the success of the Fifth District

Community Prosecution Section Pilot Project (although the District's homicide rate is down about 40 percent this year when most other districts are seeing a rise in the homicide rate), U.S. Attorney Wilma Lewis has enough confidence in the District's positive experiences to expand the program to the remaining six police districts before the end of this year.

Victimization/Violence

Event Analysis of Violence and Avoided Violence, Julie Horney. Interviews were conducted with 700 newly incarcerated male prison inmates. A life-event calendar method was used to gather details on life circumstances for the 36 months prior to the arrest that led to the current incarceration. The calendar method was also used to locate in time and determine the frequency of three types of events: physical attacks, robberies, and incidents with a high risk for violence in which actual violence was avoided. Then, for as many as ten of each type of incident, narratives describing the incident were obtained and the details of the incident were coded.

This analysis focuses on factors that distinguish incidents of actual violence from incidents of avoided violence. The situational characteristics considered include the physical location, the number of people present, the personal relationships involved, the use of alcohol and drugs, the involvement of weapons, and the nature of disputes. Individuals are compared on the extent of their involvement in actual as opposed to avoided violence, and individual patterns for violence avoidance are examined.

Comparing Adult and Juvenile Homicides in Los Angeles, Cheryl Maxson. While considerable attention has been accorded to youth homicides, there have been few attempts to compare their characteristics to other types of homicides. This presentation reports the findings of one such effort. From 1993 to 1994 within the city of Los Angeles, 2,013 homicides occurred, of which 20 percent involved adolescent victims or suspects. Researchers examined law enforcement investigation files on a random sample of 281 juvenile-involved homicides occurring in the two largest jurisdictions within Los Angeles County (LAPD and LASD). Comparable data were extracted from a sample of 267 incidents without adolescents involved. Information was gathered on incident motives and circumstances, settings, weapons, alcohol and drug involvement, gang issues, and participant characteristics, as well as justice system processing variables.

Analysis revealed substantial differences in both incident and participant characteristics between the two types of homicides. Multivariate analysis results suggest that the most distinctive characteristics of adolescent homicides include gang member involvement (on suspect or victim side), multiple suspect participants, and the arrest of at least one suspect. Other homicides most often involve alcohol use on the day of the incident and participants who sell drugs. Supplemental analyses of the adolescent sample confirm prior studies that find gang homicides to be quite distinct from other adolescent homicides and reinforce firearms presence as a critical concern. Programs and policies attempting to reduce adolescent homicides in Los Angeles clearly must target gang members and firearms accessibility, carrying, and use.

Changing Patterns of Homicide and Social Policy in Three American Cities, Margaret A. Zahn. This study examines changes in homicide in Philadelphia, St. Louis and Phoenix during the 1980-1994 time period. A total of 10,655 homicide cases were examined. In addition to tracking changing patterns, the study examines neighborhood correlates of changes in types of

homicide, with special attention to the impact of changing manufacturing and retail bases in city tracts. Further, interviews with city leaders were used to suggest policies helpful in homicide reduction and prevention.

Consistent with other studies, this study found that the three cities varied substantially in the volume of homicide through time. The city highest in homicide (St. Louis) stayed in that position throughout the 15-year period, as did the lowest (Phoenix). The cities varied also in the types of homicide that were more prevalent. Drug-related homicides claimed a larger portion of homicide deaths in Philadelphia and St. Louis than in Phoenix. In fact, Phoenix had an especially low number during this period. Further, Philadelphia had virtually no gang homicides during this period, while both Phoenix and St. Louis did; in fact, Phoenix showed special increases in this type during the 1990s. The percentage of domestic homicides declined in all three cities, although the percentage of the decline was lower in Phoenix than in Philadelphia or St. Louis.

Two highly significant changes in all three cities were increases in the number of young people as both victims and offenders and an increase in the percentage of people killed by firearms. Geo-coded information on where the homicide occurred revealed that in each city homicide was related to poverty, to measures of economic distress, and to mobility of neighborhood populations.

The manufacturing and retail bases of the cities, when measured at the tract level, did not create a uniform impact on homicide types, although in Philadelphia, declines in manufacturing were associated with drug-related and felony-related homicide.

Interviews with city officials suggested that ways to reduce homicide would include economic approaches; increases in park and recreational services; changes in police department operations, including better coordination between units within the police department, especially narcotics and homicide; cooperative partnerships between city agencies and with citizen groups and business entities; and code enforcement to preserve and restore neighborhoods.

It is suggested that policy makers (mayors, managing directors, top police officials, corporate CEOs, and academic crime and economic researchers) be collaborative, imaginative, and proactive to control crime in American cities.

Workshop: Collection, Assessment, and Utilization of Program Evaluation Results

Collection, Assessment, and Utilization of Program Evaluation Results, Jerry M. Hatfield and Beverlee Venell. The bulk of the published research and other documentation on the subject of evaluation research points to the need to connect evaluation research results to organizational and programmatic policy. While virtually all seem to agree to the importance of such goals, there is little literature that suggests concrete ways in which to accomplish this task. The purpose of this paper is to describe one case in which an anti-violence psychoeducational program was implemented at a community college, and to describe the ways in which an examination of the program and its implementation process were related to the program's organizational content.

Program Development. The program was designed to meet the Rhode Island State Department of Corrections, Division of Probation and Parole's standards for batterers intervention programs. As prescribed by state regulation, this program would be a 20-week, 40-hour psychoeducational program operating in a group format, utilizing both male and female group facilitators. State regulation also describes the topics to be covered.

The CCRI Center for the Study of Interpersonal Violence (CSIV) envisioned delivering the content per regulation, but using a methodology which was research-based, one that no other agency in the state was employing. This model would employ motivational strategies, and most of all, would work toward engaging the participants into empathic relationships, in contrast to more confrontational techniques commonly used.

Program Implementation. After approximately six months of preparation and planning, the CSIV began accepting clients. Prior to this, the Center had recruited group facilitators, applied for and received state certification to operate the program, and designed the program delivery strategies, referred to as a multiple causation model. In the process of finding the appropriate organizational fit in the college structure, the program designers also negotiated with several levels of college administration. Implicit in this process was the determination of both outcome and process goals.

Program Monitoring. As the program was implemented, the program and its pathways were observed with special attention to the process goals. An integral part of the process goals was to observe how the process goals were or were not being accomplished, and to make immediate program adjustments at both the program and college organizational level. While the program goal adjustment was relatively quick and easy, organizational changes were indeed a different pathway.

Evaluation. Evaluation was a continuous process beginning almost with the idea for the program. A logbook of notes was kept, concrete goals were developed, progress was monitored, program changes were made, and policy changes were put forward. In less than one program year, quick observations and program changes were able to produce several years' of progress in one year of experience, due in large part to the compressed schedule of evaluation and the ability of the program managers to quickly implement shifts in direction.

Plenary Panel, Tuesday, 9:15 a.m. – 10:45 a.m.

Research on Women and Girls in the Justice System: Redefining Justice

Exploring the Link Between Violence Against Women and Women's Involvement in Illegal Activity, Beth E. Richie. This presentation will address the relationship between violence against women and women's involvement in illegal activities. It is based on a series of quantitative and qualitative studies that suggest incarcerated women have a significantly higher rate of victimization than their non-incarcerated counterparts. The findings are particularly important to note, given the profile of women who are involved in illegal activities and incarcerated in this country—overwhelmingly women of color from low-income communities who have substance abuse histories. This population has not been the central focus of research on violence against women, yet they are understood to be at significant risk of victimization. The central argument of the paper will be that researchers, advocates, and policymakers need to reconsider the categories “offender” and “victim” in order to better understand the reality of women who are vulnerable to both abuse and incarceration.

Concurrent Panels, Tuesday, 11:00 a.m. - 12:30 p.m.

Youth Gangs: Research and Practice

Linking Basic Research to Program Evaluation: St. Louis Socialization to Gangs Project and SafeFutures Evaluation, Scott H. Decker and co-author G. David Curry. It was a coincidence that proposed research systematically examining the patterns of gang involvement in St. Louis was initiated in the same year that the St. Louis SafeFutures Program was funded. When the co-principal investigators in the basic research project were also selected to evaluate the comprehensive program effort, an opportunity was provided to integrate research and practice at an almost unprecedented level.

By linking survey data and official records on individual youth, gang involvement was found to be related to officially recorded as well as self-reported measures of delinquency. In addition to providing new perspectives, interviews with very young gang members and gang-involved youth supported prior field research findings on the organization of gangs in St. Louis. With the Socialization to Gangs research complete and the St. Louis SafeFutures Program in its third year of implementation, this presentation will review research results that describe the processes of gang involvement and delinquency using quantitative and qualitative analyses, as well as general patterns of gang violence, delinquency, and system response. Finally, the presentation will outline the potential for future research in St. Louis that has been gained by coordinating the goals of research and practice.

Navajo Youth Gang Study: Personal Perspective on Being a Data Collector and Gang Member, Harmon J. Mason. The Navajo Nation Judicial Branch's Field Initiated Gang Research project examined gangs and gang activity on and around the Navajo Reservation. The 18-month study, which was funded by the Office of Juvenile Justice and Delinquency Prevention, focused on obtaining a profile of youth gangs on the Navajo Reservation. Data was collected from two primary sources: gang members, and stakeholders (professional people in the service sector). Two areas will be examined: (1) the role of primary data collector in gaining access to gang members, and (2) the researcher's personal experiences and perspectives as a person immersed in gang culture while doing this research.

Throughout the entire data collection process, the primary data collector faced many obstacles and came in contact with a number of gang members. A majority of these gang members consented to participating in the interview process. The process of obtaining a fraction of the gang member interviews was challenging. For example, the primary data collector relied on key people in obtaining interviews. Many of his contacts are founders and/or leaders of gangs. Another challenge in the interview process was gaining trust from gang members. The rise of Navajo youth gangs will be another area of discussion. Certain influences led to the rise of Navajo youth gangs. One major influence was the telecommunication mass media. Music videos and rap music play a vital role among Navajo youth involved in gangs. Lastly, the primary data collector will share his views and experiences about the project. He will share in-depth views about his personal life experiences as a gang member, while being a part of the research team.

Findings from the Navajo Youth Gang Study, Barbara Mendenhall. Over the past six years, observers of youth crime in Indian Country have begun to detect a noticeable increase in

the number of organized gangs and in the intensity and range of their criminal activities. Reports from tribal courts, social service and school personnel, and law enforcement officials noted a substantial surge beginning in the early 1990s in the number and size of youth gangs. Not only has there been an escalation in gang-related activities and an expanded gang presence on reservations nationwide, but there has also been an incorporation by these groups of paraphernalia, symbols, and behaviors apparently derived from off-reservation influences. The adoption of Hispanic and African-American gang identity and names is distinctly different from the previous history of “gang-like” groupings in Indian Country.

In the fall of 1995, the Navajo Nation Judicial Branch was awarded an 18-month contract (Field Initiated Gang Research) by the Office of Juvenile Justice and Delinquency Prevention to conduct an exploratory study of Navajo youth gang activity. The Navajo Nation is a rural Indian reservation covering more than 25,000 square miles in Arizona, New Mexico, and Utah. It has an on-reservation population of 200,000 persons (3.8 percent are non-Indian). The application for funding followed in the wake of greatly increased criminal acts perpetrated by Navajo gang members, especially drug trafficking and crimes of violence, including drive-by shootings, armed robberies, and murder. The intent of the project was to provide an ethnographically derived profile of youth gangs on the reservation and to identify potentially promising interventions. These goals were viewed as being most readily achieved by identifying three principle sources for the collection of data: (1) gang members, (2) organizational stakeholders (including law enforcement) on the reservation, and (3) law enforcement agencies from surrounding border towns and cities.

This paper focuses on research findings from the project, specifically regarding the nature and extent of youth gangs across the Navajo Nation. Particular attention is directed to critical factors in the recent emergence of gang behaviors and styles that are in marked contrast to previous collective youth misconduct among the Navajo. For example, the role of off-reservation contact with non-Native American youth gangs and the impact of gang information and images via the media are examined. In addition, the paper explores issues of drug trafficking, drug use, and other crimes for the interviewed gang members. The multiple marginalization of Native American youth gang members will also be discussed.

Research on Violence from the National Consortium on Violence Research

Report on the National Consortium on Violence Research (NCOVR), Alfred Blumstein. This panel is intended to provide an introduction to the work of the National Consortium on Violence Research (NCOVR). The initial presentation will describe the operation and program of NCOVR generally. That introduction will be followed by presentations of the research programs in each of the research program areas, focusing on individual involvement in violence, dynamics of violence-potential situations, and community influences on violence. There will be a discussion of the availability of pre- and post-doctoral fellowships and positions as faculty collaborators. We will also report on NCOVR’s Web-accessible Data Center, which has various relevant data sets linkable in time and space.

Research on the Situational Aspects of Violence, Julie Horney. The conceptualization of situations as they affect violence will be discussed. Several projects within the National Consortium on Violence Research (NCOVR) Situational Dynamics Research Program Area will be described.

Trajectories of Childhood Physical Aggression and Adolescent Violence: Results from a Six-Site International Study, Daniel S. Nagin. This presentation will summarize the results of a six-site international study that explores the linkage of childhood physical aggression to adolescent violence and serious delinquency. The study has two primary objectives: (1) to identify and describe developmental trajectories of various types of childhood externalizing behavior, including physical aggression; and (2) to examine the relationship between these developmental trajectories and later violent and serious delinquency. Findings will be reported based on data from six prominent longitudinal studies—two based in Canada, two based in New Zealand, and two based in the United States.

