

Program Abstracts

Concurrent Panels, Monday, 10:30 am - 12:00 pm

Illegal Drug Markets: Assessing Past, Present, and Future Research Directions

Relevance of Drug Market Research in a Rapidly Changing World

Richard Curtis

Research on retail drug markets has shown that they are often capable of quickly responding to changing conditions. There have been many cleverly designed law enforcement interventions that successfully impede retail markets, at least for a while, but the often-repeated truism that drug dealers are “one step ahead of the law” is evidence of their ability to adapt and survive. The pace of their adaptation and the ensuing shifts in law enforcement strategies has seemed to quicken over the last 15 years, yet researchers have not shown the same capacity to keep up with the changing times—at least in ways that prove very useful to policymakers and professionals. This presentation uses data from two studies in New York City to argue that drug researchers—if their work is to be relevant—need to devise methods and techniques that can account for rapid shifts in drug markets and provide analyses of these changes to policymakers and professionals in a timely manner. The first study, a 2-year NIJ-funded classic ethnographic examination of drug markets on Manhattan's Lower East Side (1999-2001), describes the profound changes that took place just prior to and during the research period, including the virtual disappearance of street sales, the growth of delivery and delivery services for drugs of all types, and the increasing class fragmentation of drugs markets. The second study, currently under way and scheduled to last throughout the summer of 2003, employs a rapid assessment approach to examine shootings and homicides in two police precincts in Brooklyn. Preliminary results from the project will be reported—particularly those that shed light on the role of drug markets in shootings and homicides—and the structure, rationale, process, products, and future potential of the rapid assessment approach will be discussed.

What Has Research Shown About Drug Markets That Might Help Effective Enforcement?

Peter Reuter

Illicit drugs are, ultimately, consumer goods, and like other goods in modern societies they are provided primarily through markets. The markets for illicit drugs have distinctive characteristics with implications for drug policy choices. For example, illicit drugs are enormously valuable per unit weight, so smugglers can afford to employ very sophisticated methods to conceal and transport even modest quantities. The markets are also generally characterized by small, short-lived, vertically unintegrated, and technologically unsophisticated sole proprietorships that generate great violence and disorder.

Drug enforcement then is a distinctive responsibility for the police. It is about regulating markets. The market should be shrunk, thus reducing the extent of drug use, itself a crime. But the success of drug enforcement is not measured by that alone. The police must also reduce the adverse consequences of drug use and selling; some of those harms are not driven by the extent of drug use or the frequency of drug sales. This discussion begins by distinguishing markets

from market places. It argues that local law enforcement agencies, but particularly police, have a more central role in controlling market places rather than the market for drugs. Federal agencies, on the other hand, are primarily concerned with the control of the supply of drugs. The paper then reviews research findings about the structure of high level markets and about market places and how they might inform enforcement decisions.

Violence Theory, Research, and Practice

Crimes Committed by Terrorist Groups

Mark S. Hamm

A decline in state-sponsored terrorism has caused many terrorist organizations to resort to criminal activity as an alternative means of support. This study examines terrorists' involvement in such crimes as bank robbery, counterfeiting, money laundering, and racketeering; smuggling drugs, cigarettes, and weapons; passport fraud and identity theft. Special attention is given to transnational organized crime. Crimes are then analyzed through the routine activity perspective and social learning theory. These theories draw attention to the opportunities to commit crime and the criminal skills necessary to turn opportunity into criminality. Through these lenses, the research appraises the "successes" and "failures" of terrorist's engagement in crime. Because failures can result from law enforcement efforts to (1) interrupt criminal skill development and/or (2) remove criminal opportunities via technology and transportation systems, the research represents a best practice approach to the study and control of terrorism.

Practical Implications of Theories of Violence

Richard Rosenfeld

Interventions to reduce violent crime are rarely based on explicit premises drawn from theories of violence. This presentation outlines the major theories of violence and applies them to several criminal justice interventions to reduce violent crime. Theory-driven interventions tend to outperform those without explicit theoretical guidance. Moreover, well-planned and executed interventions can lead to useful knowledge and modifications in the theories that inform them.

Preventing Cyber Attacks: Tools and Technology

Research and Development Directions for Cyber Attacks: Investigative Technologies

Andrew Macpherson

Cyber attacks on corporate, governmental, academic, and critical infrastructure networks are increasing in number, sophistication, and severity. The tools that law enforcement uses to respond to these attacks are not keeping pace with the technologies employed by attackers. Commercial research is largely focused on corporate security products and near-term profit-making initiatives. What is sorely needed is mid- to long-term research into the technologies required by law enforcement. This panel will discuss research and development efforts concerning cyber attack investigative tools, trends, and examples.

Recent Findings from OJJDP's Causes and Correlates Program of Research

Effect of Arrest on Personal Characteristics Related to Subsequent Offending

David Huizinga, Amanda Elliott

Previous examinations of the effect of arrest on subsequent behavior within the Denver Youth Survey and cross-nationally in a similar study in Bremen, Germany, have been quite consistent. These various investigations have found that arrest has little impact on future offending and, when it does have an impact, that the effect is most likely to increase future offending. Similar findings are reported in the literature. This raises the question, Why, in general, does arrest result in either no effect or an increase in offending behavior? As a partial answer to this question, this presentation examines the effect of arrest on variables presumed theoretically to be linked to future offending. These include changes in self-concept, increased labeling by significant others or social institutions, modifications of beliefs about offending, as well as changes in peer groups and deterrence beliefs.

Urban Geographic Distribution of Risk Factors for Violence and Homicide

Rolf Loeber, Jacqueline Cohen, Evelyn Wei

It is well known that violence and risk in urban environments are concentrated in the most disadvantaged neighborhoods. Yet, little is known about the geographic distribution of risk factors that predict violence and homicide. The present data derive from the Pittsburgh Youth Study, a longitudinal study on males originally enrolled in the public schools in Pittsburgh. This report is on the middle and the oldest samples in the study, boys who were in 4th and 7th grades, respectively, at the beginning of the study in 1987-1988. Boys in the middle sample have been interviewed over seven waves and subsequently have been followed up in official delinquency records into early adulthood. Boys in the oldest sample have been interviewed over 16 waves and have been followed up in official delinquency records as well. The two samples are characterized by high levels of violence during late adolescence and early adulthood, and 24 of the males have been convicted of homicide. An earlier report highlighted the predictors of violence and homicide. This report illustrates the extent to which the identified risk factors are concentrated in those neighborhoods characterized by the highest rates of violence and homicide in the sample, and the highest rates of community violence and homicide. One of the strengths of the findings is their relevance for interventions at the level of reducing violence in particular neighborhoods and on reducing risk factors associated with violence and homicide in those neighborhoods as well.

Processes of Desistance: Exiting Criminal Careers

Terence P. Thornberry

Desistance is probably the least understood aspect of criminal careers. Virtually all active offenders desist at some point, but relatively little is known about the antecedent characteristics that lead to the termination of criminal careers. In this paper, we examine these processes using longitudinal data from the Rochester Youth Development Study.

Evaluating Rural Court-Based Initiatives

Evaluation of the Integration of Tradition and Culture in Four Tribal Wellness Courts

Karen Gottlieb

Tribal Wellness Courts are based on the Drug Court Model found in the state courts. As with the mainstream drug courts, the Tribal Wellness Courts incorporate drug and alcohol treatment into the criminal justice system to meet the specialized needs of substance abusing offenders. What differentiates Tribal Wellness Courts from state drug courts is the involvement of the community and the fostering of physical and spiritual healing and wellness in the participant and the community as a whole. To this end, Tribal Wellness Courts often include traditional concepts of health and justice to tailor the Wellness Court concepts to their community. The Tribal Law and Policy Institute, in close collaboration with the Tribal Advisory Committee for Tribal Healing and Wellness and with the support of the former U.S. Department of Justice Drug Courts Program Office, developed ten key components for tribal healing for wellness courts. We used these key components as a guide to evaluate four of the earliest Tribal Wellness Courts. Key Component # 4 states that Tribal Healing to Wellness programs should provide access to holistic, structured, and phased substance abuse treatment and rehabilitation services that incorporate culture and tradition. The focus in this presentation is how the four different Tribal Wellness Courts provide a therapeutic environment for participants and their families, and how the courts incorporate traditional healing, peacemaking, and cleansing activities into their programs. The data collection design was framed within a mixed method design where qualitative perspectives provided a fuller context to the quantitative results. The main qualitative method was semi-structured interviews with court staff, current and past participants, family members, treatment and service providers, tribal leaders, and community members. Interview transcripts were coded based on key constructs found in Key Component #4 and additional themes are emerging during computer-assisted analysis (ATLAS.ti) currently underway. A question that will be answered is whether there is a positive relationship between integration of tradition and culture into the Tribal Wellness Court and successful outcome.

Combating Domestic Violence in Rural America: Evaluation of a Local Domestic Violence Court

Angela R. Gover, John M. MacDonald

The current study involved a process and impact evaluation of Lexington County, South Carolina's Criminal Domestic Violence Court (CDVC). The goal of the project was to determine whether the CDVC was successfully implemented and to assess its impact on the incidence of domestic violence in Lexington County. Three methods of data collection were used to conduct the process evaluation component of the study. Research staff observed 30 court sessions, interviewed 7 key court officials, and interviewed 50 victims and 50 defendants whose cases were processed in the domestic violence court. Three methods of quantitative analysis were used to examine the overall impact of the domestic court: (1) a time series intervention analysis; (2) a spatial analysis of the geographic boundaries of domestic violence arrests; (3) a recidivism analysis of 189 defendants arrested for domestic violence before the implementation of the court and 197 defendants arrested for domestic violence after implementation.

The results from the process evaluation indicate that an effective courtroom workgroup emerged and that important systemic changes occurred in the manner in which domestic violence

cases were processed. Specifically, the CDVC had changed the focus of domestic violence prosecution from a traditional passive approach to an active approach that emphasized victim safety, offender accountability, and batterer treatment. Victims and defendants generally thought the CDVC officials treated them with respect and that the outcomes of their cases were fair. These results suggest that specialized domestic violence courts that emphasize collaboration between law enforcement officials, prosecutors, judges, and treatment providers can be successfully implemented and can change the intervention process through which domestic violence cases are adjudicated. The results from the impact evaluation indicate that domestic violence arrests increased significantly after the CDVC was established, but that recidivism rates significantly decreased for defendants processed through the CDVC compared to the historical control group. The results also suggest that domestic violence can be affected by increased coordination and attention from representatives of the criminal justice system. The study results suggest that systematic localized court interventions in rural settings aimed at domestic violence defendants can be effective at enhancing enforcement and improving victim safety. Findings from this study suggest that the CDVC can serve as a model for other rural jurisdictions interested in establishing domestic violence courts.

Graduate Research Fellowships at NIJ

Factors Affecting Sentencing Outcomes in Criminal Cases: A Multilevel Analysis

Noelle E. Fearn

This presentation uses data on felony defendants processed in a nationally representative sample of large urban counties, in conjunction with data on the characteristics of the counties in which the cases were adjudicated, to examine both the individual and contextual factors that influence sentencing outcomes. Drawing on prior theory and research, multilevel models were estimated to determine whether various contextual factors (e.g., racial composition, age structure, sex ratio, unemployment rates, crime rates, and religious and political affiliations) affect the type (e.g., prison, jail, probation, fine) and length of sentences received, net of other factors associated with sentencing outcomes. Additionally, the research examined whether the contextual characteristics condition the effects of several defendant characteristics on sentencing outcomes, including whether contextual features such as racial composition, sex ratio, or sentencing structure help to explain that variation. The results of this research broaden understanding of the influence of defendant and case characteristics on sentencing outcomes, especially the contextual nature of those effects, and greatly expand knowledge of how contextual factors affect a variety of sentencing outcomes. In addition, this research provides valuable information to criminal justice policymakers about the factors associated with variation across jurisdictions in the nature and severity of sentencing outcomes. Information about the types of contextual conditions, particularly those amenable to change by policymakers (e.g., sentencing guidelines), that result in less disparity in sentencing decisions is critical to the development of comprehensive and equitable criminal justice policies and practices. Providing such information was the main objective of this research.

Impact of Juvenile Justice Involvement on School Performance

Paul Hirschfield

This study assesses the impact of first arrest on school performance among a sample of contemporary inner-city youth, as well as the factors and processes that mediate and condition the impact of juvenile justice intervention. The research aims to encourage the consideration of the collateral consequences of juvenile sanctioning decisions and to identify individual and social factors as well as institutional experiences that help juvenile offenders successfully reintegrate into educational institutions.

Two separate research components address these questions. The first component employs a quasi-experimental design to measure the impact of first arrest on academic performance. The sample was drawn from the Comer School Development Program Evaluation of 22 low-income elementary schools from 1992 through 1997. Multivariate linear regressions suggest that juvenile justice involvement in 7th or 8th grade does not lower math and reading achievement in those grades. However, logistic regression analyses suggest that arrests can greatly increase the odds of repeating 8th grade and dropping out before the fall of 10th grade. Furthermore, being arrested in 9th grade is associated with an increase in absences and a small decrease in grades that semester. Higher levels of social support appear to soften these effects, although inconsistently.

To explore the processes that condition and mediate the impact of arrest, semi-structured interviews were conducted with a random sample of 20 Comer youth aged 18-19, stratified by patterns of school outcomes following sanctioning. The ten youth who experienced negative school outcomes following sanctioning are more likely to report negative or unfair interactions with justice system actors and avoidance of or exclusion from school following arrest. The ten youth who evidenced improvement in school performance following arrest, by contrast, were more likely to experience sanctions as a wake-up call and to receive academic support from parents, teachers, or probation officers—support facilitated by a respectful demeanor and a higher level of functioning.

