# Program Abstracts

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

## New Perspectives for Law Enforcement in Responding to Terrorism

*Improving Cooperation Between Police and Arab-American Communities*

**Timothy Ross**

Efforts to reduce the threats of terrorism have increased dramatically all across the United States since 2001. Although much attention has been paid to federal initiatives, local police forces, too, have been developing plans to prevent or respond to possible terrorist acts. With support from the National Institute of Justice, Vera researchers are partnering with Arab-American Law Enforcement Association (AALEA), a coalition of law enforcement personnel based in Dearborn, Michigan. The partnership works with similar organizations around the country to identify promising practices that balance law enforcement's need for cooperation in gathering counterterrorist information with the community members' need for respectful and effective policing services.

*Research on Terrorism: A Cross-National Comparison of Interagency Coordination Between Law Enforcement and Public Health*

**Kevin J. Strom, Joe Eyerman**

In the post-9/11 world, public health and law enforcement are required to assume new and overlapping roles in response to terrorist threats. This NIJ-supported project examines strategies for inter-agency coordination in the United States, the United Kingdom, and Canada, emphasizing technological mechanisms that can be used to facilitate communication, such as public health surveillance systems. Collaboration across public health and law enforcement agencies in the design and implementation of these systems could contribute to the common goals of producing dual-use systems that inform both groups.

The project's primary goal is to yield a set of promising practices that will help U.S. agencies improve cross-agency preparation and response to terrorist threats. This will include identifying successful methods and technological tools used to coordinate efforts, as well as barriers to coordination and data quality issues that impact the utility of information systems. As part of this effort, RTI researchers are cataloging surveillance systems in each of the three countries to determine their potential for informing cross-agency coordination. Key law enforcement and public health stakeholders from the three countries are also being interviewed to gain insight on the potential application of these systems as well as related issues impacting cross-agency coordination. Area consultants in law enforcement and public health from the United Kingdom and Canada support the RTI team. An expert panel also guides the study, with expertise in terrorism incident response, monitoring prescription drug use, bioterrorism preparedness, public health surveillance, and law enforcement operations.

# Recent Progress in NIJ Reentry Evaluations

*Chattanooga Endeavor's-Building Bridges Program*

**Tim Dempsey**

Caliber Associates (in partnership with Urban Institute and the University of Tennessee, Knoxville) is conducting a three-year evaluation with adult probationers and parolees in the Chattanooga Endeavor's-Building Bridges employment-focused prisoner reentry program. The objective of this project is to assess the program effectiveness and potential program transferability to other jurisdictions. Data will be collected and analyzed for program completers and non-completers and a matched comparison group. The study will include an implementation assessment; an outcome assessment, which will assess data related to recidivism, probation/parole completion, full-time employment, family re-integration, and selected psychosocial measures such as motivation to change; and a cost-benefit analysis. Tim Dempsey will discuss Chattanooga Endeavor's-Building Bridges program and cooperating with the evaluation from a practitioner's perspective.

*Ridge House Residential Program*

**Dan Drinan**

With 600,000 inmates released from prisons each year, policymakers increasingly need research on effective reentry programs, especially those that target the first months after release when ex-prisoners are most likely to recidivate. For this reason, the Urban Institute is conducting a multi-method approach to evaluate a promising reentry program. Ridge House Residential Program, administered by a faith-based organization, provides temporary housing, employment, and social service referrals to released prisoners in an effort to reduce recidivism. The study objectives are to conduct a process and outcome evaluation that documents the barriers to and facilitators of successful program operations; and to assess the impacts of the program in reducing recidivism and improving employment, housing, and drug use outcomes of participants compared to a parolee comparison group. The study will include a cost-benefit analysis and assess the transferability of the program to other jurisdictions. Dan Drinan will discuss the Ridge House program and cooperating with the evaluation from a practitioner's perspective.

*Multi-Site Evaluation of the Serious and Violent Offender Reentry Initiative*

**Pamela K. Lattimore**

More than 650,000 offenders are released from U.S. prisons each year. Most will be rearrested within three years. The Serious and Violent Offender Reentry Initiative (SVORI) is a collaborative Federal effort that is intended to improve outcomes for those released from prison. Sixty-nine grantees (State departments of correction and equivalent juvenile departments) were awarded more than $100 million in 2003 to fund reentry programs that begin in prison and continue in the community following release. RTI International and the Urban Institute are conducting a multi-site evaluation of the impact of this initiative on post-release outcomes in the areas of criminal justice, employment, education, health, and housing. The impact evaluation includes multiple waves of survey data collection from 2,000 SVORI program participants and

2,000 comparison subjects in 15 states. Additional study components include implementation assessment, cost-benefit study, and dissemination. The initial product of the evaluation is a recently produced document (The National Portrait of the SVOR Initiative) that provides information on each of the 84 SVORI programs, which are funded by the 69 grantees.

## Co-occurrence of Domestic Violence and Child Maltreatment

*Documenting Systems Change in the Greenbook Demonstration Communities*

**Duren Banks**

The 1999 report, Effective Intervention in Domestic Violence and Child Maltreatment Cases: Guidelines for Policy and Practice (commonly known as the Greenbook), offers communities a framework for systems change to promote safety, well being and stability for families experiencing domestic violence and child maltreatment. Six demonstration communities were funded in 2001 to implement the principles and recommendations set forth in the Greenbook. The communities developed collaborations that, at a minimum, included leaders from three primary systems: the child welfare agency, domestic violence service providers, and the dependency courts. The national evaluation of this initiative tracks systems change in a number of areas such as case screening and assessment, information sharing across systems, case management, provision of services, and batterer accountability. Elements of both the process and outcome evaluation are presented to highlight (1) baseline gaps in case management and services to families experiencing child maltreatment and domestic violence, and (2) the strategies underway in the demonstration communities to improve these practices. Challenges and success stories of the initiative to date are discussed to inform other communities interested in implementing similar systems change activities.