Violence Over Time and Space: NCOVR Research Summary, Richard Rosenfeld. This presentation summarizes the main issues, themes, data, and results of research conducted within the "Violence Over Time and Space" research program area of the National Consortium on Violence Research (NCOVR). The research in this area focuses on long-term trends in rates of violence, short-run deviations from those time trends, and policy impacts on aggregate levels and patterns of violence. The units of analysis vary from census block groups to tracts, cities, counties, regions, and the nation. Important themes include analyzing the co-occurrence of temporal and spatial change in violence, identifying the social mechanisms linking violence with structural features of communities, and disaggregating total rates of violence to reveal the often differing subgroup trends and influences.

Those themes are illustrated with results from studies of the spatial dynamics of gang and drug homicide, the influence on violence of a community's stock of social capital, and recent trends in U.S. homicide rates, including homicides involving intimate partners. The policy implications of this research are discussed.

Evaluation Issues in Comprehensive Problem Solving

National Assessment of the Strategic Approaches to Community Safety Initiative (SACSI): Highlighting New Roles and Relationships for Evaluators, James "Chip" Coldren Today's social science evaluators face new roles and challenges. Clients and funders expect different skills and products from them. One could argue that their roles as scientists are being challenged and diluted, especially when the distance narrows between evaluators and those being evaluated. Others argue that the new roles evaluators are being asked to play strengthen evaluation efforts, and increase their value and utilization. In a trend that has been developing for some time, NIJ, BJA, and other federal agencies are looking to evaluators to play new roles, effectively challenging them at the core of their profession. This presentation explores the new role of the evaluator by articulating some key evaluation concepts—the framing of research problems and questions, research methods and design, audience(s), distance of the evaluator from those being evaluated, product(s), and results (outcome impact of evaluations), and discussing them in light of the newly funded National Assessment of NIJ's Strategic Approaches to Community Safety Initiative (SACSI).

Strategic Problem Solving to Reduce Violence: Indianapolis Violence Reduction Partnership, Edmund F. McGarrell. Whereas many large cities have experienced decreases in homicide in the mid-1990s, Indianapolis has been immune to this trend. Indeed, 1996-1998 was a record-setting period for homicides in the city. In response, all local, state, and federal criminal justice agencies committed to implementing a collaborative problem solving approach to

addressing homicide and firearms violence. This presentation focuses on the implementation of the problem solving approach and early findings. Results from the problem analysis and the development of strategic responses are described. Initial assessment results are also presented.

Special Populations in Corrections

Experience of Gender Specific Programming: Is it Essential? Is it Delivered? What Is the Result? **Merry Morash.** Data from interviews with 400 women convicted of felonies are used to examine gender specific needs and receipt of gender specific programming at two sites, Oregon and Minneapolis/St. Paul. Half of the women are in programs that contain elements of gender specific programming considered to be innovative and promising in responding to criminogenic needs, and half are in more traditional programming. Analysis focuses on detailing need and comparing the fit of women's needs with the programming they receive over a six-month period. The full study, which will include examination of programming and outcomes for the six-month and then a twelve-month period, will identify program elements that predict positive outcomes for this population.

Profiling the Needs of Young Female Offenders: Pilot Study and Protocol Development, **Barbara Owen and co-author Barbara Bloom.** While young female offenders remain a small minority within the juvenile justice system, the unique needs and program demands of this population require particular research and policy attention. This protocol suggests a method to collect information on youthful female offender populations. We propose three basic steps in collecting this information: (1) a detailed profile of the youthful female population of interest; (2) an on-site inventory of existing programs within the facility of interest; and (3) a needs assessment that will match profile data with program data to determine gaps between identified needs and current program availability. These methods were tested in two previous studies, a study of women in California prisons (Owen and Bloom, 1995) and a pilot study of youthful female offenders in the California Youth Authority (CYA). This pilot study was used to test these methods for profiling the needs of youthful female offenders and to provide baseline information for use by the CYA.

Research methods included face-to-face interviews, surveys, and site visits. In the California pilot study, we interviewed both staff and the female population. Program data was collected through surveys, site visits, and informal interviews done with staff and program participants. The needs assessment was constructed by comparing these two sets of data.

In outlining these steps, we provide suggestions on customizing the instruments and give examples of our work with the CYA. The report also contains a summary literature review that outlines prior research on the female youthful offender. These profile and program inventory data are combined to make recommendations for meeting the needs of the youthful female offender and provide direction for program managers and administrators concerned with addressing unmet needs. For example, in the pilot study, the following recommendations were derived from these data:

- Gender-specific interventions
- Culturally-specific interventions
- Economic self-sufficiency
- Expanded educational programs
- Family-focused interventions

- Substance abuse treatment
- Health/mental health care
- Physical, sexual and emotional abuse counseling
- Gang awareness and intervention
- Aftercare program evaluation

University-Corrections Collaboration: Evaluating Discharge Planning for Incarcerated Women, Kathryn Quina and co-authors Jody Brown, John Stevenson, Ann Varna Garis, Jeffrey Renzi, and Roberta Richman. Since January 1997, a team of researchers from the University of Rhode Island has collaborated with corrections staff to evaluate a system of programs offered to incarcerated women. The team developed a systematic program evaluation strategy which (1) focuses on “dose” effects of overall participation by category of program; (2) assesses not only recidivism, but also social, environmental, and attitudinal changes women make as a result of program participation; and (3) uses “readiness to change” to help us understand intervention effectiveness.

All women serving sentences were asked to participate in a lengthy survey assessing prior history, including abuse experiences and HIV risk, a Readiness for Change scale (J. Brown), psychosocial attitudes (purpose and meaning in life, self-efficacy), and demographics. Women eligible for release in the next year were re-contacted two weeks prior to release and given a similar survey with a checklist of program participation and measure of Confidence in Life Skills (J. Stevenson).

Two months post-release, women were re-contacted to fill out a very similar survey. (Re-incarcerated women were asked to fill out the survey in prison). All women were given \$25 plus travel money for participating. Prison records provided recidivism data.

Both the Readiness for Change scale and the Confidence in Life Skills measure appear psychometrically sound. Preliminary results on 238 women at T1, and 154 women who completed both T1 and T2 surveys, show clear and consistent relationships between childhood victimizations and adult psychosocial functioning.

Multivariate analyses on pre-release data show significant relationships between program participation and Confidence in Life skills in each content area (e.g., substance abuse, health, parenting). Data collection is in final collection stages and will be analyzed over the coming year for overall program outcomes.

Several features of the Rhode Island Department of Corrections system may affect these results: (1) All women in the state come to this one facility, as there are no jails; (2) Approximately 35 percent of the women are incarcerated for prostitution and another 35 percent for drug related offenses (70 percent nonviolent total); and (3) the administration has been very aggressively instituting programs for change and encouraging participation.

Findings and Results from State and Local Evaluations

Evaluating Byrne-funded Programs in Colorado, Kim English. This presentation will provide a discussion of Colorado’s approach to evaluating criminal justice programs, with an emphasis on Byrne-funded program evaluations undertaken by the Colorado Division of Criminal Justice’s Office of Research and Statistics. Findings will be presented from a recent study investigating the factors most linked to institutionalization of Byrne-funded programs in Colorado.

Impact of Mandatory Court Review on Batterer Program Compliance, Edward W. Gondolf. Batterer programs continue to face low compliance in the form of “no-shows” for program intake and “dropout” from required sessions. A naturalistic pre/post experiment was conducted to examine the impact of a 30-day court review, added to an existing 90-day court review, on compliance with court referral to 12 weeks of a batterer program. Samples (n=100 each) of men appearing in court for the year prior to implementation (1994) and two years after implementation (1995) were administered. Background questionnaires were used to test for any changes in case characteristics. Court dockets were coded for dispositions, and court procedures were observed for variation in order to identify external influences on the compliance. According to program records, compliance to program intake increased from 64 percent of those who were referred by the court in 1994 to 94 percent in 1997. Compliance in the form of program completion decreased slightly from 74 percent to 69 percent of those who appeared for program intake. However, the percentage of court referrals who completed the program (i.e., those in “total compliance”) rose from 48 percent in 1994 to 65 percent in 1997. The findings suggest the utility of court review with pre-trial referrals in improving compliance, and the importance of considering court procedures in assessing program outcomes.

Impact of Recent Changes in West Virginia’s Adult Transfer Law, Erica Turley. In 1995, the West Virginia Legislature amended the statutes dealing with the transfer of juveniles to adult criminal jurisdiction. The changes included lowering the minimum age of transfer from 16 to 14 and providing for mandatory transfer of juveniles for certain offenses. In 1997, the availability of an interlocutory appeal was restricted to prevent the abuses of court delay. The CJSAC recently conducted a study to examine the effects of these changes on juveniles and juvenile justice practitioners in West Virginia.

This presentation will highlight the findings from the two parts of the Adult Transfer study. A target group of juveniles was selected for the first part of the study. Demographics and offenses committed were compared between those juveniles who were transferred to adult criminal status and those remaining under juvenile jurisdiction. A random sample of juvenile justice practitioners was selected to participate in an opinion survey for the second part of the study. Practitioners’ views on the law, demographic data, and open-ended comments were collected and analyzed.

Evaluation of the Homicide and Violent Crime Strike Force in Madison and St. Clair Counties, Illinois, Pinky S. Wassenberg and co-author Richard Schmitz. Madison and St. Clair Counties in Illinois experienced high levels of violent crime in the last decade. In response, the Homicide and Violent Crime Strike Force was created to operate in Madison and St. Clair Counties. (The Illinois Criminal Justice Information Authority funded both the Task Force and this evaluation.) The Task Force was a joint venture between the Illinois State Police and the Illinois Attorney General's Office to focus primarily on homicide and violent crime cases that were at least three years old. The goals were to select experienced homicide investigators with significant ties to the communities involved, to assist local prosecutors in the prosecution of Task Force cases, and occasionally to take a lead in the prosecution of cases.

The evaluation of the Task Force identified: (1) the original goals and objectives of the Task Force, its initial operating procedures, structure, and resources; (2) the evolution of the Task Force; and (3) the impact of the Task Force on cases, law enforcement, prosecutors, and the communities in which it operated.

The Task Force opened 72 cases, most involving murder charges. This impact was felt most strongly in St. Clair County (East St. Louis), the source of over 90 percent of their cases. The Task Force assisted local law enforcement by removing 72 cases from their caseloads and freed local police to use their limited resources on current cases. The Task Force also may have fostered an environment of positive competition wherein local law enforcement more aggressively pursued cases.

The Task Force assisted local prosecutors through the infusion of additional experienced personnel to develop homicide prosecutions. This increased the region's capacity to deal with homicide and violent crime. The success in prosecuting Task Force cases has made local officials more willing to pursue other old cases developed by the Task Force.

East St. Louis, the primary focus of Task Force operations, experienced a significant drop in its homicide rate during Task Force operations. In both Madison and St. Clair Counties, violent crime indicators were down for this same period. Attributing a precise impact on these rates to the Task Force is not possible. However, the Task Force members and those working with them were convinced the Task Force and other anti-crime initiatives contributed to this decline.

Using Research for State Justice Policy-Making

Critical Role of Policy Research in Developing and Managing State Correctional Policies, Tony Fabelo. Policy research conducted in the public policy setting has to have the proper format, timeliness, and delivery to influence development and make research effective in guiding public policies. This session examines how research conducted by the Texas Criminal Justice Policy Council, the state agency in charge of long-term planning in Texas, has contributed to the development and management of correctional policies. Particular attention is given to discussing the results and policy impact of the evaluation of the Texas Correctional Substance Abuse Treatment policy.

Tracking Crime, Tracking Results: Improving Minnesota Criminal History Records, Susan Roth. The Computerized Criminal History Records database at the Bureau of Criminal Apprehension is Minnesota's central repository of individual criminal history records linking arrest, prosecution, court, and corrections data on individual offenders. This centralization allows for the sharing of critical information across jurisdictions and components of the criminal justice system. Since this online database is designed to receive, store, and provide individual criminal history records, it is constantly changing and thus does not readily lend itself to research and policy analysis across groups of offenses or jurisdictions, or over time.

Law enforcement officers, prosecutors, and court and corrections personnel make a variety of decisions based on prior criminal history records. These decisions occur during the course of investigating crimes, charging, diversion, setting bail and bonding, negotiating pleas, sentencing, determining probation conditions, and placing offenders in corrections facilities.

The Criminal Justice Center at Minnesota Planning developed a process for downloading information from the Computerized Criminal History Records database and structuring it into a new database usable for research and analysis. The data can be analyzed for a variety of purposes, including describing outcomes and variations among particular groups of offenders by race or gender, tracking cases as they move from one component of the criminal justice system to the next, measuring the time between events to assess the efficiency of the system, and studying the effects of legislative and policy changes on sentencing and incarceration patterns.

The analysis presented in *Tracking Crime: Analyzing Minnesota Criminal History Records* (September 1998) creates a picture of the processing of offenders through the state's criminal justice system between 1992 and 1996. Four categories of criminal offenses were examined: domestic abuse, firearm and weapons offenses, criminal sexual conduct, and abuse of vulnerable persons. This presentation provides an overview of findings of the study and steps implemented since the study's publication to improve Minnesota's criminal history data.