Adolescent Victimization and Offending: Specifying the Role of Peer Groups

Jennifer N. Shaffer

Although research consistently indicates that adolescents' peer groups are important determinants of adolescent offending, there is little attention to whether peer groups affect adolescent victimization. This omission is problematic both because some adolescents alternate between offending and victimization and because many of the same factors that predict offending also predict victimization, suggesting that peer groups may be an important, but overlooked, determinant of victimization. This research addresses this question and examines how adolescent peer groups influence the victim-offender overlap, using the restricted access full data set from the National Longitudinal Study of Adolescent Health. Results presented include: (1) differences among adolescents who are not involved in crime as offenders or victims, who are victims only, who are offenders only, and who are both offenders and victims; (2) what predicts being part of the victim-offender overlap; (3) how peers influence victimization risk; and (4) how peers influence the relationships between victim-offender overlap.

Concurrent Panels, Monday, 1:45 pm - 3:15 pm

Expanding the Use of Cost-Benefit Analysis in Policy Circles

How Do We Grow Cost Benefit Analyses?

Betty Chemers, Peter Reuter, Christopher Stone

Cost-benefit analysis is increasingly being used to determine which criminal justice programs should be supported. A couple of well-known successes have spurred interest in cost-benefit analysis in states and other agencies. This panel will identify specific ways cost-benefit analyses are being used and explore the question of what it will take to increase its utilization. Three perspectives will be offered: use of these analyses in a national policy arena; use at the state level from a legislator's point of view; and use as undertaken at the municipal level.

Expanding the Use of Cost-Benefit Analysis in Policy Circles

Max Williams

This presentation will highlight the legislative process of the use and expansion of cost-benefit analysis.

Using NIBRS Data to Examine Criminal Justice Issues

Regional Problem Solving Using the National Incident Based Reporting System: An Examination of Heroin Trafficking Patterns in Two Regions of Massachusetts

Don Faggiani

Law enforcement's ability to monitor "hot spots" of crime and anticipate changes in patterns of offending provides an important opportunity to engage in proactive, prevention strategies that target scarce resources where they may be most needed. Crime mapping and other analysis techniques that help identify such crime patterns over time and location also support problem-oriented policing efforts. The same advantages that come from mapping crime within one jurisdiction also apply to mapping across regions covering multiple jurisdictions. Over the past decade, research has shown that offenders have become more mobile, making identification and arrest more difficult. As offending patterns have changed, it has become increasingly important for law enforcement to step beyond their boundaries and work in collaboration with neighboring agencies through multi-jurisdictional efforts. As seen in the crack-cocaine epidemic, certain patterns of offending are more prone to rapid expansion. While a locality may be able to monitor the growth within its own boundaries, understanding the regional implications can help thwart a rapid expansion across jurisdictions. Unfortunately, the practice of multi-jurisdictional crime mapping has encountered numerous obstacles. Information sharing between law enforcement jurisdictions is often limited. This paper demonstrates the use of the Commonwealth of Massachusetts' enhancements to the FBI's standardized Incident-Based Reporting System (NIBRS) for overcoming several multi-jurisdictional data sharing obstacles. Heroin sale and distribution activity in two core cities and their surrounding communities are examined. The results demonstrate that the addition of address information to the standard NIBRS data structure can have significant benefits for regional problem-solving efforts.

Victim-Offender Relationship and the Likelihood of Arrest in Assault Cases: Using NIBRS to Provide the Answer

David Hirschel, Eve Buzawa, Don Faggiani, April Pattavina and Melissa Reuland

In the first section of this presentation, researchers examine the relative strengths and weaknesses of the National Incident Based Reporting System (NIBRS) as a tool for tracking the extent and nature of criminal activity in the United States. Using calendar year 2000 NIBRS assault data, they then examine the differential likelihood of arrest in intimate partner, other family, acquaintance, and stranger assault; and the effect that victim, offender, incident, and jurisdictional variables have on the likelihood of arrest. Finally, the implications of the findings for police executives are addressed.

Evaluations of the Juvenile Mentoring Program: Working to Measure Outcomes for Youth

Local and National Evaluations of the Juvenile Mentoring Program (JUMP)

Mark Coggeshall

The Juvenile Mentoring Program (JUMP) was launched in 1995 by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to provide one-to-one mentoring to at-risk youth in disadvantaged communities. A national evaluation was launched in 1997 by Information Technology International (ITI) and the Pacific Institute for Research and Evaluation (PIRE). To date, more than 250 agencies have received 3-year JUMP grants, and the national evaluation has collected data from each of them using a management information system (MIS) designed for the evaluation, paper survey forms, and semi-structured telephone interviews. This presentation will provide an overview of the JUMP national evaluation as well as a few of the independent, local single-site evaluations. The design and methodology of the national evaluation will be explained as well as some of the modes of data collection. The challenges faced by the national evaluation and the adaptations designed to meet those challenges will be reviewed.

JUMP National Evaluation—Interim Findings

Timothy Falb

Interim findings from the national evaluation of the OJJDP-sponsored Juvenile Mentoring Program (JUMP) will be presented. This presentation will provide descriptive information about mentors and mentees who participate in JUMP as well as changes in level of risk in various functional areas as measured by the Problem Oriented Screening Instrument for Teenagers (POSIT). In addition, comparisons will be made between same-gender/cross-gender mentoring relationships from both the mentee's and mentor's perspective on the quality of the relationship and perceived benefits. A similar comparison will be made between same-race/cross-race mentoring relationships.

Examining Outcomes: Results from an Evaluation of YouthFriends—a School-Based Mentoring Initiative

Sharon Portwood

YouthFriends is a promising school-based mentoring program that serves a diverse population of children and youth across the states of Kansas and Missouri. Following a brief overview of the YouthFriends program, this presentation will focus on the results of a comprehensive outcome evaluation conducted in 2000-2001. The primary goal of the evaluation was to measure and document the effectiveness of YouthFriends in meeting four objectives: (1) to improve values, attitudes and behaviors toward substance abuse; (2) to improve attitudes and behaviors toward school; (3) to improve school connectedness; and (4) to effect positive changes in attitudes toward self, adults, and the future. By comparing measures of those in the intervention groups (i.e., first-time and continuing participants) with those of a matched control group comprised of students who have not chosen to participate in the program, the evaluation offers insight into how well YouthFriends is achieving its program goals. Data from subsequent evaluation efforts will also be presented to highlight continuing evaluation activities at the local level.

Counterterrorism Research

Psychological Impact of a Terrorist Event: Comparison of Two Communities at Three Points in Time

Betty Pfefferbaum

Terrorist assaults on America have created a sense of individual and collective vulnerability new to our perceptions of our society and ourselves. Several studies have raised concern about the effects of the September 11, 2001, incidents on residents in the communities directly attacked and on the general population across the nation. Reactions to the 1995 Oklahoma City bombing over time provide information on the course of recovery in communities in which terrorist incidents occur. This study was designed to examine psychological reactions to the bombing in Oklahoma City and Indianapolis, a community similar in size and demographics, over three years. Telephone surveys of general population samples were conducted in 1995, 1996, and 1998 to assess posttraumatic stress, anxiety, affective, and general stress reactions. While Oklahoma City and Indianapolis residents endorsed posttraumatic stress, anxiety, affective, and general stress responses persisting 18 months, the results suggest a lack of psychiatric illness in community residents following a terrorist incident and optimism with respect to recovery among those not directly exposed.

Punishing Terrorists: Impact of the Federal Sentencing Guidelines on Sanctioning Politically Motivated Offenders

Brent L. Smith

This presentation provides results from The American Terrorism Study, a project that involves tracking federal criminal cases resulting from an official FBI investigation for “terrorism or terrorism/related activities” as specified by the Attorney General’s Guidelines for Domestic Security/Terrorism Investigations. The first portion of the presentation provides details on how to access and use the database as well as information on how to correlate

information from the statistical database with court case documents from the case files that are available on the Oklahoma City National Memorial Institute's website.

The second part of the presentation provides results from a comparison of terrorists and non-terrorists convicted in the pre- and post-sentencing guidelines eras. Information was derived from over 150 federal criminal cases from 1980-1998 involving approximately 450 terrorists (213 from the pre-sentence guidelines era and approximately 240 from the post-sentence guidelines era) from more than 50 terrorist groups. These defendants were indicted for approximately 3000 violations of federal criminal law. The sanctions received by these defendants are compared to two matched samples of over 1,000 "similarly situated" non-terrorists convicted in the pre- and post-sentencing guidelines eras.

The analysis focuses upon three research questions first raised in a 2000 American Terrorism Study Final Report to NIJ. First, are terrorists sentenced more severely than similarly situated non-terrorists? Have efforts to minimize disparity in sentencing under the federal sentencing guidelines also reduced the disparity in sentencing among this select group of offenders? Second, what variables best predict the sentences of terrorists and non-terrorists? Third, has the disparity between the sentences of terrorist group leaders and subordinates declined as a result of the federal sentencing guidelines and mandatory sentences during the 1990s? If so, have the federal sentencing guidelines and the creation of mandatory sentencing laws had a negative impact on a potentially, competing federal policy – specifically, the Attorney General's Guidelines for the investigation of terrorism and terrorism-related activities?

History as Prologue: Tracking Terrorist Attacks Worldwide

Michael Wermuth

RAND has collected terrorism incident data for 30 years. An analysis of this data will be presented.

Innovations with Domestic Violence Offenders: Court, Probation, and Treatment Responses

Effectiveness of Batterer Counseling Programs: Results of Multi-Site Longitudinal Study

Edward W. Gondolf

Over 40 published program evaluations have attempted to address the effectiveness of "batterer programs" in preventing reassaults. Summaries and meta-analysis of these evaluations suggest little or no program effect. Methodological shortcomings, however, compromise most of these quasi-experimental evaluations. Three recent experimental studies appear to confirm little or no effect, but implementation problems, intention-to-treat design, and sample attrition limit these results. A 4-year longitudinal follow-up evaluation in four cities poses additional considerations and evidence of at least a moderate program effect. There is a clear de-escalation of reassault and other abuse, the vast majority of men do reach sustained non-violence, and about 20 percent continuously reassault. The prevailing cognitive-behavioral approach appears appropriate for most of the men, but the following enhancements are warranted: swift and certain court response for violations, intensive programming for high-risk men, and on-going monitoring of risk. Program effectiveness depends substantially on the intervention system of which the program is a part.

Responding to Domestic Violence: Probation's Unstudied Responses

Andrew R. Klein

Little research on batterer intervention programs has focused on probationary sentences for domestic violence perpetrators. This presentation will focus on probation's role in the supervision of domestic violence perpetrators, including innovative programs developing around the country. These include specialized, dedicated domestic violence supervision caseloads, intensive supervision models, victim-oriented supervision, in-house probation batterer intervention programs, group probation, gun forfeiture programs and more. In addition, the presentation will include preliminary results of an evaluation of Rhode Island's dedicated domestic violence probation program and related research. Promises and pitfalls of probation-related research will be examined. Because the "going rate" for domestic violence crimes rarely goes beyond misdemeanor probation, the study of probation is essential to understanding the criminal justice response to domestic violence beyond arrest and court prosecution.

Court Practices and Offender Accountability: A View from the Bench

Elizabeth Pollard Hines

How are innovations in holding the offender accountable working in practice? This presentation will focus on the promising practices implemented by the misdemeanor courts in Washtenaw County, Michigan, one of three sites in the country selected by the U.S. Department of Justice for a Judicial Oversight Demonstration Initiative to see what works in cases of domestic violence. Washtenaw County judges created specialized dockets dedicated to domestic violence cases. After a conviction, judges hold frequent, in-court reviews to ensure compliance with court orders. Victim safety is paramount. The process of implementing changes in the courts needed to promote victim safety and hold batterers accountable will be reviewed. Sentencing practices, including expedited hearings, use of graduated sanctions, group probation reporting, intensive supervision, and long-term batterer intervention, will be highlighted. The role of the court in a coordinated criminal justice and community response to domestic violence in Washtenaw County will be examined. The presentation will include a discussion of the benefits and challenges faced as judges and probation officers work collaboratively with police, prosecutors, defense attorneys, victim services, and batterer intervention providers to enhance victim safety while maintaining judicial independence.

PL 280: Effects on Tribal and Local Law Enforcement

Early Returns: Law Enforcement and Criminal Justice under Public Law 280

Carole Goldberg, Duane Champagne, Heather Singleton

Under a grant from the National Institute of Justice, researchers are carrying out the first systematic assessment of law enforcement and criminal justice in those parts of Indian country subject to state criminal jurisdiction under a 1953 Federal law, known as Public Law 280. This study, which is both quantitative and qualitative, examines crime rates, response time, cultural sensitivity, resources, intergovernmental cooperation, and overall satisfaction with the quality of law enforcement and criminal justice. The research plan includes collection of crime data for nearly all Public Law 280 reservations (data never before collected), as well as intensive interviews with members of tribes and personnel from local law enforcement and criminal justice

agencies at 16 different reservation sites throughout the United States. The interview sites include both Public Law 280 tribes and tribes that are subject to the Federal/tribal law enforcement regime that prevails in the absence of Public Law 280.

Although the study has not yet completed collecting, transcribing, and analyzing the interview data, the initial evaluation is that there is tremendous variation in the responses of Native nations and local law enforcement to the presence of state criminal jurisdiction in Indian country. For example, certain tribal groups resist and resent all presence of local sheriffs within their territory. Others criticize local law enforcement for lack of attention to their communities. Still others seem satisfied with the prevailing arrangement, largely because they have reached intergovernmental agreements and other accommodations. One of the goals will be to understand the conditions associated with different levels of effectiveness and satisfaction.

Tribal Law Enforcement in PL 280 States

Eileen Luna-Firebaugh

American Indian tribal governments have the opportunity to expand tribal sovereignty in important ways. Many tribes are using funds obtained directly from the Federal government to develop and implement tribal law enforcement services. The legal minefield and the jurisdictional maze within which tribal governments and law enforcement personnel must operate are complicated. The complications become enhanced in Public Law 280 states, where the states and tribes have concurrent criminal jurisdiction. The provision of state law enforcement services in Indian country is problematic, particularly given the fiscal challenges faced by many states. But the provision of such services becomes even more complicated when a tribe develops its own tribal law enforcement department that must interface with the state departments. A close look at a number of tribal police departments in Washington and California gives evidence of the issues faced by the states and tribes if tribal sovereignty and coherent tribal services are to develop.

Drug Testing in the Criminal Justice System: Issues in Research, Policy, and Planning

Utility of Multiple Drug Tests in Epidemiological Research on Drug Use

Michael Fendrich

This presentation offers findings from a general population, multi-stage sample survey of 627 adults, ages 18 to 40 years old, in the city of Chicago, carried out between June 2001 and January 2002. Immediately following an Audio Computer Assisted Self Interview, subjects were requested to participate in hair, oral fluid, and urine testing. Researchers evaluated the validity of self-report as well as the relative utility of drug tests and self-report for estimating prevalence in the population. The utility of drug testing depended on the type of substance and time frame for use examined as well as the type of test employed. Overall, testing was more useful than the survey for identifying recent use of cocaine and heroin. In contrast to cocaine and heroin, higher rates of marijuana use were generated from survey reports than from drug testing, irrespective of the time frame or type of test used. Testing was also useful for identifying recent use; underreporting for cocaine, heroin, and marijuana; and demographic correlates of this behavior. For example, race and gender were significant correlates of underreporting. The study found considerable inconsistency between the different tests; sources of inconsistency are further

explored in this presentation. Presenters also provide an example of how drug testing can be used to adjust prevalence estimates based on self-reports. Implications for the use of drug testing in population-based survey research are discussed.

Prevalence of Drug Use in the United States

Richard A. Newel, Thomas M. Mieczkowski

What are four major sources of data on the prevalence of use of illicit drugs? The National Household Survey on Drug Abuse, the High School Senior Survey (Monitoring the Future), the Drug Abuse Warning Network, and the Drug Use Forecasting System/Arrestee Drug Abuse Monitoring Program. These tell much that researchers want to know about drug abuse patterns and trends; but they do not tell enough. The first two are self-report surveys of representative national samples, but they undercount (or exclude) high-risk groups like the homeless and active offenders. There is also doubt about the external validity of their findings. The last two have design characteristics that prevent generalization to the entire population. Recent changes in the surveys and use of synthetic techniques is improving capacity to make reliable national estimates of drug use prevalence, but current estimates differ by orders of magnitude.

Concurrent Panels, Monday, 3:45 pm - 5:15 pm

Using Evaluability Assessments as a Precursor to Evaluation

OJP Earmark Evaluability Assessments

Duren Banks

The National Institute of Justice has recently begun to assess the evaluability of earmarked programs in the Bureau of Justice Assistance and the Office of Juvenile Justice and Delinquency Prevention. The evaluability assessment determines how a particular program can contribute to public safety and whether that contribution can be effectively evaluated. In other words, can the program's activities be connected to important outcomes such as reduced crime and recidivism rates? Assessment activities include document review, interviews with grant monitors and project directors, and where indicated, site visits to the programs. Each assessment activity examines the program goals, target population, activities, anticipated outcomes, and the logic linking these components. Existing support for an evaluation is also assessed, including the availability of comparison groups, existing data capabilities, and program staff support.

The evaluability assessment experience will be discussed, including working with grantees (e.g., explaining the purpose/importance of the evaluability assessment and its potential implications); gauging grantee interest in evaluation and ability to support an evaluation; and issues in determining key evaluability concerns, such as the value of existing and potential data sources, the suitability of target population for evaluation, and implementation fidelity. Assessment findings will also be reviewed, especially as they relate to the use of findings for potential audiences, evaluation cost considerations and potential evaluation benefits, and determining the most plausible evaluation design.

Evaluability Assessment of the San Joaquin Valley ACTION Project

Randall Guynes

As a part of the National Institute of Justice (NIJ) assessments of evaluability of earmarked programs in the Bureau of Justice Assistance, Institute for Law and Justice staff conducted a review of an innovative program designed to address commercial agricultural crime. Traditional criminal statistics as well as traditional practices do not distinguish between commercial agricultural crime and other commercial or property crime. Moreover, agricultural crime occurs in locations of 30 acres, 120 acres, or 640 acres of land rather than in a building taking up a city block or less. The Tulare County, California, District Attorney's office took the lead in developing the Agricultural Crime Technology Information & Operations Network (ACTION). The project has several components: (1) a network of counties in the San Joaquin Valley; (2) a database of agricultural crime accessible to all in the network; (3) Owner Applied Numbers (OAN) for agricultural equipment; (4) common use of technology such as surveillance equipment. The evaluability assessment suggests that the project is of such national significance that it truly needs to be evaluated. The assessment provides a program logic and an approach to such an evaluation.

Using Geographic Information Systems Throughout the Justice System

Geographic Information Systems: A Tool for Police—and the Rest of the Justice System Too

James W. Meeker, Ronald E. Wilson, Bryan Vila

Geographic information systems (GIS) have become a powerful tool for law enforcement agencies and policing researchers, but other parts of the justice system are just beginning to explore the usefulness of these analytical tools. After a brief introduction to GIS basics, this workshop will use examples from policing research as a springboard for exploring ways that GIS can help researchers and practitioners tackle a wide range of problems such as gang abatement, school safety, prison reentry, and the provision of victim services or legal aid. Attendees will have ample opportunity to discuss ways to apply GIS to their own areas of interest.

Impact of Terrorism and Transnational Crime on Local and State Law Enforcement

Burden of International Terrorism and Other Transnational Crimes on State and Local Law Enforcement

Michael Shively, Dana Hunt, Sarah Kuck, Jazmine Kellis, Andrew Drillock

While transnational crime falls most directly under Federal and international jurisdiction, state and local law enforcement often play a critical role and bear a significant burden in its prevention, interdiction, and prosecution. Cooperation among law enforcement agencies across all levels of government is frequently cited as a key to effectively preventing and prosecuting international crime and is a prominent component of Homeland Security strategy; yet the extent to which such coordination exists in practice has not yet been systematically assessed nationally. This presentation describes a national survey of state, county, and municipal law enforcement agencies examining the level of transnational crime activity within their jurisdictions. The major

types of transnational crime studied include various forms of illicit trafficking (e.g., humans, drugs, stolen goods, endangered species), computer-based crimes (e.g., transfer of stolen intellectual property, money laundering), and crimes associated with international terrorism. Researchers examine the local resources devoted to transnational crime; perceptions of the severity of the local problem; resource needs; and the extent of cooperation among local, state, federal, and foreign law enforcement organizations; and discuss the implications of findings for law enforcement.

Sex Offender Recidivism

Sex Offender Recidivism

Kim English

The Colorado Division of Criminal Justice conducted a comprehensive process and outcome evaluation of an intense sex offender treatment program for prisoners. Participation in the program appears to significantly increase the likelihood of success on parole and reduce the likelihood of failure following parole. A brief description of the program and findings from survival analyses and logistic regression will be presented and discussed.

Federal Bureau of Prison's Sex Offender Management Program

Andres E. Hernandez

This presentation provides an overview of the Federal Bureau of Prisons' Sex Offender Management Program (SOMP). The SOMP is a correctional strategy for effective management of sex offenders in custody, as well as offenders nearing their release to the community.

Recidivism of Sex Offenders Released from Prison in 1994

Erica L. Schmitt

Approximately 9,700 sex offenders were released from prisons in 15 states in 1994. These 9,700 sex offenders were tracked for three years following their release, and this presentation will report on their rates of rearrest, reconviction, and reincarceration. Additionally, recidivism rates will be presented for the following subcategories of sex offender: rapists, sexual assaulters, child molesters, and statutory rapists.

Separation Violence: Consequences Women Face as They Leave Violent Relationships

Studying Separation/Divorce Sexual Assault: Lessons Learned From Rural Research

Walter S. DeKeseredy

Over the last 30 years, North Americans have seen massive growth in social science research on various types of woman abuse in intimate relationships. However, some abused women (e.g., victims of date rape and wife beating) have received much more attention than others. Consider those who are, or have been, sexually assaulted during or after the process of separation/divorce. Less than a handful of North American studies have focused on the plight of these women, and almost all of the data generated by these projects were elicited from female

respondents living in urban communities. Hence, a carefully crafted study of separation/divorce sexual assault in rural areas is much needed, albeit difficult to do. The main objective of this research presentation is twofold: (1) to describe methodological lessons learned from an exploratory qualitative study of separation/divorce sexual assault in three rural Ohio communities and (2) to present some preliminary results of this project. Also included are suggestions for further empirical and theoretical work.

Risk of Violence After Separation

Mary Ann Dutton

Women face risks of increased intimate partner violence (IPV) even as they attempt to escape the violence by separating from an abusive relationship. Yet, some women finally are free from ongoing assaults, if not from the threat of them, when they leave an abusive partner. This research presentation discusses data from a prospective longitudinal study of 400 predominately low-income, African-American women recruited from a protection order court, a battered woman's shelter, or a domestic violence criminal court as victim/witnesses. The aim of this study is to describe prospectively patterns of separation from an abusive partner and to examine the relationship between those patterns and IPV revictimization. Specific research questions include examining the rate of IPV revictimization for women who have left vs. remained in/or returned to an abusive relationship. Further, mediating and moderating factors in the relationship between revictimization and relationship status (leaving vs. remaining or returning) are considered. Policy and practice implications of these findings are discussed.

Separation Violence: Flashpoints for Survivors Accessing Help Through the Legal System

Roberta Valente

Ms. Valente outlines the experiences of survivors using the legal system, identifying points in the legal system response to domestic violence during which an abuser is likely to engage in separation violence, including the period during which the survivor initially accesses the services available through the legal system, the protection order process, family law concerns, and the coordination of civil and criminal proceedings, and the enforcement of legal protections and obligations. She will address the use of safety planning, confidentiality protocols, civil remedies, and monitoring of the abuser throughout the criminal justice system process, in combination with the coordination of non-legal support services for survivors, to show how these may be utilized to enhance civil litigation strategies and criminal justice responses to an abuser's separation violence.

New Results: Beyond Drug Court Evaluations

Assessing the Efficacy of Treatment Modalities in the Context of Adult Drug Courts

Andrew S. Ferguson, Donald F. Anspach

Drug treatment courts have been heralded as one of the major justice reforms of the 20th century. They are intended to reduce the recidivism of drug-involved offenders by changing their drug using habits. The purpose of this study was to examine the efficacy of treatment modalities in the adult drug court setting. The research examined treatment services and organizations involved in drug court operations across four jurisdictions: Bakersfield,

California; Creek County, Oklahoma; Jackson County, Missouri; and St. Mary Parish, Louisiana. The evaluation consists of an analysis of 2,357 drug court participants as well as an exploratory study of the nature and quality of treatment inside the drug court. Using a combination of surveys, interviews, and observations of treatment sessions, this study examined the type of services delivered to the drug court offenders. These combined methods were used to begin exploring issues related to the integration of treatment within the drug court setting and the types of service provided to the offender.

Each of the four drug court programs are diverse with respect to size, participant eligibility, program protocols, drug testing, and treatment attendance requirements. There is also substantial diversity in the nature, type, and content of treatment services provided. Overall results of the observational study and survey of treatment staff reveal that counselors' philosophies of addiction and effective interventions for treatment of substance abuse are broad and eclectic, suggesting lack of a coherent, consistent approach in the manner in which counselors not only think about, but also how they respond to clients' drug abuse.

Previous research on the "black box" of the drug court intervention is limited. The research literature confirms the existence of wide variations in the delivery of key components of drug courts—treatment, testing, and sanctions, but little information on how the delivery of these components is related to client outcomes. This research examined how variations in completion rates and recidivism are related to differences in program compliance requirements such as drug use and treatment attendance. While compliance with program requirements is the most important factor associated with graduation, some participant characteristics also play a significant role. Findings also indicate that program completion is the most important predictor of post-program recidivism, although, one drug court found that program completion was not a significant predictor of recidivism. There, the low overall rate of recidivism found was related to the high overall rate of treatment attendance, regardless of whether participants graduated from the program or not.

Detailed Cost Analysis in a Mature Drug Court Setting: Cost-Benefit Evaluation of Multnomah County Drug Court

Michael Finigan

This study is an intensive examination of investment costs and avoided costs resulting from the operation of a single court in Multnomah County, Oregon. The study was designed to provide extensive detail on the use of local publicly funded resources by both a sample of drug court clients and a sample of drug court-eligible clients who instead received "business as usual" services. Clients in both groups were tracked over a 2-year period in their requirement for court, district attorney, public defender, law enforcement, correctional, and probation services. These data were collected in a manner that allowed costs and cost-benefit to be assessed overall and agency-by-agency. In addition, the data were collected to allow for an assessment of the value of less intensive approaches in providing similar estimates. The study used a transactional cost model, which examines complex multiple agency contributions to client transactions with the system and adds indirect institution costs to the model as well.

Overall, the results of this study demonstrate that drug courts can be a cost-effective use of criminal justice system and taxpayer resources. In this court, the total investment cost per client of the drug court was actually less (by \$1,441.52) than the investment cost per client of the "business as usual" process. These data also demonstrated that money is saved for every agency in outcome costs (\$2328.89 per participant), although this savings is not spread equally among

the agencies. Information on less intensive means of gathering costs data showed that, in many cases, a medium intensity collection method, generally involving the use of client level administrative data, also yielded reasonably accurate results.

Estimates of Recidivism Rates for Drug Court Graduates

John Roman

This paper reports a general estimate of recidivism rates among a nationally representative sample of drug court graduates. The study was commissioned by the National Institute of Justice to develop a single estimate of recidivism rates from a consistent data source (the FBI criminal history database) using a consistent definition of recidivism (any arrest for a serious offense resulting in the filing of a charge). The average recidivism rate for drug court graduates was estimated based on a sample of 2,020 drug court graduates in 1999 and 2000 from 95 drug courts. In total, the sample is designed to be representative of approximately 17,000 annual drug court graduates. The study estimates that within one year after graduation, 16.4 percent of drug court graduates had been arrested and charged with a serious offense. Two years after graduation, 27.5 percent of drug court graduates had been arrested and charged with a serious offense. The study also develops estimates for the number of re-arrests and examines data from the 1999 American University Drug Court Survey to develop estimates of demographic and court characteristics that are associated with recidivism. The research presentation describes the development of these estimates and the limitations of their application for policymakers and drug court stakeholders.