***Sentencing Research and Sentencing Policy: The Role of Data on Disparity*, Charles F. Wellford.** All modern sentencing reforms have in part been attempts to reduce unwarranted disparity. These efforts have required assessments of past disparity and the impact of sentencing changes on disparity. This presentation reviews efforts to measure disparity and assess how much sentencing reforms, especially guidelines, have reduced racial and gender disparity.

Workshop: Advanced Online Research Techniques and NCJRS Abstracts Database Upgrades (Two, 45-Minute Sessions)

***Advanced Online Research Techniques and NCJRS Abstracts Database Upgrades*, William Ballweber, Judy Ruttenberg, and Terrie Smith.** Each presentation will cover how to use the NCJRS Abstracts Database on the World Wide Web. Participants will learn how to navigate the database and apply its unique search syntax. They will also receive an introduction to the basics of boolean logic, as well as "concept" and "pattern" search.

Concurrent Panels, Tuesday, 2:00 p.m. - 3:30 p.m.

Using Research to Improve Practice: Gang Resistance Education and Training (GREAT) Program Review

***GREAT Review Workgroup*, Scott H. Decker, Finn-Aage Esbensen, and Merilee Laurens.** The Bureau of Alcohol, Tobacco and Firearms (ATF), the federal agency with oversight of the GREAT program, was interested in program improvement that would be research-based. ATF requested the National Institute of Justice (NIJ) to coordinate this review process. The University of Nebraska at Omaha was selected to conduct a critical review of the GREAT program and to provide recommendations for program improvement. A team of practitioners and researchers was assembled. Their task was to review existing literature on school-based prevention programs and to determine what changes or modifications should be made to the current GREAT program. Panel members will discuss the review process and the current status of the review.

The following questions guided this review process:

- Based on the current state of knowledge (i.e., evaluations and existing research), what school-based prevention programs appear to be the most effective?
- Likewise, what program strategies appear to hold the least promise for producing positive programmatic effects?
- What features of the GREAT program are likely to be associated with successful outcomes?

- In light of this critical review of school-based prevention programs and the GREAT program, what changes or modifications in the GREAT program would be likely to enhance its effect on youth?

Child Abuse and Neglect: Interventions and Long-Term Outcomes

Family Treatment Courts: Review of Goals, Practices, and Lessons from Three Sites, Adele Harrell. This presentation will summarize the emergence of family treatment courts modeled on drug courts and describe findings from site visits to courts in Escambia County, Florida; Manhattan; and Suffolk County, New York. The visits illustrate alternative approaches to case identification, treatment placement, and court monitoring. Lessons from the implementation and early outcomes can assist interested jurisdictions in developing expanded alternatives for drug addicted parents to facilitate early permanency placement decisions and family reunification when possible.

Evaluating Child Advocacy Centers, Shelly Jackson. Child Advocacy Centers (CACs) are multidisciplinary centers developed to improve the criminal justice processing of child sexual abuse cases. Currently there are approximately 400 centers and 200 additional centers in preparation. Although the concept of a multidisciplinary response to child sexual abuse is inherently appealing, there has been no comprehensive evaluation of this model to date; therefore there is little if any empirical evidence that CACs are meeting their stated goals. The purpose of this project is to design a comprehensive evaluation of CACs and to write an accompanying evaluation guidebook that will enable CAC directors to evaluate their programs. The guidebook will provide directors with step-by-step instructions and tools for conducting three types of evaluations: program monitoring, program outcomes, and an impact analysis. This guidebook will enable directors either to conduct a comprehensive evaluation of their program or to select various components of their program to evaluate. If directors elect to contract with an external evaluator, the guidebook will enable directors to educate themselves about evaluation issues, including how to contract with an external evaluator. Furthermore, for the external evaluator, the guidebook will provide a better understanding of the CAC's goals and will help maintain consistency across center evaluations by providing standard CAC protocols and measures. By providing these directors with the tools to evaluate their programs, it will be possible to determine whether this model does indeed improve the criminal justice processing of child sexual abuse cases.

SARA Model/POP Goldstein Winners

Transient Enrichment Network for Fontana (TEN-4), Terry Holderness. For several years the City of Fontana has been experiencing significant problems involving large homeless and transient populations. Businesses identified homelessness as the largest single public safety-related problem in the city. Police department personnel had become relatively proficient in developing localized strategies that resulted in displacing homeless people from one area of the city to another. The department decided to develop a city-wide strategy that would reduce problems related to homelessness by reducing the number of homeless individuals on our streets.

Several factors contributed to the homeless problem. Fontana has two major freeways, a large trucking industry, and several major rail lines offering easy ingress into our area. Fontana had more churches and other groups that were supplying free meals and clothing to the homeless

than any other area city. By helping the homeless, these groups were inadvertently making Fontana a more desirable place for the homeless and attracting homeless people. Numerous groups and agencies in Southern California had existing programs to help rehabilitate the homeless that were not being used, but nobody in Fontana was aware of these alternatives.

The police department, working with local churches, charities, and businesses formed the Transient Enrichment Network for Fontana (TEN-4). The plan called for opening a referral facility which would take referrals from police officers contacting homeless subjects, from churches, or charitable groups. The facility would be staffed by volunteers, who would then refer the homeless to organizations and programs that would help them get off the streets. Police officers would also become more aggressive in enforcing violations of nuisance laws committed by homeless subjects in the city. Local business groups agreed to supply jobs and job training programs for homeless individuals. Charitable groups that had been supplying free homes, meals, and clothing to homeless subjects would instead refer those subjects to the TEN-4 Program.

The TEN-4 Program opened in October 1996. Since that time, the number of homeless people in the city has been reduced by about 90 percent and calls for service directly related to homelessness have been reduced by more than 50 percent. All but 13 of the 642 individuals that have entered the program are presently in permanent housing, some type of shelter, or rehabilitation program; and 16 percent of those subjects have full-time employment.

The Mission River Preserve, Robb McCracken. In June 1966, three San Diego police officers were assigned to assist Environmental Services workers in a clean-up of the San Diego River. The officers had all worked this area for several years. They knew of the chronic problems that were taking place at this portion of the river. Transients had set up campsites and built dwellings using scraps, lumber, and plants. These transients, numbering up to 150 at any given time, were involved in illegal activities. Crimes and arrests ranged from murder to theft to simple illegal lodging. The officers also knew the clean-up efforts had been going on for years but had resulted in very short-term relief from the problems.

This presentation explains how the officers used the SARA problem solving process to analyze and address the core reasons for the river's use as a base for criminal activity: concealment, lack of access, and location. The solution lay in addressing these three core problems. The police formed alliances with the following groups: University of San Diego, the city's Park and Recreation Department's Park Rangers, citizens of the California Native Plant Society, and the City Council member's office. Individuals from these groups came together and decided that the permanent solution was to turn the area into a nature preserve. After working together for nearly two years, the area is now the Mission Valley River Preserve.

The project has won the Herman Goldstein award and the International Association of Chiefs of Police award. The project is also being used as a training model throughout California.

International Research Initiatives

Issues in Resolving Cases of International Child Abduction, Janet Chiancone and co-author Linda Girdner. Many children who are abducted by parents to other countries are never returned to the United States. The U.S. Department of State currently reports a caseload of over 1,110 outgoing cases of international parental child abduction. In more than half of those cases, the children have been gone for over a year. This OJJDP-funded study specifically examined the characteristics and barriers to resolving cases of international parental abduction of children.

Conducted by the American Bar Association Center on Children and the Law, the study included an extensive survey of about 100 victim parents, a survey of Central Authorities of the Hague Convention on the Civil Aspects of International Child Abduction, and a discussion of selected “good practices” for professionals involved in international abduction cases (e.g., prosecutors, lawyers, missing children’s organizations). Major findings of the study will be discussed.

Commercial Exploitation of Children in the U.S., Canada, and Mexico, Richard J. Estes. Evidence exists that the *commercial sexual exploitation of children* (hereafter CSEC) is increasing in the three countries of the North American Free Trade Agreement (NAFTA)—Canada, the U.S., and Mexico (hereafter “the region”). These increases appear to be fueled by (1) declining economic conditions within financially impoverished families; (2) the promotion of child prostitution by parents and older siblings; (3) the use of sex by runaway children to support themselves; (4) the recruitment of children by adult “crime rings” as “sex workers;” and (5) the illegal trafficking of children into the region from Asia, Africa, and other parts of Latin America as sex workers.

Research and Policy Goals. This paper will report on a current three-nation effort that seeks to (1) identify the nature, extent, and underlying causes of the CSEC in the NAFTA region; (2) identify the extent and the modes of operation of any networks of adult criminals that may be engaged in the CSE of the region’s children; and (3) using the findings obtained from this study, work with law enforcement, human service, and other officials at the local, state, national, and regional levels to strengthen the ability of the region’s governments to protect children against CSE.

Research Design and Methods. The project began in January 1999 and will continue through spring, 2000. Original data are being collected from multiple public and private sources concerning the CSEC in 21 cities of the NAFTA region—the U.S. (N=10), including Chicago, Dallas, Detroit, Los Angeles, Miami, New York, Philadelphia, San Antonio, San Diego, and Seattle; Canada (N=4), including Montreal, Toronto, Vancouver, and Windsor; and Mexico (N=7), including Acapulco, Cancun, Juarez, Guadalajara, Mexico City, Tijuana, and Vera Cruz.

The project’s methods include: (1) surveys of key informants in representative public and private organizations; (2) interviews with key decision makers; (3) analysis of records of focus group meetings involving human service, legal, and other representatives; (4) interviews with adult traffickers in the CSEC; (5) interviews with adult “customers” of the CSEC; (6) interviews with child victims of CSEC; (7) analyses of each country’s existing legal and policy instruments relating to the CSEC; and (8) national forums at which alternative policy recommendations for strengthening the region’s capacities for protecting children against CSEC will be discussed.

The project involves a unique partnership between (1) representative local organizations concerned with the CSEC in all three countries; (2) three universities, one in each country; (3) two international non-governmental organizations working against the CSEC; (4) the leading national child welfare organizations in the U.S.; (5) major professional associations; and (6) financial participation from various local and national organizations, including private foundations and universities.

The Police, Immigration, and Transnational Law Enforcement: Transformations in the Federal, State, and Local Partnerships, William F. McDonald. The roles of the local police in controlling immigration and dealing with transnational crime have been transformed. The federal government has assumed responsibility for both of these areas of law enforcement,

yet state and local agencies still play vital parts. State and local law enforcement agencies have stepped away from their former role in the enforcement of immigration law but have been reconnected to the problem in two ways: through joint task forces directed at alien criminals, and through the newly enhanced capacity of the Immigration and Naturalization Service (INS) to perform timely checks of immigration records of arrested aliens so that deportations can be enhanced.

State and local law enforcement agencies have developed a procedure through which criminals who flee abroad to escape prosecution can be brought to justice. Known as foreign prosecution, it is an important alternative to extradition. As the list of outstanding arrest warrants for suspects presumed to have fled the country rises steadily with today's immigration patterns, more and more police departments will be turning to this procedure and to the state and local agencies that have pioneered it in order to get justice done.

International ADAM: Findings and Issues, Bruce Taylor. In cooperation with eight other nations from within Europe, Africa, Latin America, and Australia, NIJ launched the International Arrestee Drug Abuse Monitoring (I-ADAM) program in 1998. Since last year, there have been a number of developmental activities that have taken place in the world of I-ADAM. NIJ has done site visits to nearly all the I-ADAM participating countries, NIJ and Abt Associates have developed a core survey and training program, Abt has conducted I-ADAM training, additional countries have started collecting I-ADAM data, and the first I-ADAM report was published comparing drug use rates of arrestees in England and the U.S. Also, several new expansion sites are being considered in the Middle East, Asia, other parts of North America, and other parts of Europe.

The main findings from the first I-ADAM comparative study will be presented. The study compared drug use rates for detained arrestees from England and the U.S. Next, the presentation will review some of the barriers that exist to conducting international comparative research in the I-ADAM context. Finally, plans for the future of the I-ADAM program will be discussed.

Innovations in Criminal Justice

Making Courts Problem-Solvers, John Feinblatt. This session will review examples of court innovations—drug courts, community courts, and domestic violence courts. It will examine some of the conditions that led to their formation and the common principles behind them. It will also consider models for sustaining innovation within a large court bureaucracy.

Reparative Probation in Vermont, John G. Perry. Reparative Probation is a restorative justice program that was created based on application of the research on “What Works,” broken windows theory, and game theory. It is also an application of evolutionary psychology and the principles of reciprocity. As such, it provides a model of correctional change. Creating and implementing the program also employed strategic planning and the application of market research, as does the ongoing evaluation of outcome.

Missouri Department of Corrections Constituent Services Program, Dora B. Schriro. Missouri's Constituent Services Office is a fresh approach to a significant problem faced by every jail and prison system—the nature and number of lawsuits filed by inmates. Typically, change comes to correctional systems by way of court-based approach to problem solving. It

promotes continuous improvement and civil service for corrections and the public, to dramatically reduce legal remedies connected to correctional concerns.

The Office of Constituent Services was established in January 1994. In addition to identifying underlying causes for legitimate issues of concern, the Office also promotes customer service, improves public information, and provides pro-social opportunities for problem solving. Since then, the number of active lawsuits against the Department has been reduced 78 percent, from 1,274 to 280 cases, even as the prisoner population has increased 51 percent. Concurrently, the number of offenders and others using the Constituent Services Office continues to increase.