Concurrent Panels, Tuesday, 10:15 am - 11:45 am

Greater Newark Safer Cities Initiative

Different Kind of Data Gathering and Analysis: Keeping At-Risk Offenders Alive Through Communication and Information Sharing

Lori Scott Pickens

The balancing component of the Greater Newark Safer Cities Initiative (GNSCI) tactics is the targeted and streamlined provision of social services: the “carrot” to law enforcement’s “stick.” Service and treatment providers work closely with criminal justice partners to keep at-risk offenders from being killed or killing others. The key is communication. By working together and sharing information, providers and criminal justice partners are better able to identify the immediate needs of identified at-risk offenders. This allows service and treatment agencies to provide targeted support services. The GNSCI process helps all partners to better do their jobs – which translates into safer communities. This presentation describes the distinctive way data assists social service providers to work more effectively with at-risk offenders and criminal justice partners.

Bringing Courts Into a Problem-Solving Partnership: Challenges and Lessons Learned

Ellen Quinn

The courts are an important partner in the Greater Newark Safer Cities Initiative. Without the active participation of the judiciary, the problem-solving partnership would be missing a vital component of the justice system. This presentation discusses the challenges of involving courts in an interagency working group and the lessons learned.

Herding Cats and Problem Solving: Getting Criminal Justice Agencies and Community Partners to Work Together Effectively – Practical Implications

Michael Wagers

This presentation will outline the role of the neutral convener, the Police Institute at Rutgers-Newark, in the Greater Newark Safer Cities Initiative. First, it will describe the Institute's role as a convener of agencies. It is a role some have described as akin to that of "herding cats" – a metaphor for the task of rounding up the various agencies, organizations, and groups, many with competing and conflicting organizational priorities, and getting them to work together (and stay together). Second, it will discuss the Police Institute's role as the research partner.

Practitioner/Researcher Partnerships: Guidance for Implementing Effective Problem-Solving Collaborations

Practitioner/Researcher Partnerships: Guidance for Implementing Effective Problem-Solving Collaborations

Lois Felson Mock, Edmund McGarrell, Melinda Haag

In recent years, NIJ has actively promoted the establishment and implementation of researcher-practitioner partnerships as an effective approach for solving crime and disorder problems at the local level. This intensive involvement of the researcher as a partner with practitioner agencies in such problem-solving programs has brought significant benefits to the process, resulting in a number of well-publicized success stories. At the same time, however, this new role of the action researcher has raised special problems for both research and practitioner agencies involved, including data confidentiality and privacy concerns, ethical issues involving separation of research from law enforcement functions, data ownership and sharing, and IRB approval issues.

This workshop will provide guidance on establishing and implementing successful research/practitioner partnerships, presented by two eminently qualified and experienced trainers. One will provide the researcher's perspective and the other the practitioner perspective on such collaborations. Strategies for effective forming of and maintaining of partnerships will be presented, case studies of effective partnerships will be highlighted, and the roles of both researcher and practitioner will be described in detail. In addition to the benefits and successes, the workshop will discuss the special problems arising for both researchers and practitioners in these collaborations and present strategies for solving or minimizing these issues. Group discussion will be encouraged throughout the workshop.

Public Policing and Private Security: Harmony, Discord, and Challenges

Managing Errors in the New Era of Policing

Brian Forst

Fear of terrorism is imposing considerable new demands on the police. This presentation raises basic questions and describes an unconventional perspective supporting public experience of safety and liberty even in the face of these demands. In the preoccupation with conventional measures of police performance and war metaphors, some have ignored a legitimate concern over errors of justice, including both errors that violate the rights of the accused and those that endanger public safety. What are the key factors that distinguish effective from ineffective police responses to crimes, and accurate assessments of the identity of offenders from inaccurate ones that lead to arrests of innocent persons? Under what circumstances are police-initiated contacts appropriate and inappropriate, especially those involving profiling? What, in short, is the nature of justice errors attributable to the police and what are their sources? How do we find out about them, and how might we discover them more quickly? How can errors that threaten due process be balanced against those that threaten the control of crime and maintenance of order? Can agencies better manage errors in policing by borrowing from systems for managing errors in other domains? Can accountability systems be established to induce the police to substantially reduce the combined social costs associated with these two basic types of justice errors? How might the goal of error management be balanced with other policing goals? These are the questions of central interest in this research.

Further Remarks on Three Modes of Security

Peter K. Manning

This panel has several themes. The first theme is the changed nature of trust and risk in mass societies, which are the result of changes in social relations, mass communications, and information networks that are the infrastructure of formal and informal worldwide economies. The second theme is the complex meaning of “policing” and of “security” (interpersonal and social as well as formal and organizational meanings) as expressions with several referents or contents. This means symbolically that discussions are not about the same thing, and that facets of the concepts are being used and misunderstood. The third theme is the need to recognize the differentiation, local control, and fragmentation of all aspects of policing, security, and social control in North America. Coordination involving the security industry (local, state, and Federal as well as private security and regulatory bodies) is needed. How coordinated action is produced, and on what information it is based, if any, in times of crisis, requires scrutiny. This, in turn, means concern for intelligence, prevention, and planning, but most emphatically for analysis of extent facts in current chaotic databases. While a network of policing exists within the security industry, the content, channels, and communication required for coordination is now unspecified and largely left to local arrangements. The lack of coordination, overlap, and intelligence sharing is a feature of democratic policing, not an intrinsic flaw.

In Search of Security: Public Police, Private Security, and Law Reform Options

Dennis Cooley

A safe and secure environment is of fundamental importance to all individuals. What is less certain is how security ought to be organized and delivered. Increasingly, the provision of security is becoming privatized. Individuals, businesses, government institutions, and other organizations are contracting with private companies that sell security as a commodity. There is now a range of private policing organizations that include, for example, private security firms, insurance companies, forensic accountants, and private 'in-house' corporate security. These private policing agencies have moved beyond simply protecting private property. They are often engaged in maintaining order, investigating crimes, and making arrests in public spaces. In other words, they are performing many activities that were once exclusively performed by public police forces. The line between what is public and private property, and who is responsible for policing public and private space, is becoming blurred. This is not a new development, nor is it restricted to Canada. What is new, however, is the degree to which the state's monopoly on policing may have been eroded. The ramifications of these changes for government, citizens, and democracy remain unclear. To what extent is security a 'public good' that might be privatized? Are there limits on how much authority over policing can be devolved to the private sector? Is private security necessarily less democratic and less equitable than public security? Are our current regulatory regimes suitable for the current policing environment? How might these regimes be re-imagined to reflect the blurring of the relationship between public and private police? Over the past two years, the Law Commission of Canada has conducted a major research project that examines the provision of security services to Canadians. The Commission has sponsored research and held consultations with various stakeholders in the policing and security world. This presentation addresses some of the policy questions that flow out of the commission's research and public consultations.

What Makes Women Safer? Evaluations of Interventions to Prevent Violence By and Against Battered Women

Civil Protection Orders and Risk of Subsequent Police- and Self-Reported Abuse

Mary A. Kernic

Approximately 1.5 million U.S. women are victims of intimate partner violence annually; approximately 20 percent of these women obtain civil protective orders, but the effectiveness of these orders in preventing future violence is unclear. Complementary retrospective and prospective cohort designs were employed to assess associations between obtaining a civil protection order and risk of subsequent police- and self-reported physical, psychological, and sexual abuse among female victims of intimate partner violence.

A large retrospective cohort of 2,691 adult females with a police-reported incident of male perpetrated intimate partner violence (IPV) between August 1, 1998 and December 31, 1999 was used to examine the association between obtaining a temporary (emergency) protection order or a permanent protection order and future police-reported abuse. The prospective component involved the recruitment of a stratified random sample (based on prior police involvement for IPV and protection order status) of 448 IPV victims with a police- or court-involved incident of IPV between October 1, 1997 and December 31, 1998, to examine the association between a protection order and subsequent self-reported abuse. In the retrospective

component, we found women with temporary protection orders were more likely than women without a protection order to experience police-reported psychological abuse while women with permanent protection orders were less likely to experience physical abuse after controlling for cohabitation at index incident date, and index incident offense type. In the prospective component, women who obtained a civil protection order following the index incident had significantly decreased risk of contact by the abuser, weapon threats, injury, and abuse-related medical care between the first and second follow-up interviews. Stronger associations were seen among women who had protection order coverage throughout the entire follow-up period. Women who had continued protection order coverage were at significantly decreased risk of contact by the abuser weapon threats, psychological abuse, sexual abuse, physical abuse injury, and abuse-related medical care between first and second follow-up interviews relative to women without a protection order. Thus, civil protection orders were found to be associated with a significantly decreased risk of future incidents.

Do Shelters Make Women Safer in California? Data Quality and Aggregate-Level Effects of Shelters

William Wells

Practitioners and researchers are encouraged by findings that show intimate partner homicide rates have been declining for about two decades. A closer examination of these trends reveals differential declines across racial, ethnic, and gender groups. The availability of shelters and the quality of services provided to victims of domestic violence are assumed to be important contributors to increased victim safety. However, research on the aggregate-level effects of shelters on victim safety is lacking. This research sought to understand the effects that the quality of services available to victims of domestic violence have on rates of intimate partner homicide. Two important findings emerged. First, we uncovered important limitations in aggregate-level data that could be used to study shelter effects. Second, the measure of shelter availability we used was not related to intimate partner homicide victimization rates for most demographic groups.

What Judges Can Do About Drug Abusing Offenders

Innovative Programs for Dealing with Substance Abusing Offenders

Richard S. Gebelein

A number of innovative programs that judges can implement to better manage substance abusing offenders, including Drug Treatment Courts, Therapeutic Communities in Prisons and Jails, and use of addiction sentences, will be discussed. The challenges that these programs present as to research into sentencing practices and effectiveness will be highlighted.

What Judges Can Do About Drug Abusing Offenders

Adele Harrell

This portion of the panel discussion will present findings from evaluations of drug courts and the Breaking the Cycle demonstration on strategies used by judges to impose and monitor drug conditions for defendants. These strategies include bail conditions, plea conditions, use of review hearings, sanctioning of violations, and use of incentives.

Drug Studies Focusing on Racial and Ethnic Populations: Giving More Attention to Minorities

Importance of Studying Cultural Patterns Among Sub-Populations: Role and Larger Economic and Social Forces

Eloise Dunlap

It has been well documented that there is an important paradox in drug consumption and sales. Major national surveys consistently find that Whites are more likely to use drugs than African Americans, Hispanics, and other minorities. Yet, African Americans, Hispanics, and other minorities are disproportionately represented in most arrest, incarceration, drug treatment programs, and emergency department data. In a present ongoing study (Marijuana/Blunts: Use, Subcultures and Markets) Chinese and Japanese marijuana users are appearing in significant numbers. Asians, like Whites, are not significantly represented among the arrested, incarcerated, or treatment data. This presentation will examine cultural patterns whereby people do not fall into the drug/crime track. It will focus on related consumption patterns and issues in detection. Asian drug use patterns are similar to those of Whites who use drugs in a private context. Use and sale patterns along with other cultural patterns may also keep them out of drug treatment and the criminal justice system.

Collateral Damage in the War on Drugs: Drug Laws and Their Impact on Minority Communities

Martin Y. Iguchi

Minority communities, especially the African American community, are disproportionately affected by felony drug convictions. This presentation explores the possible adverse consequences of incarceration on the drug offenders, their families, and their communities. Large numbers of people sent to prison for drug offenses are now completing their terms and reentering their communities. Their reentry will disproportionately affect minority communities, and many resources will not be available to help the offenders in their reentry attempt. Many resources are not available to the drug offender, in such areas as education, jobs, insurance, health care, housing, and the right to vote. This lack of resources increases the probability of relapse and increases the community burden.

Concurrent Panels, Tuesday, 1:45 pm - 3:15 pm

How to Find Data for Research on Terrorism

How to Find Data for Research on Terrorism

Gary LaFree

Despite growing interest in the dynamics of world terrorism, empirical analyses of terrorist events have been hampered by serious data limitations. First, in the absence of a universally accepted definition of terrorism, existing data sources vary greatly in the events they include and generally, most existing databases use exceedingly narrow definitions for inclusion. Second, because much of the data on terrorism is collected by governments, definitions and counting

rules are inevitably influenced by political considerations. And finally, even though instances of domestic terrorism likely outnumber international incidents by at least ten to one, most data sets on terrorism exclude domestic cases. In this presentation, the presenter explores the strengths and weaknesses of several of the most commonly used databases on global terrorism. He also discusses a database on global terrorist events that is currently being developed with a grant from NIJ.

Research in the “Information Age”

David L. Osborne

Everything is *not* on the Internet. Even if a wealth of valuable information today is immediately available electronically, much of that information may be of unknown authenticity, extremely biased, suspect, or downright false. Today, as never before, with a 24-hour news cycle, instant desktop publishing capabilities, and the possibility that anyone may host a web site to post any document for public access, researchers must be skeptical and investigate sources ever more deeply to be certain that the analysis of their findings is valid.

At the Federal Research Division (FRD) of the Library of Congress (LC), staff use online resources and the Internet to perform daily research. The research staff could not provide the analysis that federal client agencies require if they did not exploit every possible resource. They use the huge collections of the Library of Congress, the subscription databases that are available to LC staff, as well as their own subscription databases. However, the Library of Congress also relies on personal contacts with experts (or those individuals who know the experts) to obtain and validate information that we find.

Everything is *not* in English, either. The need for foreign language expertise is as critical as ever. FRD is primarily a foreign area studies research division and every research staff member has excellent working knowledge of at least one foreign language. Some staff members know two or three languages well. The Library’s collections are just over 51 percent in languages other than English and FRD is the biggest user of those foreign language collections. Library of Congress researchers also routinely access foreign websites and have special software on the PCs of those staff members who read non-Roman scripts.

Measuring the Effectiveness of Community-Based Interventions: Performance Measurement in Weed and Seed Sites

Law Enforcement: Going Beyond Crime Statistics

Terence Dunworth

There has been tremendous growth in community-based crime prevention and intervention programs as government agencies and neighborhood organizations search for innovative methods to increase public safety. Simultaneously, there are heightened demands for accountability. The 1993 Government Performance and Results Act (GPRA) requires Department of Justice (DOJ)-funded community-based programs to meet stringent performance guidelines. This paper discusses the development of performance indicators for the DOJ-funded Weed and Seed Initiatives. Weed and Seed is a strategy that aims to prevent, control, and reduce violent crime, drug abuse, and gang activity in targeted high-crime neighborhoods across the country. The initiative is a comprehensive strategy that includes targeted law enforcement (weeding), community policing, and neighborhood restoration efforts (seeding).

This presentation will address the law enforcement side of Weed and Seed and will review the status of the Performance Measurement Indicators Project, a recently implemented strategy to refine and enhance current weeding performance measures. The project has three phases. The first, which this paper will assess, involves six jurisdictions and is intended to be a prototype. The second phase will extend the prototype (assuming success and satisfaction) to roughly 40 additional sites. Phase 3 will extend the approach to all Weed and Seed sites and produce a national composite.

Measuring “Community” in Community-Based Interventions

Caterina Gouvis Roman

Demonstrating changes that can occur in community-based crime initiatives beyond changes in crime rates has been noted as a challenge for researchers and practitioners. Community-based initiatives may not be utilizing all possible measures of effectiveness if they perceive that their efforts are best captured only by end outcomes such as changes in drug problems or reductions in the number of crimes. The work of partnerships can also be quantified by measuring changes in community capacity and improvements to community well being. This presentation will discuss how Weed and Seed programs and other community-based crime prevention partnerships can measure community outcomes besides crime. The presentation will demonstrate the use of a framework to capture performance measures related to community-level goals, as well as the structure of the partnership and the characteristics of partnership organizations. Tools used to measure these aspects will also be discussed.

Following the International Drug Trail

Estimation of Drug Availability in the United States

Michael A. Cala

Drug availability estimates for 2001 were developed for the four major drugs: cocaine, heroin, methamphetamine, and marijuana. This effort responded to a request from the U.S. Attorney General for measurement of the quantity of illicit substances available to drug users in the United States. Providing credible drug availability estimates required the creation of an executive-level interagency steering committee to oversee the effort and six individual interagency working groups. The 2001 availability estimates are currently being updated. This presentation will summarize the process, progress in updating the estimates, and will discuss future improvements to the estimates.

The Helmer Herrera – Buitrago Cocaine Investigation: A Case Study of the International Command and Control Syndicate of a Cali Colombia Kingpin

Michael DeFrancisi

This investigation began in New York in the early 1990s and eventually led to the dismantlement of one of the largest criminal narcotic organizations ever uncovered in the United States. Unprecedented electronic eavesdropping and a determined law enforcement focus uncovered a criminal organization whose command and control infrastructure was directed from outside the borders of the United States. The organization employed hundreds of workers, mostly illegal aliens, who were smuggled into the United States and surreptitiously moved from

the Southwest border to the five boroughs of New York. Once there, they blended into a diverse population and distributed thousands of kilograms of cocaine and collected the illegally generated profits. Those profits were funneled back to Colombia, South America, where one family was identified as controlling the entire organization.

This presentation will focus on the history of the organization, its structure, and the command and control methods used to conduct everyday operations; and it will examine the methods employed to dismantle it.

Stable Isotope Signatures of Drugs: Natural Geolocation Taggant

James Ehleringer

Stable isotope concentrations at natural abundance levels have proven useful in several areas related to drugs, forensics, and domestic and international terrorism. Today stable isotopes of carbon, nitrogen, oxygen, and hydrogen in both organic and inorganic compounds can be determined routinely using an isotope ratio mass spectrometer. These analyses can be performed on both bulk materials (organic and inorganic) or on materials that have been purified from a mixture. Of particular interest in forensic science are applications of stable isotope ratio analyses where the information can be used to determine region-of-origin, authenticity, or relatedness of two or more materials of identical chemical composition. Stable isotope analyses have a rich history of application in the geochemical and biological fields; they are just now being more extensively applied to forensic sciences. This presentation will explore the utility of stable isotopes in determining region-of-origin for drugs, including heroin, cocaine, and marijuana. In illicit drugs, such as cocaine, the carbon, nitrogen, oxygen, and hydrogen isotopes of the cocaine molecule provide key information about geographic location. Using a combination of stable isotopes, it is possible to predict the region-of-origin of cocaine in South America with a probability exceeding 90 percent. Similar patterns also appear to hold in heroin (morphine) and marijuana. Based on preliminary studies, it appears that relatedness and batch-processing information are also recorded in the atoms of synthetic drugs such as ecstasy. Each of these cases highlights situations in which key environmental information is recorded permanently in the stable isotopic composition of organic molecules that are of forensic interest.

Researching Tools for Success: Information Technology Performance Measures and Self-Assessment

Assessing Capability for Justice Information Sharing

Anthony M. Cresswell

An effective justice enterprise requires a very wide range of information sharing and integration capabilities. Those responsible for planning and implementing information sharing and integration initiatives can be aided by effective tools to answer two key questions: What is the current capability for sharing and integrating information in the organizations involved? How can these organizations build higher levels of sharing and integration capability? This project contributes to more effective information sharing in the justice enterprise by developing a model for assessing the information sharing capability of those organizations involved and by developing strategies for building organizational and interorganizational capability. The model is designed to produce both holistic assessment profiles and reasonably detailed measures of

sharing capabilities in a wide range of settings. The results will be useful to state and local officials in undertaking specific initiatives and working with policy makers at various levels of government.

Performance Measurement Tools for Justice Information Technology Projects: Analytical and Methodological Issues in Identifying and Developing Meaningful Outcome-Based Indicators

Denise L. Baer, Peter Scharf, Michael Geerken, Heidi Unter

Compared to other public policy areas, performance measurement is relatively new to integration and information sharing projects as well as to criminal justice agencies. Information technology promises cost-efficiency as well as new ways of providing more effective services for law enforcement, courts, and corrections. This involves efficiency in the exchange of information (information exchange points) as well as how shared information increases the ability of the justice system to implement effective crime reduction strategies (the performance process). When well-designed, performance measurement systems are a powerful tool for managers and policy makers to identify successful programs, reward successful management, learn from experience, correct problems, and build broader public support for investing in effective best practices. Supported by a grant from the Bureau of Justice Assistance, the Center for Society, Law and Justice at the University of New Orleans is using focus groups and field-directed methods with statewide criminal justice integration projects funded by the Department of Justice through the National Governor's Association, as well as selected local projects to identify existing measures, meta-data issues, and logic model toolkits to assist justice agencies in defining performance measures that can be benchmarked across projects.

One of the more challenging issues in developing performance measures involves identifying aspects of the criminal justice system that can be effectively managed to produce outcomes. This is even more complex when new goals—such as public accountability, e-government, and non-criminal justice uses of criminal history information—are added to the mix of public safety goals and outcomes. Measures identified in the project range from project management to system capacity and outcome measures. System capacity measures encompass availability, functioning and use, data and report outputs and quality, number served, and functional requirements compliance. Outcome measures include financial (e.g., cycle time, efficiency, cost avoidance/cost effectiveness), mission-oriented results (e.g., courts, corrections, law enforcement and investigation); customer and stakeholder measures (access, participation, customer service, citizen satisfaction, public trust), and organizational effectiveness measures (individual agency, enterprise-wide, training and human resources). This presentation provides an overview of the *Performance Measurement Tools for Justice IT Projects*, the tools and types of measures developed, meta-data issues for developing benchmark measures, and validity and reliability issues.

State IT Performance Measures: Best Practices and Lessons Learned

Jack J. Gallt

In the wake of the September 11, 2001 terrorist attacks and a heightened awareness of threats to homeland security, many states are actively developing integrated criminal justice information systems. Yet despite the magnitude of these information-sharing initiatives, no uniform method to measure the success of these efforts has been developed. As part of its OJP-

funded program to develop statewide plans for integrating justice information systems, the National Governors' Association (NGA) approached the National Association of State Chief Information Officers (NASCIO) about surveying the states to identify existing performance measures used in tracking the progress of statewide information technology initiatives. In addition to the survey, selected telephone interviews with individuals knowledgeable about justice integration issues were conducted to help identify areas of consideration for the development of criminal justice performance measures.

This presentation will highlight the results of this project and provide a summary of existing state IT performance measures and best practices, address the operational and governance challenges associated with measuring IT integration efforts, and offer a framework for developing performance measures for integrated criminal justice information systems

Evaluating Probation: Results from State Statistical Analysis Centers

Innovations to Community Supervision: Evaluating the Impact of Project Spotlight

Nancy Arrigona

In September 1999, Project Spotlight began operation in selected high crime neighborhoods in the seven largest urban cities in Texas. Patterned after Project Nightlight in Boston, Project Spotlight offered a new model for community supervision in the selected communities. Project Spotlight is a supervision and prevention program for high-risk juvenile and young adult offenders who are placed under probation supervision. The program seeks to provide more effective surveillance and crime prevention by using teams of police and probation officers to provide intensive supervision, including supervision on weekends and weeknights, and by funding community-based prevention services. Prevention programs are operated through the establishment of partnerships between probation officers and local service providers. The police-probation partnerships, information sharing, more frequent contacts with offenders, evening and weekend neighborhood patrols, and funding of prevention services, distinguish this program from more traditional intensive supervision programs. After four years of operation, the impact of Project Spotlight on crime and offender outcomes is being evaluated. Recidivism outcomes of Spotlight participants compared to the outcomes of other probationers show little promise. Two years after placement, 36 percent of Spotlight participants were incarcerated compared to 24 percent of other high-risk and 16 percent of regular probationers. This presentation will provide information on how supervision innovations were impacted by program implementation and will present complete program as well as offender outcomes within the context of the project's goals.

Evaluation of Virginia's Drug Screening, Assessment, and Treatment Initiative: Preliminary Findings of Implementation and Impact

Julie A. Goetz

During its 1998 and 1999 sessions, Virginia's General Assembly passed sweeping legislation mandating that many offenders, both juvenile and adult, undergo screening and assessment for substance abuse problems. Under the new law, offenders who commit their crimes on or after January 1, 2000, must undergo a substance abuse screening and, if applicable, a comprehensive substance abuse assessment. The purpose of this legislation is to reduce substance abuse and criminal behavior among offenders by enhancing the identification of

substance-abusing offenders and their treatment needs and by improving the delivery of substance abuse treatment services within the criminal justice system. Responsibility for conducting screenings and assessments is shared by several state agencies, including the Department of Criminal Justice Services, the Department of Corrections, the Department of Juvenile Justice, and Virginia's Alcohol Safety Action Program. Virginia's Department of Criminal Justice Services Research Center has been charged with evaluating both the implementation and impact of this legislation across all agencies involved in the initiative. This presentation addresses how this initiative has been implemented across the Commonwealth and within participating agencies during the first several years of existence, preliminary evaluation findings, and recommendations for enhancing continued administration of the screening and assessment process.

Gauging the Effectiveness and Responsiveness of Probation in Illinois

David E. Olson, Gerard F. Ramker

Supervising nearly 4 million adults at the end of 2001, probation departments throughout the United States are increasingly being faced with the need to better understand and respond to the needs of their clients, ensure public safety, and perform effectively and efficiently. However, with resources scarce, probation-focused research also needs to be done in an effective and efficient way. This presentation will provide an overview of the 2000 Illinois Probation Outcome Study, a collaborative research project involving local probation departments throughout Illinois, the Illinois Supreme Court's Administrative Office, the Illinois State Police, the Illinois Criminal Justice Information Authority, and researchers at a number of universities throughout Illinois. The data collection and much of the subsequent analyses of the data have been supported by the U.S. Department of Justice, Bureau of Justice Assistance. Through this effort, detailed, probationer-level data were collected for a large sample of adult and juvenile probationers throughout the state, and these data were then combined with criminal history record information to gauge recidivism both on and after discharge from supervision. The presentation will describe the major findings from the study, including the performance and outcomes of probation using both traditional (e.g., recidivism) and non-traditional measures (e.g., treatment completion, satisfaction of financial/community service conditions, changes in employment/education, etc.). Also highlighted will be some of the findings and conclusions from research stemming from the project which has focused on the impact of probation for specific offender populations, including: female offenders, gang members, the mentally ill, and domestic violence offenders. The presentation will conclude with a discussion of how the findings from the research have been used as part of Illinois' statewide criminal justice planning efforts, and the implications both for future probation-focused research as well as probation policy and operations.

Who Should Have Responsibility for Child Protective Investigations?

Transfer of Child Protective Investigations to the Broward County Sheriff's Office

George B. Atkinson

The Florida Department of Children and Families (DCF) and the Florida Governor's Office are actively pursuing a policy of transferring to law enforcement the responsibility for investigating reports of child abuse and neglect called into the Florida Abuse Hotline. Currently,

there are five Florida sheriffs' offices, including the Broward Sheriff's Office (BSO), that have assumed this important and difficult task. The five sheriffs handle about 20 percent of the state's caseload of over 185,000 abuse reports. DCF child protective investigators are still conducting investigations in the remaining 62 Florida counties.

In 1999, the Broward Sheriff's Office assumed responsibility for conducting all Broward County child protective investigations. This was a very high-risk venture at the time. Caseloads were skyrocketing to unprecedented levels, backlogs of investigations were growing statewide, and public concern for the safety of children at risk was at an all-time high.