Police Use of Force: Impact of Research on Policies and Practices—Discussion Panel

Police Use of Force: Impact of Research on Policies and Practices, **Kenneth Adams, Geoffrey P. Alpert, James J. Fyfe, Joel Garner, and Carl B. Klockars.** Police administrators and researchers will engage in a roundtable discussion on what we know about police use of force. Topics include its nature and extent, with an emphasis on abuse of force; effective mechanisms for problem identification, prevention, and control; and the impact of use of force encounters on police organizations, particularly with regard to relations with minority communities. Audience participation in the discussion will be encouraged.

Workshop: Conducting Community Surveys

Designing and Conducting Community Surveys: Challenges and Opportunities, **Karen Hennigan, Cheryl Maxson, and David C. Sloane.** This panel will examine the procedural and conceptual challenges and opportunities of residential community surveys. We will discuss the procedures we used in developing a community survey for the Los Angeles Police Department (LAPD), the types of questions we included and the rationale for them, and how the outcomes of the survey will help the Area (Division) command staff and line officers to more effectively implement the department's community policing strategies.

In the winter of 1997-1998, a survey was mailed to a random sample of all households that appeared on the Department of Water and Power service list in four LAPD geographic areas. The survey was preceded by a postcard informing residents it was coming and was followed by four requests for cooperation. This method, pioneered by Dillman, produced a 57 percent return rate, comparable to other mail survey return rates in large urban centers. A comparison telephone random digit dialing (RDD) survey produced a 50 percent cooperation rate.

The decision to use a mail survey rather than an RDD procedure was initially based on a request from the police department. We were, at first, reluctant to follow their request, since mail surveys had a reputation of being unrepresentative and therefore untrustworthy. However, as we will discuss in this panel, using the sophisticated procedures now available, we found that the mail respondents were equally representative of the populations as the RDD respondents and their responses suffered from less response bias. The survey was constructed to allow us to provide the department with specific information about topics of interest to them, specifically community participation in anti-crime activities, levels of fear of crime, and especially community evaluation of police activities and sources of those opinions. In this panel, we will discuss briefly those findings with specific reference to criminal justice policy implications.

Finally, we will provide examples of the ways community survey findings can be useful to departments implementing community policing strategies, especially in developing stronger partnerships with local communities.

Concurrent Panels, Tuesday, 3:45 p.m. - 5:15 p.m.

Police Organizational Issues

Structural Change in Large Municipal Police Organizations, Edward R. Maguire.

Numerous reformers have called upon police executives to alter the internal structural features of police organizations to support their external community policing efforts. We present preliminary evidence on the nature and extent of such changes over the past decade. Our findings are based on an analysis of multiple data sources, including the 1998 Survey of Large Municipal Police Agencies and a number of other archived data sets. We find mixed evidence of structural change in this sample of agencies: some have changed in the direction advocated by reformers, some have changed in the opposite direction, and many have not altered their structures at all.

Changing Face of Community Policing: A Comparison of 1993 and 1997 National Survey Results, Arlen Rosenthal. Under a grant from the NIJ, Macro International and its subcontractor, the Police Executive Research Forum, have updated and enhanced baseline information collected in a 1993 survey on community policing strategies. The goal of the 1997 National Survey Update on Community Policing Strategies project was to examine the strategic and tactical changes that have taken place in American policing since 1993 and the factors that seem to lie behind these changes.

For this project, a modified version of the 1993 questionnaire was mailed to a random, stratified sample of 2,321 municipal, county, and sheriff's departments who were in the initial sampling frame. More than 1,800 police agencies responded, and 1,233 of the same police and sheriffs departments responded to both surveys.

This presentation will include detailed information about the changes that have taken place in the implementation of a community policing approach for all agencies that responded to both surveys. The extent to which executives' attitudes and perceptions about community policing and its potential outcomes have changed over the four-year period will be discussed. Both surveys' respondents were asked whether or not their agency had implemented a variety of programs and practices ranging from classifying and prioritizing calls to increasing officer time for other activities, to conducting citizen surveys to evaluate police services. The differences in the rate of implementation will be examined for these and other programs. Finally, police and sheriffs' departments were asked about the types of organizational arrangements and/or structures they had in place. Data will be presented comparing percentages of agencies that had some of these arrangements in place in 1993 and 1997.

The results presented will provide useful information to police practitioners, researchers, and policy makers who are interested in learning more about changes that have occurred in community policing in the United States since 1993.

Investigations in the Community Policing Context, Mary Ann Wycoff. The Police Executive Research Forum conducted a national survey of police departments to identify those that have made structural or functional changes in an effort to integrate investigations into

community policing approaches. Site visits were conducted with six departments to document the types of changes made and the process of making them. Research findings will be presented and organizational implications will be discussed. Additionally, areas for future research will be identified.

Policing and Firearms: Illicit Gun Markets

Police Department Information Needs: Illegal Firearms Markets, David Hayeslip.

Abt Associates recently completed an NIJ-funded multi-site evaluation of police department interventions aimed at reducing youth gun-related violence. The study sites received funding from the Office of Community Oriented Policing Services, U.S. Department of Justice, under its Youth Firearms Violence Initiative (YFVI). It was learned from this evaluation that police departments often have unsatisfied information needs related to successfully crafting strategies to solve gun violence problems. This study follows up on previous work by examining the availability and usefulness of gun tracing data at the local police level. In particular, the impacts of trace data and local information are being examined on two levels: strategic and tactical. Interviews and observations in five sites are seeking to document the types of information currently available, what is currently utilized, and what kinds of questions relating to gun violence local police would like to have answered, as well as what they think they need beyond currently available resources.

Illicit Gun Market in Baltimore, Maryland, Christopher S. Koper. Northeastern University and The Urban Institute are studying illegal gun markets in six cities of the United States. The project's purposes are threefold: to improve our understanding of illegal firearm transfers, particularly with respect to juvenile gun acquisition; to assess the utility of firearms tracing by the U.S. Bureau of Alcohol, Tobacco and Firearms (BATF) for identifying and controlling illegal firearm transfers; and to identify the necessary data elements and information systems required to disrupt illegal gun markets. To these ends, project staff are interviewing criminal justice practitioners and federal firearm licensees in the study sites and analyzing data from BATF, local police departments, and state authorities. This presentation will provide a preliminary assessment of the illegal gun market in Baltimore, Maryland, based on interviews with law enforcement practitioners, a consideration of state and local contextual factors, and an examination of available data and literature regarding gun markets in Baltimore and elsewhere.

Characteristics of Youth Firearm Markets in Five American Cities, Jack McDevitt and co-author Glenn Pierce. This presentation discusses preliminary findings from an NIJ-funded project to identify the youth firearm markets in five American cities. The project collected data from the National Tracing Center and from local jurisdictions (Baltimore, Memphis, Milwaukee, New York, and San Antonio) regarding the accessibility and use of firearms by youth in each of the selected jurisdictions. The project is intended to demonstrate how national data from ATF's Tracing Center can be used in conjunction with local criminal justice data to increase our understanding of the youth firearm market in individual jurisdictions.

Impacts of Sentencing and Corrections on Communities and Population Groups

Impact of Community and Legal Context on the Adjudication and Sentencing Process, Christopher D. Maxwell and co-author Sheila Royo Maxwell. The large body of adjudication

and sentencing studies has primarily used three domains of explanatory measures to examine adjudication decisions and sentencing outcomes. These domains can be classified as: (1) individual-level extra legal, where adjudication and sentencing is hypothesized to be contingent upon measures of offender characteristics that are beyond the offense (i.e., sex or race); (2) the legal domain, where adjudication and sentencing is contingent upon offense and criminal records of offenders; and more recently, (3) the contextual domain, where adjudication and sentencing is hypothesized to be contingent upon macro-level processes in the courts (i.e., bureaucratization, courtroom culture) and the community (i.e., racial disparities, urbanization).

While extra-legal and legal measures have been used to explain variations in adjudication and sentencing in single jurisdictions, these measures alone cannot account for variations across courts, counties or states. The latter set of contextual measures resulted from attempts by researchers to find some consistent and definitive set of adjudication and sentencing predictors that will account for disparities across courts and geographic locations. Researchers that have used these measures have found that contextual effects sometimes modify the initial effects found with just the legal or extra-legal measures. Although studies that included contextual measures have been instrumental in directing the focus on the importance of these factors, they have often been limited to single jurisdictions, and to studies where individual-level decisions were aggregated to a higher level.

This research addresses the above limitations by examining adjudication and sentencing processes across multiple jurisdictions, and will use multi-level modeling (MLM) to examine the effects of context on individual-level adjudication and sentencing decisions. Databases compiled by the Bureau of Justice Statistics for the National Pretrial Reporting Program will be used for measures. Three other databases will be utilized for contextual measures: the National Prosecutor's Survey, for measures on court bureaucratization or court caseload; the 1990 census of households, for measures of urbanization and racial-income inequality; and the Uniform Crime Reports, for measures of index crimes within counties.

Community Organization, Collective Efficacy, and Law Enforcement, William J. Sabol and James P. Lynch. Recent research by Sampson and Radenbusch has demonstrated the importance of collective efficacy for crime control. Collective efficacy is defined as the willingness of residents to engage in informal social control in their neighborhoods and communities. Little is known about the sources of collective efficacy. Some work has associated heterogeneity and residential mobility with low levels of collective efficacy. Less work has been done to investigate the effects of agents of formal social control on the willingness of communities to exercise informal control. Programs such as community policing and "Weed and Seed" have assumed that various forms of law enforcement (including both policing and the use of incarceration) will bolster community organization and thereby encourage collective efficacy. Others maintain that aggressive law enforcement may weaken the willingness of residents to engage in social control. This paper examines the relationship between coercive social control and collective efficacy by examining levels of arrests in 32 Baltimore neighborhoods in 1994 and associating arrest practices with residents' willingness to engage in informal social controls, such as intervening to stop criminal activity and nuisance behavior. This study geocodes longitudinal data on police calls arrests into Baltimore neighborhoods and analyzes census and survey data to predict the willingness of residents to engage in collective efficacy.

BJA Partnerships Between Evaluators and Program Managers on Drug Courts

Recidivism, System Penetration, and Participation in the Utah Juvenile Drug Court Program, Edward Cahoon Byrnes. The Utah Juvenile Drug Court (JDC) has served 194 youths since it began in October of 1995. Seventy-six percent have graduated from the program, and 24 percent have either dropped out or have been unsuccessfully terminated. A group of 144 youths from a nearby metropolitan area that did not have a JDC program were selected from the Utah Juvenile Information System database for comparison with the JDC youths. These youths had their initial contact with the juvenile court for alcohol and drug charges during the same time period as the JDC youths, had the same range of charges as the JDC youths prior to their selection, and were similar to the JDC youths in age and ethnicity. The study compared three groups for this evaluation, JDC graduates, those who were unsuccessfully terminated from JDC, and the non-JDC group.

There were 208 youths in the one-year follow up analyses, including 99 graduates, 27 who were unsuccessfully terminated, and 82 youths from the comparison group who would have been discharged for one year. JDC youths had a one-year recidivism rate of 19 percent for alcohol and drug charges, and a 32 percent rate for criminal charges. The differences between the three groups on alcohol and drug and criminal charges were significant, with the unsuccessful group differing from the graduates and comparison group in both analyses. There were also differences in home and secure detention placements at one-year follow up.

There were 159 youths in the two-year follow up analyses, including 59 graduates, 18 who were unsuccessfully terminated, and 82 youths from the comparison group who would have been discharged for two years. JDC youths had a two-year recidivism rate of 39 percent for alcohol and drug charges, and a 42 percent rate for criminal charges. The differences between the three groups on alcohol and drug and criminal charges were significant, with the comparison group differing from the treated groups on alcohol and drug charges, and all groups differing on criminal charges at two years post treatment. There were also differences in Division of Youth Corrections, home and secure detention placements at two-year follow up.

This evaluation reflects the cooperation of the Juvenile Court, the Division of Youth Corrections, and the University of Utah. Each agency played a role in assessing the viability of the Juvenile Drug Court in Utah.

The Polk County (Iowa) Drug Court: From an Evaluator's Perspective, Paul Stageberg. Polk County, Iowa (Des Moines) established a drug court in 1996, and the Division of Criminal and Juvenile Justice Planning (CJJP) obtained a contract during the following year to evaluate the program. Both of these might be referred to as "second generation," as Polk County, in designing its drug court, had the opportunity to draw upon the experience of many other drug courts. Similarly, in preparing an evaluation design, CJJP has had the opportunity to draw upon a number of previous drug court evaluations.

The uniqueness of the Polk County Drug Court was supposed to have been its concentration on probation violators who, instead of being revoked to prison, were referred to the drug court. Now in its third year, has the project been able to continue its focus on those scheduled for probation revocation, or has the original concept been modified? Polk County, in the heart of the upper mid-west, also lies in methamphetamine country. Do addicts present special problems for drug courts?

This presentation will involve a description of the Polk County Drug Court, its development, organization, and operation. Given the nature of the original target group, what difficulties has the program faced? Has the “hard core” nature of the target group presented any special problems? Have outcomes in the Polk County project been any different than outcomes in drug courts with more standard target groups (e.g., those charged with drug possession)?

The evaluation of the Polk County project has attempted to capitalize on the experience of past drug court evaluations. The presentation will also describe the design of the project evaluation and some of the special attributes of drug courts that may lead to unusual approaches in evaluation. What obstacles has the evaluation had to face? How can the evaluation improve on previous drug evaluations? What recommendations do the evaluators have for others involved in drug court evaluations?

Denver Drug Court, G. Edward Wensuc. The Denver Drug Court began operations in July 1994, and was developed as one response to address the issue of alcohol and drug abuse and its impact upon criminal activity. The proliferation of drug courts may, in part, be attributed to greater documented evidence on the efficacy of alcohol and drug treatment and the need to streamline court processes to best utilize scarce resources. Beginning in late 1997, the Division of Criminal Justice (DCJ) sought to determine the efficacy of the Denver Drug Court. Before an outcome evaluation was commissioned, DCJ thought it advisable to conduct a process evaluation to determine whether the Drug Court was operating as designed.

The process evaluation created profiles of drug offenders before and after the Denver Drug Court was established. These profiles assisted policy makers and programming professionals in determining whether the Denver Drug Court is accomplishing its original and evolving objectives. The findings from this report also assisted decision makers in identifying and prioritizing program interventions for Drug Court clientele. DCJ is expected to complete its outcome evaluation by late 1999.

Community Prosecution II: Bringing About Change in Organizational Strategy

Managing the Move into Community Prosecution: Overcoming Challenges in the Prosecutor’s Office and the Community, Catherine M. Coles. Although prosecutors who embark upon the move into community prosecution will likely meet with approval and support from citizens in the community, they should be prepared for significant challenges both within their organization and in working with other criminal justice actors locally. Most offices continue to be organized functionally rather than geographically. The culture of the prosecutor's office, the traditional career path, and current performance review systems usually value excellence in prosecuting felonies—rather than problem solving, the use of civil law and remedies, and community contact. Prosecutors are trained to process cases, not to think in terms of crime prevention. Not having worked closely with citizens other than victims, prosecutors may understand neither the priorities citizens hold for their neighborhoods nor the importance they attach to low-level offenses such as prostitution, intimidating behavior by youth, graffiti, loud music, public drinking, and aggressive panhandling. Community prosecution units can end up being second class, segregated from the "primary business" of the prosecutor's office.

Outside the office, community prosecutors increasingly find themselves building or joining collaborative initiatives that target particular neighborhoods. Initially, turf issues may arise with other partners—police, the U.S. Attorney's office, city attorney's office, mayor's office, active political groups. Prosecutors navigate in a changing sea in which other justice

agencies—police, probation and parole—may not share a "community justice" orientation. Courts in many jurisdictions remain hostile to prosecutorial involvement in local communities, and opinions handed down by some state judicial ethics committees have curtailed participation by judges. Local citizens, too, may be more or less organized and able to meet prosecutors at the table. Once prosecutors are working closely with police and citizens in neighborhoods, they must find ways to resist "co-optation" by these groups, and define the scope of their new activities. And in the absence of established methods for measuring performance and outcomes, prosecutors must find ways of justifying community prosecution to those who control funding.

Data from two prosecution studies funded by the National Institute of Justice provide evidence of how prosecutors from locations such as Austin (Texas), Indianapolis (Indiana), Boston (Massachusetts), and Kansas City (Missouri) have grappled with and surmounted these and other challenges. Findings also will be presented concerning core principles evident in emergent community prosecution practice, the nature of prosecutors' new partnerships with the community, preliminary attempts to develop performance measures for community prosecutors, and outcome measures for collaborative community prosecution initiatives.

Safe Neighborhood Initiative, Boston, MA: How Prosecutors, Police, Public Officials, and Residents Brought a Sense of Community to an Inner-City Neighborhood, Marcy Jackson. The Safe Neighborhood Initiative (SNI) is a model law enforcement, neighborhood revitalization project that began in the Boston neighborhood of Dorchester in 1993. The SNI is based on the collaborative efforts of local law enforcement, state and local prosecutors, city service providers, and community residents to deal with crime and quality of life issues facing an inner-city neighborhood. The SNI consists of two components, the first of which assigns prosecutors who assist in the investigation and prosecution. The second component focuses on revitalizing the SNI neighborhood by addressing the most serious issues facing the community and formulating local, workable solutions to these problems. A neighborhood advisory council guides the SNI in identifying issues and recommends how best to respond. The SNI has focused on reallocating existing resources within state and local agencies along with a targeted infusion of federal monies to combat issues of unemployment, job training, housing, health care, school. The SNI also works in conjunction with other innovative programs developed in Boston, including Operation Night Light (a home visit probation program), No Next Time (a program aimed at domestic batterers), and Operation Cease Fire (a youth forum designed to prevent incidents of violence).

The SNI has been replicated in three other neighborhoods of Boston as well as four other cities across Massachusetts. Attorney General Janet Reno has recognized the SNI along with other innovative programs in a 1996 U.S. Department of Justice report, *Youth Violence, A Community-Based Response, One City's Success Story*.

Community Oriented Prosecution, Cheryl D. Luke. In 1995, the Salt Lake City Prosecutor's Office redefined itself by implementing a community oriented prosecution (COP) approach to crime reduction. Three programs illustrate this change, implemented as part of the COP process in the Salt Lake Prosecutor's Office.

Prosecutors were assigned to problem-solving groups, which included varied government agencies, citizens, and law enforcement. The groups, Community Action Teams (CAT), provide grass roots input on a neighborhood basis that is translated into allocation of prosecution resources to address crime in a proactive manner. The CAT assignment has resulted in the use of prosecution resources for prevention and deterrence of crime rather than the traditional approach

of becoming involved after a crime has occurred. Proactive prosecution strategies and development of tools outside the normal prosecution toolbox allow the office to address the problems identified by citizens, as they affect quality of life in neighborhoods. Safe and secure neighborhoods result, which are inherently crime resistant based on a “Broken Windows” practice.

The COP approach to prosecution has resulted in implementation of a misdemeanor drug court model using inexpensive peer review in place of the traditional supervision from a judge. The program is easily duplicated; and the peer review element not only provides the close supervision necessary for recovering drug addicts, but also serves as aftercare for graduates of the program.

COP has also been used to set up a team approach to domestic violence intervention. Working with the courts, the police department, prosecutor’s office, and victim advocates the program has undertaken to intervene in cases of domestic disputes in a meaningful way. A series of life skills courses and close judicial supervision have resulted in more cases of successfully completed probation than the traditional prosecution approach generated.

Community prosecution has become a specialty in which prosecutors step out of the traditional prosecution box and become involved with the people they serve. The partnership between citizens, police, and prosecutors can be used to approach crime problems in a meaningful and holistic manner. Prosecutors develop tools separately, apart from fines and jails, to promote a safe and healthy community that is crime free, rather than just processing cases after the crime has occurred.

Crime Mapping: Issues of Data Integration and Confidentiality

Strategic Approaches to Community Safety Initiative (SACSI): Lessons Learned in Information System Implementation, Elizabeth Groff. The Strategic Approaches to Community Safety Initiative (SACSI) is an innovative attempt to foster a multi-agency, collaborative approach to problem solving. A unique aspect of SACSI is its focus on information systems development. Specifically, it involves the development of an Intranet application that allows access to a wide variety of data sets and the ability to display and analyze information geographically. This session will focus on lessons learned in the attempted implementation of an information system across five local sites.

Confidentiality Issues in Crime Mapping, Debra A. Stoe. Issues surrounding privacy, confidentiality, and data sharing in crime mapping gained prominence at the Crime Mapping Research Center's (CMRC’s) second annual conference in 1998, and generated a profusion of postings on "Crimemap," the CMRC's listserv. Those who posted messages offered advice on computerized crime mapping, including various types of crimes to map and at what level of aggregation, how much and what kinds of data should be shared, and data sharing issues in terms of what data to share with researchers and with what restrictions. This presentation will address the following questions, which have been identified as encompassing the range of issues surrounding crime mapping and confidentiality:

- 1) Where is the balance between the public's right to know and the victim's right to privacy?
- 2) Should professional standards or guidelines be developed for crime mapping as it pertains to privacy and freedom of information issues? If so, what should these standards look like and who should promote them?

- 3) When information passes from one agency to another, who is liable or accountable for the inappropriate use of crime maps or the sharing of inaccurate geocoded data? What kind of statements should be made (i.e., disclaimers)?
- 4) What is the appropriate model for partnerships between law enforcement agencies and researchers with regard to data sharing?
- 5) What security measures are available for data sharing over Internet or intranet environments, and how can they be shared with local agencies?

Developing a Shared Police-Probation Database In Phoenix-Maricopa County, Arizona: Issues in Sharing Offender-Based Information, Vincent J. Webb. This presentation describes a current effort to develop and test the effectiveness of using shared police and probation information in support of both problem solving and police and probation operational practice. The Phoenix Police Department and Maricopa County Adult Probation have agreed to share selected data elements from probation's client database and the police department's records management system. The developmental process, structure, and data elements of the shared client/offender-based data system are described. Emphasis is placed on some of the issues related to data security and access. The value of the database for use in crime mapping and analysis in support of crime-specific problem solving is being evaluated using a quasi-experimental design. The problem solving experiment and evaluation are also described, and other operational applications of the data are reviewed.

Workshop: Evaluating Treatment Services Components of Criminal Justice Programs

Evaluating Treatment Services Components of Criminal Justice Programs, Peter J. Delany and Kenneth D. Robinson. This presentation will discuss the outcome findings of ten years of work using Moral Recognition Therapy. In addition, the presentation will describe the intervention strategy as it has been used in a large locally-operated prison, its effectiveness in reducing subsequent recidivism, and how it may be applied across a variety of criminal justice settings. These discussions will be used as a basis for examining issues of cost and cost analysis using a new primer for measuring costs and outcomes developed for program directors by the National Institute on Drug Abuse at the National Institutes of Health.

Concurrent Panels, Wednesday, 9:30 a.m. – 11:00 a.m.

Assessment of Delinquency Prevention in Schools

Identifying the Policy-Relevant Factors that Distinguish Safe and Unsafe Schools, Scott Crosse. Preliminary results from an in-depth analysis of 40 secondary schools indicate that schools are implementing a variety of activities intended to prevent school disorder. Although many of these activities focus directly on students (e.g., classroom-based prevention curricula), many other activities focus on the school environment. These environment-focused activities include, for example, security measures and the development and enforcement of disciplinary policy. The results suggest that, in many schools settings, the environment-focused

activities may play as large or larger role than the student-focused activities in preventing school disorder.

***What Do Schools Do To Prevent Problem Behavior and Promote School Safety—How Well Do They Do It?*, Denise C. Gottfredson and Gary D. Gottfredson.** Results from a large national sample of schools indicate that schools engage in a large number and great variety of activities to promote a safe and orderly environment and to prevent delinquency, drug use, and gang involvement. The potential effectiveness of these prevention activities depends upon the use of practices shown in prior research to be associated with effectiveness and the intensity of implementation. Results show that the quality of implementation varies among prevention activities and among schools. Schools that implement higher quality activities are those that make prevention activities a regular, expected part of school employees' jobs, train and supervise implementers, use more structured methods, use a wider variety of information sources to select prevention activities, and have principals that support the prevention activities. Local initiation of prevention activity, high school morale, and more extensive planning are associated with more extensive prevention activity. Overall, much of what schools do to prevent problem behavior fails to incorporate design features of effective programs, but there is much variability and room for improvement.

***Directions for Future Research on School Safety*, Paul Kingery.** The demand for safer schools is immediate and pressing. The research agenda must match this challenge, yielding judgements about best prevention and intervention practices based on sometimes incomplete information while the slow, painstaking process of theoretical research grinds forward. The most critical need is to collect, evaluate, and synthesize what is already “known” in schools through imperfect processes of trial and error. This means making better use of the information already available. In this way, we will proceed beyond the “myths” that currently dominate the discussion and skew perceptions. This presentation discusses a range of research and evaluation methods that can improve our understanding of school safety approaches in several areas, including the following:

- Altering aspects of the school building, staff, policies, procedures, and climate. It is possible, to a significant degree, to reduce violence in a closed setting, such as a school, even before risk and protective factors are addressed at the individual level.
- Providing alternative educational strategies, including in-school programs; alternative-site programs as alternatives to suspension, expulsion, and incarceration; and juvenile justice system programs. Productive evaluations (from least to most expensive) might involve a physical retrospective survey of sites throughout the nation; cross-site evaluations of ongoing alternative education programs, and learning laboratories for alternative education.
- Keeping weapons out of schools. Approaches to explore include training and deploying school staff at entries, use of hand-held metal detectors, crime prevention through environmental design (CPTED) approaches, and others that fit under the rubric of “environmental strategies for school safety.”
- Building relationships between school officials and law enforcement. As these relationships are explored, they should be studied to elicit best practices.
- Improving school information management systems. Ongoing research includes tests of newer, flexible programs for Windows operating systems.

- Targeting programs toward students (whether to the broader student body or to students with known risk factors). Evaluation problems include the conceptualization and operationalization of “violence” variables, risk factors, protective factors, processes, and outcomes. Both evaluation and reporting standards are needed and could be developed through expert panels.

Program effectiveness studies stop short of considering the strategies across various programs that result in the best outcomes for the lowest cost. The study of strategies, or principles, has been initiated through meta-analytic procedures by the Hamilton Fish Institute (James Derzon’s group), by Denise Gottfredson’s team at the University of Maryland, by Nan Tobler’s group at SUNY-Albany, and by Morris Lau’s group at the University of Hawaii. Paul Kingery has directed and/or supported the efforts of meta-analytic staff at all four sites and is building a collaborative relationship between them so that data can be shared. Under the collaborative relationship, all four groups will share sources of effect sizes in published and unpublished studies.