During the course of the last four years, BSO has overcome most of the operational, financial, and logistic hurdles associated with child protective investigations and has produced a successful track record. BSO has led the state in solving the problem of backlog cases. Backlog has not been a serious operational issue in Broward for nearly two years. The DCF, statewide, lagged far behind Broward and despite great progress, is still struggling with the problem. The Broward Grand Jury report released in late 2002 identified the BSO assumption of protective investigations as one of the more noteworthy improvements in child safety since its previous report in 1998. This presentation explores in detail the Broward experience and offers some thoughts on expanding the concept.

Transfer of Responsibility for Child Maltreatment Investigations: An Evaluation

Richard J. Gelles

In May 1998, the Florida legislature mandated the transfer of responsibility for child protective investigations in Manatee, Pinellas, and Pasco Counties from the Department of Children and Families (DCF) to the Sheriff's Offices in those counties. The Sheriff's Offices agreed on a common investigative protocol that teamed civilian Child Protective Investigators (CPIs) with Sheriff's Deputies or local enforcement officers to investigate all reports of child maltreatment. This presentation reports the results of a process and outcome evaluation of the experiment of having criminal justice authorities take primary responsibility for conducting investigations of suspected child maltreatment. The three experimental counties were compared to three comparison counties that were matched on selected demographic and caseload similarity.

The process evaluation examined whether the new mode of conducting child protective services investigations in the experimental counties was actually being implemented as planned, how this differed from the way investigations were conducted previously, and how it differed from investigations in the comparison counties. Data sources included: focus groups and interviews with key stakeholders, case file reviews, direct observation of investigative visits. The outcome evaluation concentrated on child safety, criminal sanctions for perpetrators, impact on other parts of the child welfare system. Administrative data sources included: the Florida Abuse Hotline Information System (FAHIS), the Florida Department of Law Enforcement (FDLE), the Florida Department of Correction, and the Child Information Systems (CIS).

Findings from the study are inconclusive with regard to the impact of the law enforcement experiment. There were intermittent positive changes in measures of child safety; however, these changes affected comparison as well as experimental counties. Reports of child maltreatment increased for all counties, with a corresponding decrease in substantiation rates of locked cases. Emergency shelter placements increased in all counties except Pasco; only Manatee and Lee (in comparison with Manatee) experienced increases in foster care placements. The relationship between investigations and service delivery was also explored, but percentages

of children served relative to services mandated, demonstrated no discernable connection to the law enforcement experiment.

As privatization of services co-occurred with the law enforcement experiment in some counties, the connection between the two warrants further exploration. Interview and survey responses indicate that judges, attorneys, and law enforcement officers are generally satisfied with the investigations being conducted by the Sheriff's Offices, but they also agree that it may be too soon to tell if the experiment will have any lasting impact.

Concurrent Panels, Tuesday, 3:45 pm - 5:15 pm

Project Safe Neighborhoods: Findings from DOJ's Initiative to Reduce Gun Violence

Reducing Gun Violence in Detroit: Implementing Project Safe Neighborhoods

Tim Bynum

Project Safe Neighborhoods (PSN) is a national strategy to address gun violence through initiatives designed and implemented through a strategic problem-solving process in each Federal judicial district. This presentation reports on this current status of PSN in Detroit, a participant in the Strategic Approaches to Community Safety Initiative under which this project began. The analysis for this project focused on identifying homicide motives, identifying gun violence hot spots, and understanding how gun cases are currently handled in various components of the criminal justice system. Through the planning process, representatives from Federal, state, and local criminal justice agencies have used these findings to identify gaps in the current system and design a multi-phased approach to addressing gun violence incidents and offenders. In this presentation, the results of this analysis will be summarized, the components of the intervention discussed, and an outline for the evaluation of the intervention presented.

Findings From the Outcome Analysis of the St. Louis SACSI Initiative

Scott H. Decker, G. David Curry, Shanna n Catalano, Adam Watkins

The city of St. Louis began the Strategic Approaches to Community Safety Initiative in September 2000. Following an intensive problem definition and analysis phase, three interventions were settled on. This evaluation assesses the impact of the Fifth District Initiative on gun crime. The Fifth District Initiative is a saturation patrol and intensive enforcement intervention. Using police calls for service, reported gun crime, and activity measures, we assess the impact of the intervention on gun crime. A design is employed that examines weekly patterns of change in gun violence between the target neighborhoods, matched neighborhoods, and contiguous neighborhoods. The results are presented in the context of action research.

Research Results on Violence Against Women for Practitioner Audiences

Sharing Violence Against Women Data with Practitioners: Lessons Learned from a Rural Separation/Divorce Sexual Assault Study

Walter S. DeKeseredy

Given the large amount of time and energy practitioners devote to preventing violence against women and to saving lives, it is not surprising that they have little, if any, time to read scientific journal articles, scholarly books, and large government reports. Still, they are deeply concerned with keeping up-to-date on the latest research related to their work. Based on lessons learned from conducting a rural study of separation/divorce sexual assault, the main objective of this presentation is to provide several effective examples of disseminating short, highly intelligible summaries of research findings to practitioners.

Violence Against Women: Sharing Research Questions and Answers With Court Professionals

Alissa Pollitz Worden

Empirical research on criminal court processing of domestic violence and sexual assault cases suggests that despite earlier emphasis on the decisions of police and prosecutors, the decisions of judges and policies of court administrators not only shape the patterns of case outcomes but also send important messages to victims, offenders, and community members. However, there is much to learn about how judges make their decisions and how those decisions affect complainants and suspects. This presentation briefly reports what researchers have learned about the role of court officials in responding to violence against women and will raise for discussion questions about the efficacy of conventional case handling as well as recent innovations such as specialized domestic violence courts and court parts.

Patterns of Drug Use Among the Arrestee Population

Drug Dependence and Treatment Experience Among Manhattan Arrestees

Andrew Golub, Bruce D. Johnson

The Arrestee Drug Abuse Monitoring (ADAM) program identified almost half of all ADAM-Manhattan arrestees interviewed 2000-2002 as at risk of drug dependence (RDD). Higher risk rates were associated with using heroin and crack, more frequent use, being younger, and being arrested after 2000. Almost half the marijuana-only users were RDD. Taken at face value, these findings support efforts to provide drug treatment to arrestees, even those who use only marijuana. There are two major caveats that suggest a need for much further research: (1) there has been only one limited validity study of ADAM's screen for RDD; (2) research suggests that existing treatment modalities may be particularly ineffective for marijuana-only users. Despite the suggested need, only about a quarter of arrestees with possible substance dependence problems received treatment in the past 12 months.

Polydrug Use: Frequency and Profiles of Multiple Drug Users

Phyllis Newton

Polydrug use is an elusive phenomenon, not one that can be easily studied. Much of the available information cannot distinguish serial from concurrent polydrug use nor can it be used to determine whether drug availability contributes to the practice of multiple drug use. Our research examines numerous factors available from the Arrestee Drug Abuse Monitoring (ADAM) data for 2000 and attempts to understand whether the specific drug type contributes to a person's propensity to use multiple drugs or whether other factors play a greater role. The goal of this research is to identify profiles and patterns of multiple drug use, and determine the extent to which the phenomenon exists in the arrestee population.

Human Trafficking: Protection, Prosecution, and Prevention

Human Trafficking: Protection, Prosecution, and Prevention

Kevin Bales

This presentation will present preliminary findings from an NIJ-sponsored research project on human trafficking in the United States. It will review new research on the importance of human trafficking in the world economy. Tentative findings from the research include the importance of intelligence in identifying trafficking cases, the importance of "good Samaritans," the gap between the number of cases Federal agencies can prosecute and the actual number of cases, a lack of clear divisions of responsibility in the handling of trafficking cases, the importance of immediate medical examinations of trafficking victims, and a lack of basic tools to investigate and prosecute trafficking cases.

Assessing the Needs of Service Providers and Trafficking Victims in the United States

Heather Clawson, Marvene O'Rourke, Keyonne Small

Congress reports that approximately 50,000 people, mainly women and children, are trafficked to the U.S. each year. These victims are in great need of culturally appropriate and accessible services. As part of the national effort to combat trafficking in persons, the National Institute of Justice conducted a needs assessment among service providers and trafficking victims. Questions addressed by this assessment included: What services currently exist for trafficking victims and are they meeting victims' needs? What are barriers to seeking/providing services? What assistance do providers need to effectively serve trafficking victims? In addition, the assessment explored how the needs of trafficking victims compare to those of other crime victims. This presentation will discuss key findings of this study, implications for the field, and next steps.

U.S. Efforts to Combat Trafficking in Human Beings: Where We've Been and Where We're Going

Marsha B. Liss

In 2000, the U.S. passed the Trafficking Victims Protection Act (TVPA), wide-sweeping legislation to address exploitation as a modern form of slavery. Trafficking in persons was defined to include exploitation for labor and commercial sex act purposes. The title of this panel

echoes the three-pronged approach the TVPA outlined for U.S. efforts: prevention, prosecution, and protection, the three Ps. The research presented will describe patterns of trafficking in human beings and what is known about trafficking victims as well as traffickers and the criminal acts in which they engage. The researchers will draw attention to the criminal organizations working across and within international borders for personal gain at the expense of thousands of vulnerable women, men, and children. They will comment on the role of corruption in politics and law enforcement that facilitates trafficking.

The discussant will integrate the research findings with U.S. government's actions on the three P's outlined in the TVPA. This will include reference to U.S. programmatic prevention efforts with countries worldwide to deter victims from being vulnerable to traffickers and to raise public awareness of trafficking. Second, the discussion will refer to prosecution efforts in the U.S., citing recent cases. The TVPA created new criminal statutes that have already been used in cases involving labor and sex trafficking. Third, the presentation will discuss what the U.S. is doing to protect victims of trafficking both in the U.S. and abroad.

The TVPA also directs the Department of State to review the anti-trafficking efforts of countries worldwide and determine if each country's actions meet the minimum standards to combat trafficking or if it does not, determine if the country is making significant efforts to do so. The countries are then ranked in the Department of State's annual Trafficking In Persons report (TIP Report) into three tiers depending on their efforts. Those countries in the bottom rank, Tier 3, are subject to economic sanctions.

Critical Issues in Design and Implementation of Experimental Evaluations of Juvenile Aftercare Programs

Challenges in Crafting a Rigorous Evaluation of Project Hope

Susan M. Bowler

Project Hope is a federally funded, state initiative developed to address the multiple needs of adjudicated youth with serious emotional disturbances who return to the community from the state's secure correctional facility. Project Hope assists youth through a flexible, community-based service system that incorporates key program elements from documented best practices in both children's mental health and juvenile justice systems. Its guiding principles emphasize the importance of strength-based practices and family involvement in decision making. Youth eligible for Project Hope must be under the age of 22, have a Diagnostic and Statistical Manual of Mental Disorders (Fourth Edition) of the American Psychiatric Association diagnosis and have an impairment in functioning at home, school, or in the community. If youth meet these criteria, they are invited into the program. The program receives substantial numbers of referrals from all units within the Training School, including Maximum Security, which houses youth who would have been charged with capital felonies had they been adults. As of December 2002, approximately 350 adjudicated youth were enrolled in Project Hope statewide.

This presentation will focus on the state's collaboration with the Yale University School of Medicine to evaluate this program. Topics to be reviewed include: challenges associated with evaluation of services to this population; the demographic, descriptive, and outcome information being collected; the development of a rigorous evaluation without the use of random assignment; and findings to date.

Experimental Design: Fashion or Feasibility in Justice Research

Robert E. DeComo

The number of experimental evaluations in the justice field has increased significantly over the last two decades. While they still constitute a small proportion of all evaluation designs conducted, experimental design has risen to the position of the “gold standard” for evaluations since it is considered to produce the most reliable information on the impact of comparative interventions. However, experimental design faces many obstacles in field research settings that have often thwarted efforts to apply this rigorous methodology. These obstacles fall into four broad areas: ethical, political, practical, and technical. This presentation will discuss how these obstacles were encountered and overcome in the OJJDP-sponsored evaluation of the U.S. Department of Labor’s Educational and Training Initiative for Youthful Offenders. Lessons learned from this and other similar attempts will be used to suggest guidelines for conducting future evaluations using experimental as well as non-experimental designs.

Recidivism in the Intensive Aftercare Project: Results of a Multi-Site Experimental Evaluation

Rick Wiebush

This presentation will focus on the extent of recidivism among intensive aftercare project (IAP) and control groups in the OJJDP-funded, multi-year, multi-site evaluation of the juvenile intensive aftercare project. Data on the extent of program implementation will also be presented. Researchers will discuss some of the methodological issues that negatively impacted the evaluation, including small sample sizes, difficulties with data collection and standardized testing, and control group contamination. The nature of these issues, their origin, steps taken by the researchers to address them, and implications for the study findings will be addressed.

Sentencing Practices and Issues

Sentencing, Age, and Criminality: Are Judges Good Criminologists?

Shawn D. Bushway, Anne Piehl

Theories such as Albonetti’s “bounded rationality” and/or Kramer and Ulmer’s “focal concerns” seek to show how the judge and the courtroom actors, as a collective body, ultimately produce a sentence. Two common claims are made. First, actors desire to mete out punishment according to the perceived criminality of the defendant, primarily to protect the population from future criminal acts. Second, the actors have a need to process cases efficiently and effectively to handle the workload. As a result, actors have a limited amount of time and information with which to make decisions about the criminality of the defendant. Theorists have suggested many factors which the actors could look at in a constrained attempt to reach a conclusion about criminality, factors which might be legally relevant, such as criminal history, and factors which might not be legally relevant, such as race, gender and age.

In this paper, we explore an alternative interpretation of the consistent finding that younger offenders tend to receive longer sentences. This interpretation focuses on the concept of criminality. Criminality is a concept with a long history in the criminal career literature, empirically measured as the rate of offending. Despite this history of thinking about the rate of offending as a measure of criminality, sentencing researchers have typically controlled for

criminal history and age as separate factors in the model, with any coefficient on age being interpreted as evidence of unwarranted disparity. Here, researchers have conducted earlier analysis with data from the Maryland Sentencing Commission, controlled for age. As part of this new analysis, they reanalyze the data with a control for rate of offending, which combines information about the individual's criminal history with information about the individual's age. There are two hypotheses about what may be found. First, the main effect of age should decline. Second, there should be a measurable systematic relationship between rate of offending and punishment that can then be compared across jurisdictions. Ultimately, researchers would like to generate an incapacitation metric that is based on the perceived criminality, controlling for the current crime. In other words, it might be possible to interpret the coefficient on the rate of offending as the prevailing market price for incapacitation.

Relationship Between Race, Ethnicity, and Sentencing Outcomes: A Meta-Analysis of Sentencing Research

Ojmarrh Mitchell

Numerous studies have addressed the question, are racial/ethnic minorities treated more harshly in comparison to similarly situated whites? Several authors have attempted to review this voluminous and diverse body of research using traditional qualitative narrative literature review techniques. These narrative reviews are of limited utility to current debates because these reviews are dated (i.e., largely concerning research conducted prior to the advent of structured sentencing) or because of shortcomings inherent in qualitative literature reviews. These shortcomings hinder our understanding of the cumulative findings from this body of research. To fill this gap, a quantitative synthesis (meta-analysis) of all available research (published and unpublished) examining the relationship between race/ethnicity and sentencing outcomes in criminal court cases, excluding capital offenses, was conducted. The objectives of this research are to determine whether minorities are more likely to receive harsher court outcomes than whites, the magnitude of any such bias, whether structured sentencing (e.g., sentencing guidelines) is associated with less inequalities in sentencing decisions, and in which contexts, if any, is bias most likely to occur. The relationship between methodological rigor and study findings will also be examined.

Let's Work Together

Brian J. Ostrom

Given the politically and emotionally charged nature of criminal sentencing, there is a pressing need to make sentencing research more accessible and useful to policymakers. A top priority continues to be the development of workable partnerships between sentencing researchers and practitioners. There are at least three areas that researchers need to focus on so that their work will be understood and valued. First, the research and practitioner communities both benefit when they determine jointly the research questions regarded as most salient and work together to identify the kinds of research findings that will have the greatest utility. Second, there is the need to summarize new research findings in a concise, readable fashion geared directly to the needs of sentencing commissions, judges, and state legislators. This includes identifying the strengths and weaknesses of various research and evaluation methodologies to help decisionmakers become more knowledgeable consumers of research. Third, the field benefits when both groups work to promote greater dialogue and understanding

of the contribution that sentencing-related research can make to sentencing commissions and state judiciaries. During this session, alternative strategies will be discussed on how to overcome the apparent disconnect between the research and practitioner communities and expand the possibility for significant interaction.

Concurrent Panels, Wednesday, 9:30 am - 11:00 am

Research on Terrorism Prevention and Response

Learning from 9/11: Comparative Case Studies of the Law Enforcement Response in New York City and Arlington County

Gerard R. Murphy

The terrorist attacks on the World Trade Center and the Pentagon on September 11, 2001 quickly made it evident that the brunt of the responsibility for responding to those attacks fell on the shoulders of two local law enforcement agencies—the New York City Police Department and the Arlington County Police Department. Although both agencies performed admirably, those tragic events offer an unprecedented opportunity to learn lessons about what worked well, what did not, and the reasons why. It is also clear that what those agencies did before and after those attacks occurred could have been as important as what they did in direct response to them. Seeing each of the attacks as a “critical incident,” it is useful to try to understand the elements of the critical incident management system in each agency in order to understand how those systems functioned and why. This project compares the responses of the New York City and Arlington County Police Departments to the events of September 11.

Informal Value Transfer Systems: Financial Misconduct and the Funding of Terrorism

Nikos Passas

This presentation will (1) outline the mechanics and settlement process of hawala, (2) the way it interfaces and relates to other informal value transfer systems (IVTS); (3) the mechanics of trade diversion; and (4) policy implications with respect to the fight against terrorism. While hawala was originally the main focus of the study, two facts quickly became obvious. First, it is by no means the only or main IVTS through which substantial amounts can be transferred. Second, hawala networks themselves often involve multiple intermediaries each of whom employs different methods and financial facilities. These methods range from simple use of banks for deposits and wire transfers to complex trade arrangements and use of modern technology. In addition, I have found that a host of other methods through partially regulated channels effectively operate in the same way and offer similar services as the hawala. That is, money and value transfers from place to place on behalf of legal actors, terrorists, or other criminal groups, are taking place informally and/or without leaving many obvious traces (or any at all) for investigators through the correspondent bank accounts or the Internet. If time allows, the methodological approach of the study will also be covered.

Findings from Demonstration Programs and National Evaluations

Developing Better Outcome Evaluations of Juvenile Drug Courts

Jeffrey A. Butts

Building a better knowledge base for the future development of juvenile drug courts requires researchers to test explicit hypotheses about not only whether drug courts influence offender behavior, but how. A key step in designing such research is to create improved conceptual frameworks for evaluations. The Urban Institute recently developed such a framework for the National Institute of Justice. That project, and the framework it developed, will be presented.

Evaluation of the Juvenile Breaking the Cycle (JBTC) Program

Christopher P. Krebs

The Juvenile Breaking the Cycle (JBTC) Program, a National Institute of Justice (NIJ) funded initiative, is an ambitious effort to effect major changes in the lives of juvenile offenders in Lane County (Eugene), Oregon. Extensive evidence suggests that juvenile offenders are often involved with alcohol and drugs and that substance use is one of the etiological factors contributing to delinquency. The JBTC program is a comprehensive yet focused approach for dealing with drug-involved juvenile offenders; it addresses substance use and other potential disorders, such as mental illness and familial problems. The evaluation of JBTC, also funded by NIJ, includes a process evaluation, an outcome evaluation, and a cost/benefit analysis. Data for these evaluative components are gathered from three primary sources: (1) individual juvenile offenders; (2) key service providers and programmatic stakeholders; (3) program, county, and state management information systems. Data collection is complete and this talk presents findings from the outcome evaluation component of the study.

Translating Social Science Research for Policymakers and Practitioners

Making Your Research Understandable to Policymakers and Practitioners: Using Plain English and Preparing Effective Exhibits

Jolene Hernon, Marianne Zawitz

The best policies and most effective practices are based on scientific evidence. But policymakers and practitioners don't have time to read the full report, examine the data, and interpret the statistics. You must do that for them. Attend this workshop to learn how to better translate sophisticated social science methods, charts, and graphs into clear, concise language and easy-to-understand images.

Improving Correctional Mental Health Services Delivery: Developing Brief Mental Health Screening Instruments for Prisons and Jails

Assessing the Mentally Ill in a Corrections Setting: Prevalence of Behavioral and Psychological Disorders in a Federal Sample—Research Progress Update

Phil Magaletta

This presentation will provide a research progress update for the mental health prevalence study being conducted in the Federal Bureau of Prisons. This study will allow researchers to explore the prevalence of historical markers for behavioral and psychological disorders, as well as provide information on the current prevalence of psychological disorders for an entering cohort of Federal Bureau of Prisons (BOP) offenders. The few studies that have explored the prevalence of mental illness in federal samples suggest disparity with prevalence rates estimated from state offender samples, making this study particularly salient. An overview of the scope of this research and the existing research process will be provided, highlighting both pertinent obstacles as well as indicators of progress in data collection. Preliminary data, including the current psychology service intake screening process and record review, as well as from several self-report measures, will be presented.

Validation of a Brief Jail Mental Health Screen

Jack E. Scott, Henry J. Steadman, Fred C. Osher, Pam Robbins

Jail detainees with severe mental illnesses pose a serious health and public safety problem for American jails. Jails are under increasing legal and logistical pressure to identify inmates with severe mental illnesses and other acute psychiatric problems, such as risk of suicide, as early in the intake process as possible. Early identification requires efficient mental health screening but existing tools exhibit numerous flaws, including high rates of false positives. This project investigated the validity of a new eight-item screen that was modified significantly from an earlier instrument (the Referral Decision Scale).

The new Brief Jail Mental Health Screen was administered with a second screen (the New York Suicide Prevention Guidelines Screen) to a sample of 11,434 adult male and female detainees at four county jails (Albany and Rensselaer Counties in New York and Montgomery and Prince George's Counties in Maryland) over a 7-month period. In addition, the project recruited a smaller sub-sample of 352 male and female detainees from this group with whom researchers conducted structured clinical interviews using the Structured Clinical Interview for DSM-IV (SCID-IV). This sub-sample was stratified by positive and negative status on the Brief Jail Mental Health Screen and by gender in order to permit comparison of results for male detainees and for female detainees. This session presents results on the sensitivity and specificity of the Brief Jail Mental Health Screen, and compares these results with earlier work with the Referral Decision Scale and with traditional screens based solely on past involvement with mental health services. Speakers also examine these parameters separately for male and female detainees, taking research on this topic a step further than past work.

Development and Validation of a Brief and Efficient Mental Health Screen for Corrections: Products and Updates

Robert L. Trestman, Julian Ford, Valerie Hogan

Reliable early identification of psychiatric disorders and suicide risk factors is a critical step toward addressing the public health and safety concerns associated with the increase of mentally ill offenders in this nation's correctional facilities. The present study—Mental Health Screening in the Correctional System—is a two-phase research protocol designed to develop and validate a short and sensitive screening tool for triaging the mentally ill into appropriate care at the time of incarceration. During Phase 1, the project collected data from newly incarcerated adults in all five of Connecticut's jails via 25 to 35 minute research interview consisting of five validated screening assessments. Approximately 20 percent of these participants were randomly selected to participate in a subsequent comprehensive diagnostic and biopsychosocial interview.

This presentation will review results from the Phase I data collection. An analysis of participant responses (N=2200) to 133 screening items (administered during the "composite screening") from all five questionnaires allowed elimination of items from the set with the lowest variability, removing any item with a standard deviation <.45. Then the reduced set was paired down further by removing one of any pair of items with a correlation of greater than or equal to .70. Using the subset of total participants who completed the more extensive "structured interview" (n=350), we compared the sensitivity and specificity rates of each item in relation to several major psychiatric diagnoses. Selecting items with the strongest predictive value for each diagnosis reduced the set even further. Researchers conducted a series of exploratory factor analyses (EFA) using principal components and oblimin rotation. Replicability across gender was confirmed by strong factor congruence coefficients (>. 30) for men and women. The study analyzed items across race and gender to determine if specific items have a greater utility for discriminating specific disorders. Phase II of the study (validation of the shortened screen) is anticipated to begin August, 2003 at which time the reduced item screen will be piloted in the jail facilities.

State Evaluation Partnerships to Address Gender Specific Programming

Profiling Female Delinquents in Illinois: What Services Do They Need and What Do They Receive?

Megan Buurma Alderden

In recent years, practitioners have noted a dramatic increase in the numbers of female delinquents being arrested. Not surprisingly, this increase has resulted in more female delinquents moving through the juvenile justice system. In Illinois, information about female juvenile offenders is limited—there are no data available on the actual number of female juveniles entering or moving through the juvenile justice system, and limited information is available on their needs and characteristics. In 2002, research staff from the Illinois Criminal Justice Information Authority were granted funding through the Justice Research and Statistics Association to develop a profile of female delinquents admitted to the Illinois Department of Corrections' Illinois Youth Centers and the programs available to these juveniles. To develop a profile of female delinquents, information was collected on the family characteristics (e.g., parental and sibling criminality, family composition); prior victimization; placement histories;

arrest and court involvement histories; mental health and substance abuse and treatment histories; histories of physical injuries and ailments; and parenting and pregnancy on every female delinquent admitted to or residing in Illinois Youth Centers during a 3-month data collection period. Programming information was collected from program manuals and interviews with correctional administrators. Focus groups were also conducted with correctional employees to learn more about what it is like working with female delinquents, the barriers they have experienced while working with female juveniles, and information about how the Illinois Department of Corrections and other agencies serving female delinquents can improve their services. This presentation will provide an overview of the admission trends for female juveniles entering Illinois Youth Centers; the needs and characteristics of these females; a description of the programs currently available; and recommendations made to improve the services available to female delinquents.

Wyoming's Gender Specific Juvenile Treatment and Prevention Programs

Michelle Lorenz

While a substantial body of literature addresses general non-gendered prevention and treatment programs for at-risk juveniles, the majority fails to address female-specific issues prior to an at-risk juvenile's entrance into the criminal justice system. This project was a collaborative effort among the Wyoming Statistical Analysis Center (WYSAC), the State Advisory Council on Juvenile Justice (SACJJ), the Juvenile Justice Specialist (JJS) at the Department of Family Services, and the Wyoming Youth Development Collaborative (WYDC). The primary goal was to identify promising treatment and prevention programs to benefit Wyoming's at-risk and troubled juvenile females before they cross-over into delinquency. In addition to identifying promising treatment plans for at-risk juvenile females, this project attempted to assess the nature and scope of the at-risk behaviors of Wyoming's juvenile female population and pinpoint areas of the state where juvenile females were most at-risk for delinquency, drug, and alcohol abuse. Subsequently, the project created a web-based tool designed to provide gender-specific resources on a county-by-county basis. The data sources utilized in this assessment were the Uniform Crime Report (UCR), the Youth Risk Behavior Surveillance System (YRBSS), and the Prevention Needs Assessment (PNA).

Serving Girls in Indiana: Identifying Unique Service Needs and Enhancing Evaluation Capacity

Mary Ziemba-Davis, Crystal A. Garcia, Nicole L. Kincaid, Katalina Gullans, Brent L. Myers

Over the last 15 years, justice system experts and academics have come to realize that much of the programming provided to females in the justice system does little to address their specific developmental, social, and psychological needs. Moreover, the vast array of prevention and correctional programs currently available were developed specifically for young males. With this in mind, OJJDP and Justice Research and Statistics Association (JRSA) encouraged states to survey the gender-specific programming they provide and develop plans to address any gaps in services that might exist. Indiana responded by developing a multi-dimensional research plan, including a review of the criminological and psychological literature about the distinct experiences of adolescent girls and boys; an analysis of state and national data to identify gender differences in delinquency and factors predisposing youth to delinquency; focus groups

investigating the unique needs and experiences of at-risk and delinquent girls from the perspectives of the girls themselves and the professionals who work with them; and a statewide survey assessing the gender-specific needs of youth from the perspective of youth service and justice professionals. Findings from this project will uncover the state of gender-relevant programming in Indiana and facilitate the development of thoughtful, gender-relevant programs that can be widely implemented and systematically assessed. Focus group findings will be emphasized in this presentation.