Community Policing at Work: Three Views from Field Observations

Police Disrespect Toward the Public in Two Agencies Implementing Community Policing, Stephen D. Mastrofski. Avoiding bad relations with members of the community is at least as important as establishing good relations with them. When police are disrespectful toward the public, they face a self-imposed obstacle that is particularly difficult to overcome when attempting to secure community support and cooperation in community policing endeavors. This presentation describes how the patrol officers in Indianapolis, Indiana, and St. Petersburg, Florida, treated suspects whom they encountered in their everyday work. Both departments were implementing community policing, and their leaders had placed a high public priority on improving police-community relations. The presentation examines the frequency with which police acted disrespectfully toward suspects and considers several possible influences on the police behavior observed.

Officers were found to behave disrespectfully toward 9 percent of 3,130 suspects with whom they interacted in the two cities. The suspects’ personal characteristics (sex, age, wealth, race) were found to have little or no influence on police disrespect. The most powerful predictors reflected how suspects behaved or presented themselves in the presence of the officers. The single most powerful predictor of police disrespect was a citizen’s initiation of disrespect first. The next most powerful predictor of disrespect was a display by citizens of some incapacity for self control (emotional, intoxicated, or mentally ill). The implications of these findings are discussed.

How Officers Spend Their Time with the Community, Roger B. Parks. Using data from field observations of police patrol officers at work in two American cities, we explore similarities and differences between the tasks undertaken by generalist patrol officers and community policing specialists. As is to be expected, community policing specialists are much better able to choose the work they do and the people they encounter. Specialists use their discretion to spend less “face time” with the public and more time “behind the scenes,” and to engage a higher status and less problem-ridden clientele than do patrol generalists. Implications for adoption of community policing are discussed.

Effects of Supervisory Styles on Patrol Officer Behavior, Robin L. Shepard. Do supervisory styles of first-line patrol sergeants actually influence subordinate behavior? Very little research has been conducted that attempts to link supervisory style with patrol officer performance. Using data collected from the Project on Policing Neighborhoods, a systematic observational study of patrol officers and first line supervisors in two metropolitan police departments, four different supervisory styles are identified for 81 sergeants and lieutenants. These supervisory styles were developed from responses to structured survey items and compared to supervisor behavior observed during observation sessions. Multivariate statistical analyses show that the four supervisory styles have a very limited effect on subordinate behavior, although some styles do have a greater influence on particular types of behavior than others. These findings and their implications for police management are described.

Practice and Policy Implications of the Comprehensive Communities Program

How Change Can Happen: CCP Impact on Community Policing Implementation, Sandy Kaminska Costello. In six sites funded by the Bureau of Justice Assistance, Comprehensive Communities Programs (CCP) were instituted with community policing as one of the cornerstones of inter-agency efforts to address problems of crime and disorder. Although each CCP was locally planned and incorporated components unique to its jurisdiction's needs, policing agencies in the six CCP sites shared common features and goals. First, community policing agencies throughout the country often cite "turf wars," or a lack of inter-agency cooperation, and poor communication with the community as significant barriers to full community policing implementation. Thus, CCP was designed to help jurisdictions support inter-agency cooperation, as well as to enhance collaboration with the community. Second, policing agencies tend to implement community policing by utilizing one of three basic strategies: the entrepreneurial strategy, the administrative strategy, and the tactical strategy. In this segment, we will look at the impact CCP had on the community policing planning and implementation styles in each of the six sites.

Comprehensive Communities Program: Final Conclusions, George L. Kelling. This presentation will highlight the final conclusions of the evaluation of the Bureau of Justice Assistance's Comprehensive Communities Program (CCP). It will examine the process by which sites implemented their comprehensive crime strategies, and the impact of pre-existing social, economic, ecological, and political factors on implementation. Evidence and effects of partnership-building aimed at combating crime and violence will be presented. The presentation will also address the extent to which CCP accelerated sites' implementation of community policing and community mobilization, and also whether CCP affected the sites' service delivery systems.

Finally, the paper will address the issue of sustainment. Too often, federal grants fund local programs that only exist for the short duration of the grant. The Bureau of Justice Assistance envisioned CCP as a way for cities and communities to pilot new programs and partnerships that, ideally, would then become a permanent part of the local anti-crime strategy. How successful were the sites in sustaining the CCP-funded components? Information will be given on how public and private monies were obtained; how processes and partnerships were sustained; and how the influence of CCP-funded activities will be impacting the sites for years to come.

Innovations in the Comprehensive Communities Program, Ann Marie Rocheleau, William Sousa, and Mona R. Hochberg. CCP spawned a number of creative initiatives in the areas of community mobilization and service delivery. In the cities of Hartford, Connecticut, and Wilmington, Delaware, community mobilization efforts under CCP have permanently changed the interaction between neighborhoods and municipal agencies. This presentation will describe how the neighborhood groups operate, how the city agencies became more neighborhood-oriented, and how neighborhood circumstances have been changed by the new arrangement.

In Boston, the Youth Service Providers Network (YSPN) evolved into a strong partnership between the Boston Police Department and the local Boys and Girls Clubs. Initially, a Boys and Girls Club social worker was given an office in a district police substation to identify and refer troubled youths for needed services at the Boys and Girls Clubs or another appropriate agency. This program has expanded to four additional police districts, and the model is being expanded into other agencies.

One of the more interesting and innovative CCP-funded community policing initiatives is Metro Denver's Line Officer Grant Program. Line officer grants allow police officers working with community members to apply for and receive up to \$2,000 in financial support for the implementation of problem-solving strategies in their neighborhoods.

Impacts of Truth in Sentencing on State and Federal Corrections

Understanding the Growth in U.S. Prison and Parole Populations, Allen J. Beck. This presentation will provide an overview of trends in U.S. prison and parole populations from 1990 to 1997, drawing on recent findings from surveys conducted by the Bureau of Justice Statistics. It will include an examination of recent changes in the prison and parole populations, an analysis of factors behind their continued growth, and a detailed discussion of trends in parole supervision. It explores the impact of recent changes in sentencing and release policies on the size and composition of both correctional populations. The presentation concludes with a discussion of whether these trends will continue.

Impact of Truth in Sentencing Legislation in Virginia, Brian J. Ostrom. Through a partnership involving the Virginia Criminal Sentencing Commission and the National Center for State Courts, this project provides a systematic examination of the development and implementation of Virginia's new no-parole, "truth in sentencing" (TIS) laws that were implemented in January 1995. The evaluators examined sentencing in Virginia beginning in 1980 through the first three years of TIS reform (January 1995, to January 1997). The evaluation findings cover three distinct aspects of sentencing reform in Virginia and incorporate both a process and an outcome orientation.

First, the evaluation focuses on the process by which the new TIS system was developed. Where does Truth in Sentencing fit within the historical context of sentencing reform in Virginia? How are violent and nonviolent offenders treated under Virginia's TIS sentencing guidelines?

Second, the evaluation assesses the outcomes of TIS against the expectations of the system designers. How accurate was the initial forecast of the impact of TIS on the prison population? Has judicial compliance changed with the introduction of TIS?

Third, this evaluation includes the first half (or baseline) of a recidivism analysis for use in assessing the impact of TIS. What is the rate of recidivism for offenders released prior to the

1994 reforms? How does Virginia attempt to educate inmates ready to exit state correctional facilities about TIS reforms?

This evaluation is designed to benefit policy makers and practitioners in Virginia who are interested in the impact of the new sentencing reforms in their state, and the criminal justice community generally.

Drug-Related Issues and Crime I

Prison-Based Therapeutic Community Treatment: Overview of Research Findings, Kevin Knight and co-author Matthew Hiller. In response to increasing problems associated with substance-abusing offenders, many correctional agencies have developed a comprehensive substance abuse treatment system. One of the major treatment components usually includes an in-prison therapeutic community (ITC) program designed to provide intensive residential treatment for up to 12 months during an offender's last year of incarceration. Upon release from prison, ITC offenders typically are offered continued treatment in a community-based residential program, often followed by outpatient treatment. This presentation summarizes long-term outcomes from three well-developed ITC programs in California, Delaware, and Texas. In each case, when compared with a group of parolees who were eligible but not selected for ITC treatment, evidence shows that ITC programs, particularly when coupled with continued treatment after prison, helps to reduce subsequent substance use and criminal behavior.

Impact of Residential and Non-Residential Drug Treatment on Florida Probation Outcomes, Pamela K. Lattimore and co-author Richard L. Linster. In 1991, the Florida legislature passed the Community Corrections Partnership Act, which provides funding for substance abuse programs within the community and within the prison system. Two levels of residential programs were specified for probation-based treatment. "Secure" programs are residential programs of 12 to 18 months. "Non-secure" programs are two months of intensive residential treatment followed by four months of re-entry. This paper presents the results of an impact analysis of the Secure and Non-secure drug treatment programs, non-residential treatment, and no treatment for nearly 140,000 drug-involved individuals sentenced to probation in Florida between July 1, 1991, and June 30, 1995.

Of the 139,942 subjects, 41,139 were assigned to some type of residential (Secure or Non-secure) or non-residential drug treatment during the study period. Recidivism, the outcome of interest, was defined as the occurrence within two years of the admission to probation on the current sentence of (1) revocation of current probation sentence, (2) return to prison with or without revocation, (3) addition to the current probation sentence but without revocation, or (4) a new sentence to prison or probation after successful completion of the current sentence. Separate logistic regression models were estimated for those assigned to each of six groups—Secure; Non-secure; non-residential between July 1, 1991, and June 30, 1993; non-residential between July 1, 1993, and June 30, 1995; no treatment between July 1, 1991, and June 30, 1993; and no treatment between July 1, 1993 and June 30, 1995. The results suggest that Florida was successful in channeling more serious offenders to their residential programs, as had been required by statute. Further, both the residential and non-residential treatment programs were effective in reducing the recidivism of these probationers. Non-residential treatment appears to reduce recidivism by about 16 percent over what would have been expected in the absence of the treatment programs. Residential treatment effects were estimated to be smaller but still meaningful—about a 7 percent reduction over expected.

Meth Matters, Susan Pennell. This research study, supported by the National Institute of Justice, examined the use and production of methamphetamine, or meth. Utilizing the Arresee Drug Abuse Monitoring (ADAM) program, the study asked 60 questions about meth to arrestees booked into local detention facilities in five ADAM sites on the west coast.

Although meth has been a significant problem in many western communities for some time, it is only recently that meth production and use appears to be edging eastward. The consequences of meth can be devastating to the environment, since the ingredients create toxic hazards and meth labs can explode from the volatility of the chemicals. Chronic meth use has severe impacts on brain chemistry, and loss of control over the drug is rapid. Meth users are difficult to engage in treatment and more difficult to retain in the treatment setting. Meth production and use creates challenges for both law enforcement and health providers. This study enhances the knowledge base about meth and the dynamics of the meth market.

Results from interviews with over 1,000 arrestees suggest that meth users are primarily white, with an average age of 30. They tend to use multiple drugs. Those who also become involved in illegal drug activity tend to use more frequently and to have been arrested prior to the interview. The meth market appears to be somewhat closed in that meth users generally buy only from someone they know, and they often have used that connection for some time.

The study suggests differences across the sites, indicating that strategies must be regionally-based and tailored to communities.

Crime Prevention in Public Housing

Study of Elder Abuse Prevention in a Public Housing Community, Rob Davis. Four-hundred-three residents of public housing who reported an incident of elder abuse to the police were randomly assigned to receive or not to receive two interventions designed to reduce the incidence of repeat abuse. Participants either received or did not receive a home visit from a team of a police officer and a social worker. Also, housing projects either were or were not targeted to receive educational materials about elder abuse.

Results showed that the interventions had no effect upon their knowledge or use of social services or upon their psychological well being. However, in households which received both public education and home visit interventions, victims were more likely to report new victims who received only a home visit also were more likely to report new instances of abuse to the police, but not to research interviewers.

Implementing Community Policing in North Philadelphia Public Housing Developments, Alex Piquero and Patricia Collins. This presentation discusses findings of an 18-month evaluation of the implementation of community policing in North Philadelphia public housing developments. Five public housing developments received the community policing program, and four comparison sites did not.

The evaluation involved a number of components:

- A three-wave panel of resident perceptions
- A three-wave panel of youth focus groups
- A three-wave panel of police officer perceptions
- Continuous police officer observations
- A three-wave panel of community incivility observations

- An analysis of calls-for-service and crime (arrest and offense) data across multiple years, both within and outside of the public housing developments, and
- Continuous community meeting observations.

The main findings showed (1) a general decrease in citizen ratings of community problems across three waves in the treatment sites relative to residents in the comparison sites, (2) a general decrease in officer ratings of community problems across the three waves in the treatment sites relative to the comparison sites, (3) a general increase in officers' proactive involvement in policing efforts after program implementation in the treatment sites, (4) some observed increases in certain types of crime in areas outside of the public housing developments after program implementation in the treatment sites, (5) a higher level of job satisfaction for police officers in the treatment sites relative to the comparison sites at the third wave of survey administration, and (6) more familiarity with Public Housing Authority services for residents in the treatment sites relative to residents in the comparison sites. Some of the findings related to community meeting observations and youth focus groups indicated that the degree of involvement of residents varied by public housing site.

The implications of the study for community policing in general, and for policing strategies in public housing developments in particular, are addressed.