Making Campuses Safer: University Responses to Sexual Assault

Reporting Policies, Prevention, and Response Practices: Findings from a Congressionally-Mandated Campus Sexual Assault Investigation

Heather M. Karjane

Female college students face a disproportionate risk of sexual victimization during their college years as compared with the general population. In response to increasing public awareness of this issue and pressure to take action, an array of Federal legislation during the last 15 years has mandated that institutions of higher education address the substantial problem of sexual violence perpetrated by and against students on campus. This paper highlights findings reported in the first national investigation of campus sexual policy (n=2,438). After placing the issue of campus sexual assault in its historical context, campus efforts to statistically capture assault rates, develop and publicize response procedures—including adjudication practices, and provide prevention and survivor support programming are compared to Federal mandates (e.g., the Clery Act). Emphasis is placed on facilitators, barriers, fallacies, and emerging promising practices as they pertain to educating student communities regarding sexual violence and institutionally appropriate responses to reports of sexual assault on campus.

Establishing a Community of Responsibility: Bystander Intervention and Sexual Violence

Mary Moynihan

An overview of an innovative rape prevention program and discussion of findings from a formative evaluation of it will be presented. Using a community of responsibility model, the program teaches women and men how to intervene safely and effectively in a case of sexual violence before, during, or after an incident. The program varies from other prevention programs in that it does not address men as potential perpetrators or women as potential victims. Rather it approaches both women and men as potential bystanders or witnesses to behaviors related to sexual violence. The program focuses on rape prevention in a broader community context. Participants are presented with strategies that reflect an appropriate level of intervention needed for inappropriate behavior. The program identifies a continuum of inappropriate behaviors and asks that each participant make a commitment to intervene. The program is being conducted on a university campus and has policy implications and applications to other communities.

A collaborative project between feminist researchers and activists in the field of sexual violence prevention, the program and its evaluation are grounded in recent research on bystander intervention and prevention, documenting the problem of sexual violence across communities. The pervasiveness of the problem and findings that many causes of it are embedded in communities and cultural norms suggests the need for community-focused solutions. The program utilizes this research to develop a new area of focus for rape prevention: the

mobilization of pro-social behavior on the part of potential bystanders. This approach has utility both for increasing community receptivity to prevention messages by decreasing resistance to them and also aims to increase the likelihood of community members taking an active role in prevention and intervention.

Concurrent Panels, Wednesday, 11:30 am - 1:00 pm

Batterer Intervention: Do Culturally-Relevant Programs and Readiness to Change Matter in Reducing Batterer Violence?

Predictive Utility of the Readiness to Change Construct Among Men Adjudicated for Partner Assault

Christopher I. Eckhardt, Bradley Norlander, Melissa Cahill

While treatment programs for perpetrators of intimate partner violence (IPV) have proliferated in the past two decades, researchers have recently cast a critical eye toward the effectiveness of such interventions, which generally report large attrition rates of 40 to 70 percent and relatively small effects in preventing violence recidivism in studies using adequate control groups. Although specific intervention modalities often get blamed as the cause of these problems, the typical batterer's resistance to change and lack of motivation for treatment may also be significant considerations.

In order to improve treatment retention and effectiveness, researchers have recently borrowed concepts from the public health literature that have focused on the role of the stages and processes of change to better understand how individuals change problematic and otherwise intractable behavior. In the present NIJ-funded study, 200 men from the Dallas County domestic violence court mandated to group counseling were administered measures of the stages of change, processes of change, IPV, and other measures assessing substance use, attitudes, and psychopathology. Men were assessed four times over a one-year period: prior to treatment, 12 weeks post-baseline, 24 weeks post-baseline (scheduled end of treatment), and one-year post-adjudication. In addition to self-reports and official records, 65 female partners reported on their male partners' readiness to change, processes of change usage, and abuse recidivism.

This presentation will focus on three related questions. What do the data indicate about readiness to change among a probation-based sample of IPV perpetrators? Are there differences between self- and partner-reports of readiness to change? How well does readiness to change predict dropout, re-offending, and criminal recidivism relative to other pre-intervention predictors (e.g., alcohol abuse, hostility towards women, prior criminal record)? Results will be discussed in terms of the advantages and limitations of the readiness-to-change heuristic.

Improving Program Completion Through Specialized Batterer Counseling for African-American Men

Edward W. Gondolf

Despite the many recommendations for specialized counseling with African-American men arrested for domestic violence, no research yet documents its effectiveness in improving program completion. This experimental clinical trial compared the program completion of culturally-focused counseling in all-African-American groups, conventional counseling in all-

African-American groups, and conventional counseling in racially-mixed groups (N=283). The completion rate for the 16-week program was 50 percent in both the culturally-focused and conventional all-African-American groups, as opposed to 37 percent in the racially-mixed groups. For men with high cultural identification, the completion rate rose to 70 percent in the culturally-focused groups versus 50 percent in the all-African-American groups and 32 percent in the racially-mixed groups. Programs might offer the option of culturally-focused counseling to African-American men to efficiently improve program completion. Also, the influence of batterer programs' strong links to the criminal justice system and weaker links to the community warrants further consideration.

Examining Minority Trust and Confidence in the Police

Police Officers' Decision Making and Discretion

Geoffrey P. Alpert

Most police activity occurs in private, away from the public's view. This creates a situation that allows police officers discretion in the way they handle those with whom they come in contact. There has been an effort by the research community to examine issues concerning how police act and respond in general and what police do specifically when they interact with citizens. Officers in Savannah, Georgia, were observed and debriefed after they became suspicious about an individual or vehicle. Observers accompanied officers on 132, 8-hour shifts, during which time, the officers formed suspicion 174 times. "Forming suspicion" occurred any time an officer became distrustful or otherwise concerned about an individual. In most of the cases, it was the behavior of the suspect(s) that concerned the officer. This concern did not always result in a stop of an individual or vehicle. In some cases, the officers realized that their initial "suspicion" was unsupported.

Several factors were significantly associated with the likelihood that an officer would make a stop based on suspicion. Interestingly, no suspect characteristics were important. In other words, officers were equally likely to stop individuals whether they were male or female, African-American or white, low or high socioeconomic status. The encounters were assessed by the interactions between the officers and suspects. Although most encounters went smoothly, some changed character, based on the actions and attitudes of one or both of the actors.

Attitudes About the Police: Race, Gender, and Contact Differences

Dennis P. Rosenbaum, Sandra K. Costello, Darnell F. Hawkins, Demetrio Johnson, Thomas M. Larson, Laura L. Lunard, Natalie Moten, Michelo N. Munansangu, Marianne K. Ring, Regan M. Rokita, Luz M. R. Rivera, Wesley G. Skogan, Claudio Vera

This study examines the effects of race, class, gender, and personal contacts with police officers on Chicago residents' attitudes, beliefs, and behaviors toward law enforcement. It also explores the role of social networks and neighborhood crime conditions as factors that influence perceptions of the police in predominately African-American, Latino, and White neighborhoods, as well as how the police perceive and respond to local residents and events. The study uses a three-stage research methodology that moves from a large random probability sample survey of Chicago residents to a telephone follow-up survey with selected subgroups to in-depth field interviews and focus groups with adults, youth, and police officers in six Chicago

neighborhoods. The measurement of community attitudes toward the police will be discussed, as well as key factors that predict these attitudes.

Reforming the Police: White, Black, and Hispanic Support for Changes in Policing

Ronald Weitzer, Steven Tuch

This presentation is based on a national survey of citizen attitudes toward the police. Among the issues examined are citizen views and preferences regarding reforms that might help to improve police practices. The paper compares the attitudes of whites, Hispanics, and African Americans with regard to several types of reforms and offers a set of policy recommendations based on the findings.

Examples of Use of ADAM Data in Policy Analysis

Examples of Use of ADAM Data in Policy Analysis

Adam Brickner

The presentation will demonstrate how Denver, Colorado, is able to incorporate the Arrestee Drug Abuse Monitoring (ADAM) data into its drug strategy. Denver is one of a few cities that has a Mayor's Office that is particularly focused on preventing and reducing substance abuse and addiction in a community. ADAM data is used in conjunction with other data to help inform policymakers about the substance abuse problem in Denver and allows the Office of Drug Strategy to formulate strategies to impact these harmful behaviors.

Minority Disproportionality in Drug Buy-Busts: Advancing Conversation in the Courtroom With ADAM Data

Joe Kabel

The City of Seattle Police Department is being sued for allegedly arresting minorities disproportionately during drug buy-bust operations in numbers compared to their prevalence in the general city population. In response, the King County Prosecutor has hired the local Seattle ADAM site director to study race/ethnic characteristics of local drug markets using ADAM data. The aim of the study is to assess the extent, if any, to which characteristics of different drug markets affect the risk of law enforcement response and the extent to which certain race/ethnic groups participate differently in those drug markets. Findings from the local study will be compared to a national study conducted by NIJ several years ago.

Breaking the Cycle Was Effective: But Why?

Implementing System-Wide Drug Intervention for Offenders: Findings of the Breaking the Cycle Evaluation

Adele Harrel, Ojmarrh Mitchell

The Breaking the Cycle (BTC) Demonstration introduced large scale, system-wide intervention strategies for drug-involved felony defendants in three jurisdictions across a 3-year period. Within these jurisdictions strategies included requiring early assessment upon pretrial release, drug testing and sanctioning, and drug treatment. The process evaluation identified the

ways in which localities adapted BTC principles to local conditions and factors that affect the capacity of jurisdictions to introduce changes that involve multiple justice agencies and community treatment providers.

Enhancing Practitioner/Researcher Collaborations in Designing, Implementing, and Improving Community Assessment Centers

Findings From a Multi-Site Evaluation and Nationwide Survey of Community Assessment Centers

Kelly E. Knight

From the multi-site evaluation and the national survey, much information has been gathered regarding the needs of juvenile justice practitioners around the country. This presentation will lay out an agenda for researchers to pursue to meet those needs. It will focus on the expressed needs of practitioners who run Community Assessment Centers and the variety of information and tools researchers can or should be offering to them.

Community Assessment Centers: What Communities Need to Know

Kathleen Meyers

As Community Assessment Centers (CAC) emerge, communities are faced with a variety of decisions within CAC components. This workshop will delineate these and other key decisions faced by communities as they plan or implement a CAC. For example, who will be targeted for CAC services? All arrested juveniles? Arrested juveniles and at-risk youth? Non-violent offenders? How does one conduct a community needs assessment? Are services available to address the target population's needs? What is the purpose of the assessment at the CAC and how does one select from corresponding tools? The information provided in this workshop stems from results of technical assistance provided to CACs over the past four years. The advantages and disadvantages of various options will be reviewed so that the audience can make more informed decisions vis-à-vis the CAC in their community.

Miami-Dade Juvenile Assessment Center National Demonstration Project

Wansley Walters

The Miami-Dade Juvenile Assessment Center (JAC) is a centralized processing, referral, and evaluation center for all juveniles arrested in Miami-Dade County. The facility, which opened in late October 1997, has served over 81,000 arrested juveniles as of December 31, 2002. The JAC allows representatives from law enforcement and social services to work together under one roof to provide a complete range of services at the initial stages of the juvenile's involvement with the Juvenile Justice System.

The JAC is currently operating a National Demonstration Project (NDP) with the U.S. Department of Justice and over 30 national researchers. The purpose of the demonstration project is to utilize proven research methods in the reform of an active, functioning juvenile justice system. The project is working with all kinds of juvenile offenders in order to strategically apply interventions that will ultimately reduce the juvenile crime rate in a major urban area, historically plagued with a high juvenile crime rate. The JAC will also begin a partnership in 2003 with the White House Office of National Drug Control Policy (ONDCP).

This will allow the ONDCP to utilize findings of the demonstration project in order to facilitate their goal of reducing substance abuse usage among adolescents in the United States.

The presentation will focus on a review of the areas of the NDP, results from the first phases of the research project, and an overview of five years of arrest data.

Education, Employment, and Crime

Education, Employment, and Crime: Labor Force Participation, Labor Markets, and Crime

Robert D. Crutchfield

This research uses the National Longitudinal Surveys of Youth 97 (NLSY97) and the Children of the NLSY data to study the role of labor market participation and job quality on criminal involvement. In particular, it looks at the interaction of individual employment characteristics and census tract characteristics (neighborhoods) within central cities, broader metropolitan areas, and non-metropolitan areas. The project finds that employment characteristics have modest effects on criminal behavior, and there are significant interaction effects. Most importantly the influences of these factors are more important in inner city neighborhoods than those in the broader metropolis or in no-metro areas. For juveniles, the influence of the labor market is more complex. Their parents' labor market experience influences juveniles' school performance, which in turn affects their involvement in delinquency. As with young adults, these relationships are conditioned by some neighborhood characteristics and the influences are seen in cities, but not in the suburbs and non-metropolitan areas.

Some have argued that community economic development is a failed policy. This critique focuses on the reality that those who get and hold family wage jobs frequently move out of distressed neighborhoods. This research suggests that improving the quality of jobs for young adults, even if they then move, should have a modest direct negative effect on the likelihood that they will be involved in criminal behavior, but within cities there is an additional effect if they do change neighborhoods. This research did not study those released from incarceration, but the results suggest that it is not only important that those released have employment, but that both the quality of that employment and the neighborhood context are determinants of their post-release success.

Education, Employment, and Crime

Gary LaFree

Results will be presented from two studies, one on the relationship between early educational investment and later incarceration, and the second on the relationship between employment and involvement in crime. The first study has been completed and suggests that early educational investment leads to lower subsequent criminality. The second study is almost complete. A practitioner discussant will respond to the policy and practice implications of this research.