Mental Illness, Crime, and the Justice System: Recent Findings

Developing Model Systems of Care for Individuals with Co-occurring Disorders in the Criminal Justice System, Joan Gillece. The Maryland Community Criminal Justice Treatment Program (MCCJTP) is a unique blending of federal, state, and local funding that fosters services integration. The Division of Special Populations within Maryland's Mental Hygiene Administration (MHA) has implemented the MCCJTP program in 18 jurisdictions throughout Maryland to meet their recidivism to psychiatric hospitals, detention centers, and homelessness. The MCCJTP provides mental health and substance abuse assessment, case management services in jail, and linkages with direct treatment and supportive services during the post-release period. While the MCCJTP program is statewide, it is specifically adapted to the strengths and configuration of each local county's service delivery network. Service to the consumer is holistic, involving a multitude of agencies and services beginning in the detention center and continuing in the community.

Comparing Outcomes of Major Models for Pre-Booking Mental Health Diversion Programs, Henry J. Steadman. The objective of this study was to examine three major models of police response to incidents involving people who have mental illnesses and to determine the extent to which the use of a "pre-booking" jail diversion program is associated with a "specialized" response and with reductions in the arrest of people with mental illness.

Three study sites were examined that represent distinct approaches to police handling of incidents involving persons with mental illness in the community: (1) Birmingham, AL (the Community Service Officer program); (2) Knoxville, TN (Mobile Crisis Unit); and (3) Memphis, TN (Crisis Intervention Team). Records reviews (n=597) were conducted to determine disposition and patrol officers' perceptions of the specialized response.

Notable differences were found across the three sites in the proportion of mental disturbance calls eliciting a specialized response. All three programs had relatively low arrest rates, with the Memphis program being the lowest. Birmingham's program was most likely to

resolve an incident on-scene, whereas Knoxville's Mobile Crisis Unit predominately referred to mental health specialists.

The performance of the three programs present evidence to strongly suggest that specialized programs can succeed in improving outcomes for mentally ill people in crisis situations.

Psychiatric Disorders Among Adult and Juvenile Detainees: Implications for Public Policy, Linda A. Teplin. Mental health professionals speculate that, because of deinstitutionalization, many persons with severe mental disorders—both adults and juveniles—are arrested rather than provided services. Thus, the jail or juvenile detention facility may have become part of the mental health system. Accurate epidemiologic data are critical because the numbers of detainees are increasing. For example, on an average day, there are over 550,000 adults detained in U.S. jails; and over 100,000 youth under 18 are in custody in juvenile facilities. Moreover, recent changes in the laws—mandatory penalties for drug crimes and lowering the age that juveniles can be tried as adults—have resulted in more persons than ever before being detained pretrial and serving time.

Detainees with severe disorders have a constitutional right to receive treatment while in custody. Yet, without accurate epidemiologic data, jails and juvenile detention facilities cannot allocate the resources and design programs to meet the needs of their detainees.

This presentation provides epidemiologic data on three populations of detainees: men in jail (N=728), women in jail (N=1,272), and juvenile detainees (N=1,832). Detainees were sampled randomly during intake and administered the Diagnostic Interview Schedule (adults) or the Diagnostic Interview Schedule for Children (juveniles).

We found that approximately 9 percent of adult male detainees and 18 percent of women in jail had severe psychiatric disorders (schizophrenia or major affective disorders). Juvenile detainees also had high prevalence rates. Nearly 80 percent had one or more DSM-III-R disorders. Over 48 percent of the juveniles had substance abuse or dependence. All three samples had high rates of co-morbidity, particularly substance abuse/dependence and other psychiatric disorders. Relatively few persons who needed mental health services received them while they were detained. Only 37 percent of men and 23 percent of women received services while they were in jail.

Correctional health care is a growing national public health problem. The magnitude of mental health service needs far exceeds current resources. The public health system must allocate resources and design programs to reach persons who are diverted at arrest, who need services while detained, and who need liaison with community programs after they are released from jail.

Workshop: Sharing Data to Support Multi-Agency Collaborative Approaches to Combating Crime 101

Sharing Data to Support Multi-Agency Collaborative Approaches to Combating Crime 101, Jill Fleury, Elizabeth Groff, Debra A. Stoe and Robert L. Stropky, Jr. The Strategic Approaches to Community Safety Initiative (SACSI) is an innovative attempt to foster a multi-agency, collaborative approach to problem solving. A unique aspect of SACSI is its focus on information systems development. Specifically, it involves the development of an Intranet application that allows access to a wide variety of data sets and the ability to display and analyze

information geographically. This workshop will discuss the background of the project and then focus on the steps taken in the development of the Community Safety Information System (CSIS) in Winston-Salem, North Carolina, and New Haven, Connecticut. Participants will leave with a good understanding of the steps necessary to duplicate this type of effort.

Concurrent Panels, Wednesday, 11:15 a.m. - 12:45 p.m.

Special Topics in Policing

The Impact of Oleoresin Capsicum Pepper Spray on Respiratory Function in Human Subjects in the Sitting and Prone Maximal Restraint Positions: Preliminary Data, Theodore C. Chan. The aim of this study is to determine if oleoresin capsicum (OC) aerosol spray (also known as “pepper” spray), often used by law enforcement personnel to subdue violent, combative subjects, results in any detrimental effect on respiratory and pulmonary function in human subjects while in a sitting position or prone maximal restraint (also known as “hobble” or “hogtie”) position.

Methods. We performed a randomized cross-over controlled trial to investigate the effects of OC spray exposure and body position on respiratory function. Volunteer participants were recruited from the San Diego Regional Public Safety Training Institute. These individuals undergo exposure to OC spray as part of their training. After an initial medical screening including baseline pulmonary function testing, participants were randomized to four trials:

1. Placebo spray followed by sitting position;
2. Placebo spray followed by hobble restraint position;
3. OC spray followed by sitting position;
4. OC spray followed by hobble restraint position.

Participants were randomized to perform 2 of the 4 trials on two separate days in the pulmonary function laboratory of the University of California, San Diego, and were never exposed to OC twice in one day. During exposure, participants were placed in a hood while wearing eye goggles. OC exposure occurred with a 1 second spray from a 5.5 percent OC canister (Zarc International) directed at the face within a 3 x 6 contained space contiguous with the hood. Participants remained in this position for 5 seconds, after which the hood was removed. During exposure, impedance monitoring documented respiratory and breathing patterns. After exposure, participants were placed in either the sitting or restraint position by means of handcuffs and a hobble strap currently used by law enforcement in our community. Participants remained in this position for 10 minutes. Respiratory and cardiovascular functioning were monitored in the following manner: continuous 3-lead ECG; continuous pulse oximetry on the finger; continuous end tidal CO₂; blood pressure at 3, 6, and 9 minutes; arterial blood gas at 8 minutes; and pulmonary function testing (forced vital capacity and forced expiratory volume in 1 second) at 1.5 and 10 minutes. After this time, participants rested for at least 1 hour between trials.

Results. This study is funded for the period of 10/1/98 through 9/30/99. Trials are ongoing as of this date (5/7/99) with no adverse outcomes to report thus far. Preliminary data is currently being analyzed for the first 10 subjects and will be reported at this conference.

Fatigue, Health, Safety, and Performance of the Police, Dennis Jay Kenney. Each year, police accidents, injuries, and misconduct extract a heavy human and economic cost.

However, little attention has been paid to police work hours despite the fact that both empirical research and practical experience indicate that fatigue may be expected to contribute to these problems. Fatigue arising from sleep loss, circadian disruption, and other factors are known to decrease alertness, impair performance, and worsen moods. It is reasonable to expect that it may also influence the health, safety, and performance of officers as well.

Although the work hours of other occupations are regulated to protect worker and public safety, fatigue and its causes appear to be unavoidable adjuncts of police work. Few law enforcement agencies limit the number of hours officers work; and, although little individual-level data are collected on police work hours, preliminary research suggests that double and even triple work shifts are common in many agencies. Moreover, chronic sleep disruption arising from erratic work hours, court appearances, school, and extra jobs may also constitute serious problems for officers.

The goals of PERF's research were to assess the prevalence and possible consequences of excess fatigue among officers. To do so, PERF staff:

- Collected data on police hours of work, policies and procedures, accidents, injuries, illnesses, misconduct, and citizens complaints. Analysis focused on significant relationships that exist between these problems and the quantity and pattern of hours worked by officers;
- Surveyed officers and conducted focus groups with officers and their families regarding their subjective experience of fatigue and their impressions about its effects on their professional performance, physical and emotional well-being, and personal lives;
- Conducted objective tests on the extent of officer fatigue using non-invasive eye reaction and computer-based tests of readiness for duty. The use of such measures is well established with other occupational groups.

From the analyses of these data, project staff were able to reach conclusions as to the prevalence, the causes and correlates, and the impacts of fatigue on officer health, safety, and performance. National standards for police work hours will be developed and proposed based on the results of this research.

Police Response to Officer-Involved Shootings, David Klinger. Law enforcement officers who shoot citizens sometimes experience negative emotional, psychological, and physical symptoms in the wake of the event. While several studies of officers' responses to involvement in shootings have been published in recent years, the extant literature offers only limited insight into how and why police shootings affect involved officers. The research reported in this presentation was undertaken to expand this knowledge base. "Snowball" sampling was used to develop a sample of several dozen officers who were interviewed about their backgrounds, the shooting events in which they were involved, and their post-shooting experiences. Participating officers provided responses to a set of closed-ended questions on an interview schedule and offered more detailed information about their cases during a follow-up structured interview session. Because data collection is ongoing, the current presentation offers some highlights of the findings to date.

Results from the Byrne Evaluation Partnership Program

Use of GIS Mapping to Determine Violent Crimes Task Force Impact on Violent Crime in the City of Youngstown, Ohio, Ronald K. Chordas. This presentation will focus on the successful components of a violent crime task force and its impact on the incidence of violent crime, location of criminal activity, and local law enforcement calls for service. It will be demonstrated through GIS mapping how to track and identify the concentration of violent activity, schedule concentrated patrols and raids in the concentrated area, and measure their impact on crime within the target area. The GIS mapping may also be used to track the movement of violent activity from the intensive raid areas to other areas and demonstrate the reduction in the incidence of violent crimes. Finally, the use of mapping for planning purposes within and between law enforcement jurisdictions will be discussed.

An Evaluation Partnership Process and Product, Daniel Jarosik. This presentation will discuss how a university-based research center joins with a state administrative agency in evaluating six locally-based AODA (alcohol and other drug abuse) programs in six county jails. Planning for the process and conducting the evaluation, together with a description of some of the products, will be highlighted.

Evaluation of the Administrative Component of Florida's Byrne Program, C. Aaron McNeece. The Edward Byrne Memorial State and Local Law Enforcement Assistance Program provides aid for state and local criminal justice agencies. In Florida, the Byrne Program is administered through the Department of Community Affairs (DCA), Drug Control and System Improvement (DCSI) program. Subgrants are awarded within 26 federally authorized purpose areas, including administration, prevention/education, criminal justice law enforcement, management information, innovative programs, evaluation, and domestic violence. The National Drug Control Strategy plan calls for a self-assessment process regarding these efforts. This study assesses a portion of a federal project funded through the U.S. Bureau of Justice Assistance.

Unlike other states, Florida shares administrative funds for the Byrne program with local governments to facilitate an administrative policy of “bottom up” planning rather than “top down” directives. This strategy supports a trend to decentralize authority and devolve program funding in order to strengthen the public and community based sector response to public needs. In Florida, 67 county governments are awarded portions of the Byrne Program funds using a matrix formula based on crime statistics and population data. Local governments can elect to apply for a subgrant to fund administrative personnel or services and may use up to 10 percent of their portion of Byrne funds for administration.

This study is an analytic ethnography examining administrative roles and processes in 11 target counties that have subgrants for a Byrne-funded administrative component, and 5 comparison counties that do not use any Byrne funds for administration. Triangulation of data was achieved by use of semi-structured interviews, observations at advisory board meetings, and examination of documents. Qualitative data analyzed by a constant comparative methodology indicated differences in administrative roles and processes and advisory board roles in the target and comparison counties. The differences are related to increased participation by subgrantees and local citizens in program planning and decision making in the target counties, compared to the comparison counties.

Administrative processes in the target counties were also related to more monitoring visits of subgrantees, more subgrantee meetings and greater use of technology than in the comparison counties. Overall, the levels of coordination, communication, and collaboration related to anti-drug abuse activities were higher for counties with the Byrne-funded administrative component than for the comparison counties.

Drug-Related Issues and Crime II

Drug Testing for Youthful Offenders on Parole: An Experimental Study, Rudy Haapanen. This presentation will discuss the results of a study to evaluate the effectiveness of parole drug testing for Juvenile Court commitments to state training schools in California (the California Youth Authority, or CYA). This four-year project, funded by the National Institute of Justice (NIJ), focused on the relative effectiveness of different levels of drug-testing (ranging from no routine tests to two tests per month) for reducing criminal behavior among parolees and for helping them successfully complete parole supervision. Drug testing in this context is an aftercare component of a general CYA rehabilitative strategy that incorporates substance abuse programs as well as programs that focus on education, employability, victim awareness, gang activity, and mental health. Results indicated that roughly similar proportions of each group failed parole and that, further, the types of violations (law violations and technical violations of parole) were also similar across groups. Data on arrest patterns showed that drug testing differences did not lead to differences in outcome for these parolees. In fact, arrest rates were higher for parolees in the groups that were tested more. In all, the results suggest that the necessary support for rehabilitative programs for serious juvenile offenders might be obtained with a minimum of drug testing. Predictive analysis, however, found that positive drug tests during the first three months of parole were a good predictor of arrest levels later on, suggesting that early drug testing could serve as a simple, straightforward risk assessment procedure.

Methamphetamine Use in Rural Nebraska, Denise C. Herz. To assess methamphetamine use among arrestees in rural areas, Arrestee Drug Abuse Monitoring (ADAM) data were collected from arrestees in four rural counties in Nebraska and compared to ADAM data collected in Omaha. ADAM is an ongoing national program, which is currently located in 35 sites across the United States including Omaha. As part of this data collection effort, newly booked arrestees were asked to participate in an interview regarding their drug use and their knowledge of methamphetamine markets and to provide a urine specimen for urinalysis. Participation in this study was completely voluntary and respondents remained anonymous. Rural ADAM was a one-time data collection that lasted two months in each site. Findings from this comparison indicate that methamphetamine use is not significantly higher in rural areas than in Omaha, but the prevalence of methamphetamine use appears to be higher in rural areas relative to the use of other drugs such as cocaine.

Distinguishing Crack Use From Powder Cocaine, Natalie T. Lu, co-authors Jack Riley and Jim Meeks. Cocaine is one of the most rapidly growing drugs of abuse sold on the streets in the forms of powder and smoke (crack). The addiction associated with crack abuse and its particular CNS (central nervous system) distribution leads to clinical complications different from powder cocaine use. Therefore, it is necessary to distinguish the use of these two forms of cocaine. This presentation reports the experimental results obtained from this research.

First, we identified and selected two unique pyrolysis products that result only from crack use: anhydroecgonine methyl ester (AEME) and ecgonine (ECG). Second, a total of approximately 2,140 urine specimens were collected from five Arrestee Drug Abuse Monitoring (ADAM) sites: New Orleans, Portland, Phoenix, Houston, and Los Angeles. These sites were selected due to their high cocaine positive rates, according to the 1997 ADAM annual report, to ensure that enough positive specimens were involved in the research. Third, all specimens were screened using an EMIT II assay to determine the presence of cocaine. Gas chromatography coupled with mass spectrometry (GC/MS) was used first to identify the presence of a common major metabolite of both crack and powder cocaine, benzoylecgonine (BE), and then to confirm the pyrolysis products of crack use, AEME and ECG. Finally, as an additional research project, hair specimens were analyzed using similar procedures for the detection of BE, AEME, and ECG. The quantitative data obtained from both urine and hair samples were compared, and the results were linked to the geographic regions. Additionally, costs of powder cocaine and crack, profit margins, preferences for use of one form of drug by different gender groups, and level of addiction will be discussed.

Crime Mapping: Prediction, Leading Indicators, and “High Definition” GIS

Criminal Preference Discovery Approach to Spatial-Temporal Criminal Event Prediction, Donald E. Brown. Law enforcement agencies have increasingly acquired database management systems (DMBS) and geographic information systems (GIS) to support their law enforcement efforts. These agencies use such systems to monitor current crime activity and develop collaborative strategies with local communities for combating crime. However, in general these strategies tend to be reactive rather than proactive. A more proactive approach requires early warning of trouble with sufficient lead-time to formulate a plan. Early warning, in turn, necessitates the development of predictive models in space and time that can inform law enforcement of pending criminal events and/or “hot spots,” as well as areas with declining crime activity.

The focus of this presentation is on the prediction of criminal events through preference discovery of the criminal. Current theories of rational criminal behavior and environmental criminology suggest that criminals will choose the time and place to commit crimes based on a mix of attributes or features that describe the context for the crime. The model derives from a discovery of the criminals’ preferences for the features that describe the environmental context of the crime. Our approach specifically includes the methodology for discovering these criminal preferences and then using them in a spatial point process model. We will describe the application of this approach to weekly incidents of breaking and entering in Richmond, Virginia. We evaluated the approach by comparing it to geographic clustering and found that this preference discovery approach performs significantly better.

GIS Analysis of the Relationship Between Public Order and More Serious Felony Crime, William R. Kelly. This research utilizes GIS techniques and log-linear analyses to statistically assess the relationship (spatial association) between public order crime hot spots and more serious crimes over a six-year period in Austin, Texas. The sampling design includes the collection of 24 waves of data (quarterly data over the six-year period from 1993 through 1998) consisting of offense type (public order offenses and selected Part I and other more serious felony and misdemeanor offenses), offense location (specific street address), and date and time

of the offense. This information will be geocoded, and public order hot spots will be statistically identified.

Having identified the location of public order hot spots, we will utilize the location of these hot spots to estimate log-linear models of serious crime, assessing the relationship between public order clusters and the location of more serious crimes. Log-linear models will also be specified to test for differences in the effects of (1) individual public order hot spots, (2) sub-locations within hot spots, and (3) proximity to hot spots.

Additional log-linear analyses and descriptive analyses of the 24 crime maps will be conducted to address questions such as the extent to which the relationship between public order and more serious crime varies over time, the temporal ordering of the association between public order crimes and more serious crimes, the time lag between the emergence of a public order cluster and the introduction of more serious crimes, the threshold level or critical size of public order clusters necessary to “attract” more serious crimes, and patterns of crime migration and displacement.

The benefits from this research include a better understanding of the existence, strength, and nature of the relationship between public order crime and more serious crime; and more precise and informative strategies for measuring and tracking crime and crime hot spots, providing law enforcement agencies nationwide with improved crime mapping and tracking tools that will enhance the efficiency and effectiveness of crime prevention and the allocation of law enforcement resources.

Analysis of Crime Patterns Using a High Definition Geographic Information System, George F. Rengert. The technology included in high definition geographic systems (GIS) requires major modifications of traditional systems but provides unique advantages. The most important advantage of high definition GIS is that it allows analysts to evaluate situational crime control while avoiding “false hot spots,” which may misdirect attention. For example, crime can be recorded on floors of buildings and in rooms on these floors, rather than depicted as an addressable point in space.

A high definition GIS system has been developed for Temple University. It has been used to evaluate environmental features of the microenvironment related to criminal activity. It also has been used to analyze students’ and faculties’ perceptions of crime as they relate to actual crime patterns. This presentation will illustrate crime mapping using high definition GIS. Environmental features related to crime patterns are identified and methods of measuring their effect are explained. Finally, the perception of crime on campus is compared with actual crime patterns to illustrate the accuracy of “common wisdom” in determining safe and unsafe locations. Examples of the benefits of this technology are described throughout this presentation.

Securing Compliance for Persons with Mental Illness

I Am Not Sick, I Don't Need Help, Xavier Amador. More than one-half of all persons with schizophrenia do not believe they are ill and as a consequence do not take their medication. Recent research revealing the scope of the problem, the underlying causes, and strategies for improving insight and compliance will be presented. The role that poor insight into illness plays in the criminalization of the mentally ill will be discussed. Suggestions for changes in commitment laws, the prosecution and defense of such persons charged with crimes, and in public policy will be given in light of the new research.

Securing Compliance for Persons with Mental Illness: “Let the Cooperation Reign, but Hold Compulsion in Reserve,” Paul F. Stavis. The disuse of psychiatric hospitals and institutions and the lack of adequate community-based treatment have spawned a disturbing phenomenon called "transinstitutionalization." This simply means that as the psychiatric facilities close and appropriate treatment is unavailable in the community, persons with severe mental illness are increasingly receiving their mental health care in jails and prisons. Contemporary government mental health policy has largely been a failure both in theory and in implementation, such that the plight of persons with mental illness has ironically been thrown back 200 years, before there was any government mental health policy or program for persons with mental illness. In Pre-Revolutionary America, such persons simply wandered from town to town begging for charity; now society similarly copes with thousands of homeless mentally ill living on its streets begging for help.

Modern medications and the availability of workable methods of outpatient supervision and assisted treatment should be adopted for the benefit of the persons with mental illness and society in general, and to more effectively use the limited resources of government. These include "assisted outpatient treatment," "mental health advanced directives," "administrative adjudication of mental health treatment issues," and re-establishment of an "in need of treatment" standard in the law. Moreover, these should form a graduated spectrum or coherent continuum of care for persons with severe mental illness, to elicit cooperation when possible and to use compulsion where necessary.

These approaches will be defined and elaborated upon, with discussion of how to adopt them into law, policy, and practice, and examples of where they already have been utilized in various states.

Outpatient Commitment in New York: Lessons from the Bellevue Pilot Program, **Howard Telson.** Over the past 40 years the treatment of seriously and persistently mentally ill individuals has shifted from hospitals to the community due to a variety of changes in mental health practice, law, and policy. One consequence of this has been the so-called “revolving door” syndrome, whereby some psychiatric patients become noncompliant with treatment and require repeated acute hospitalizations in order to regain stability. Outpatient commitment is a controversial intervention that has been developed to attempt to compel patients to accept community treatment. Its goal is to minimize the time that chronically noncompliant patients spend in inpatient settings, as well as in jail and on the streets.

Outpatient commitment was first proposed in New York in 1989, but it met with significant opposition. In 1994, after many debates, the state adopted Section 9.61 of the Mental Hygiene Law, which called for an outpatient commitment pilot program at one New York City hospital. The law also required that an independent study be performed to evaluate the program’s success in preventing relapse, and to assess participant satisfaction.

This presentation will outline the eligibility criteria and enforcement mechanisms specified in Section 9.61. It will then review Bellevue’s implementation of the pilot program and describe barriers that were encountered in the process. The program’s statistics, as well as the results of Policy Research Associates’ independent evaluation, will be summarized. The presentation will also address the relationship between Bellevue and community housing, case management, and traditional treatment providers in providing enhanced, coordinated services to the patients and in enforcing outpatient commitment orders.

Bellevue’s conclusions regarding the outpatient commitment pilot program will be highlighted. (1) The Bellevue pilot had many unique conditions, which must be appreciated in

assessing the potential benefits of the intervention. (2) The pilot required the close collaboration of over 80 provider agencies and a shared commitment to work with a very ill, difficult to serve patient population. (3) Court orders often assist patients in complying with outpatient services. (4) Patients generally have not perceived outpatient commitment as harmful. (5) Outpatient commitment is not a substitute for clinical services. (6) Mobilization of outreach services is enhanced by court orders. (7) Outpatient commitment is not a panacea. (8) Families and providers appreciate having the option of outpatient commitment for individuals whose illness prevents them from accepting services and treatment.

Drug Court Evaluations: A “How To” Discussion Panel

Evaluations of Portland, Las Vegas, Kansas City, and Pensacola Drug Courts, John S. Goldkamp. The Crime and Justice Research Institute has been participating in the national Institute of Justice’s national evaluation of drug courts, focusing on a retrospective study of the courts in Portland & Las Vegas. This presentation will discuss issues and innovations in drug court evaluation as applied to these two sites as the evaluation nears the stage of preliminary findings. In particular, the Portland and Las Vegas evaluations have made use of a drug court typology as a framework for organizing questions and understanding findings. The implications of such a framework will be discussed.

Family Treatment Courts: A Review of Goals, Practices, and Lessons from Three Sites, Adele Harrell. This presentation will summarize the emergence of family treatment courts modeled on drug courts and describe findings from site visits to courts in Escambia County, Florida; Manhattan; and Suffolk County, New York. The visits illustrate alternative approaches to case identification, treatment placement, and court monitoring. Lessons from the implementation and early outcomes can assist interested jurisdictions in developing expanded alternatives for drug addicted parents to facilitate early permanency placement decisions and family reunification when possible.

Impact Evaluation and Survival Analyses, Linda Truitt. The National Institute of Justice awarded Abt Associates Inc., a grant to evaluate adult drug court programs at two sites—Pensacola (Escambia County, Florida) and Kansas City (Jackson County, Missouri). Phase I of this evaluation involves: (1) a process analysis to better understand how these drug courts function, and (2) a criminal recidivism outcome analysis. Phase II will combine participant panel interview data with drug court, treatment, probation, and arrest data to monitor relapse and recidivism and associations with participant needs and service delivery. This presentation focuses upon our approach to the criminal recidivism outcome analysis, demonstrating how we address the issue of selection bias when conducting survival analyses. Selection bias, or the degree to which different subgroups from the target population actually enter the program, can be a threat to the validity of an impact assessment. That is, self-selection or other factors correlated with differential participation rates make it difficult to compare treatment versus control group differences—in this case, changes in re-arrest statistics that can be attributed to the program.

Workshop: Determining Effective State and Local Programs: A New Evaluation Framework

An Evaluation Framework to Determine Effective State and Local Programs, Douglas Young and Gregory Robinson. This workshop presents an overview of evaluation, proceeding incrementally from such fundamental tasks as problem identification and the specification of goals and objectives to advanced activities such as the implementation of research designs to assess program impacts and costs and benefits. Each stage of the framework is a necessary building block in the spectrum of evaluation intensity from program monitoring to impact evaluation. In the context of this evaluation framework, Dr. Robinson will discuss the assessment of evaluation readiness and present a tool for articulating a project's "theory of change" or program logic. The process of moving from outcomes to indicators to measurement will be illustrated. Mr. Young will focus upon the advanced stages of the framework and the role of the outside evaluator in contributing expertise and credibility at various stages of the evaluation process. State and local criminal justice planners, practitioners, and researchers alike will be able to apply the framework to the development of evaluation capability with limited resources.