*Intimate Partner Violence Among Female Caregivers of Children Reported for Child Maltreatment*

**Kelly Kelleher**

The purpose of this study was to determine the prevalence and correlates of intimate partner violence among female caregivers of children reported to child protective services. Data were derived from the National Survey of Child and Adolescent Well-Being, a national probability study of children investigated for child abuse and neglect in the United States. Caregivers were interviewed about demographic characteristics, mental health, substance use, and physical violence by a partner.

The lifetime and past-year prevalence of intimate partner violence was 44.8 and 29.0 percent, respectively. Caregiver major depression and history of prior reports of child maltreatment were strongly associated with experience of violence against women. The findings highlight the need for effective screening and identification of intimate partner violence in families in which child maltreatment has occurred.

# Where Do They Come From, Where Do They Go:  Life Course Findings From OJJDP's Causes and Correlates Research Program

*When Bellicose Bill Becomes Sweet William: Factors Leading to Desistance from Offending*

**David Huizinga, Kimberly Henry**

This presentation examines developmental patterns of involvement in serious delinquency over the age 13 to age 24 period. Following identification of these longitudinal patterns or trajectories, patterns that indicate desistance from or suspension of serious delinquency during adolescence or during young adulthood are identified. Explanatory factors associated with the desistance patterns are then considered. The data for these findings are taken from the Denver Youth Survey, which focuses on both antisocial and successful development during childhood, adolescence, and young adulthood. It is an ongoing, prospective longitudinal study of delinquency, drug use, victimization, and mental health, currently covering the ages of 7 through 26.

*Why Do Serious Delinquents Stop Offending? The Riddle of Childhood and Proximal Predictors*

**Rolf Loeber, Magda Stouthamer-Loeber**

Many delinquent youth stop offending sometime in late adolescence or early adulthood. However, little is known about individual differences in desistance and which factors promote or inhibit desistance.  In the current study, young males in the oldest sample of the Pittsburgh Youth Study were followed from ages 13 to 25.  About one-third became persistent serious delinquents between ages 13 and 19.  Out of that group, almost 40 percent desisted in serious offending between ages 20 and 25.  Significantly more of the desisters, compared to the persisters in serious delinquency, had been employed or in school.  Bivariate analyses demonstrated many predictors of desistance of serious delinquency in early adulthood in the domains of individual, family, and peer factors measured from early adolescence onward.  Multiple regression analyses showed that the following promotive factors were associated with desistance: low physical punishment by parents in early adolescence and being employed or in school in early adulthood. The following risk factors were inversely associated with desistance during early adulthood: serious delinquency during late adolescence, hard drug use, gang membership, and positive perception of problem behavior in early adulthood.  The presentation discusses the implications of promotive and risk factors for preventive interventions.

*Long-Term Consequences of Being Born to Teen Mothers: Delinquency and Other Problem Behaviors*

**Terence P. Thornberry, Alan J. Lizotte, Greg Pogarsky**

This presentation examines the relationship between a mother's age at first childbirth and the antisocial behavior of her children.  In particular, the examines its consequences for delinquency, violence, drug use, depression, and related behaviors.  Using data from the Rochester Youth Development Study (RYDS), an ongoing longitudinal study of adolescent development, we found that children born to mothers who began childbearing at a young age were more prone to a variety of problem behaviors than were children born to mothers who

began childbearing when they were older.  This "early-first-birth effect" was larger in White and Hispanic families than in African American families.  Mediating analyses found that only part of the early-first-birth effect is attributable to intervening processes.

# Monitoring Prescription Drug Use

*The Need to Monitor Prescription Drug Use*

**Patricia M. Good**

The diversion and abuse of pharmaceutically controlled substances has long been a problem, but it has become more acute in recent years.  Most diversion of legitimate controlled substances occurs at the retail level as a result of illegal or improper prescribing, prescription forgery, or 'doctor shopping.'  DEA is also seeing a rise in the number of instances of individuals who divert controlled substances by placing orders via the Internet without establishing a legitimate doctor/patient relationship.  Another factor contributing to the abuse problem has been the introduction of increasingly potent opioid medications, combined with efforts to publicize and ameliorate the undertreatment of pain, thereby increasing the availability of these products for both legitimate and illicit uses.   In recognition of their proven effectiveness, DEA has been a long-time proponent of prescription monitoring programs (PMPs).  PMPs collect prescription information electronically from pharmacies, and the data is analyzed by state agencies or third parties working for state agencies.  This analysis helps to identify "doctor shoppers" and over-prescribers, and it results in increased investigative efficiency.  DEA works to facilitate the establishment and enhancement of PMPs to ensure prescription data is collected from the largest possible segment of pharmacies and other dispensers in the most cost-effective manner.  Additionally, DEA wants to identify trends of abuse, outmoded prescribing practices, and possible targets for investigation, while assuring patients and their healthcare providers that these programs do not negatively impact legitimate medical practice and that data confidentiality will be protected.  To assure continued success with PMPs, DEA maintains a close working relationship with state PMP administrators and their associations, such as the Alliance of States with Prescription Monitoring Programs and the National Association of State Controlled Substances Authorities (NASCSA).

*Strategies for Preventing Abuse of Prescription Drugs:  State Systems for Monitoring Prescription and Dispensing Decisions*

**Douglas McDonald**

For decades, a key element of drug control has been to regulate prescriptions of drugs that have legitimate medical use but also high potentials for abuse.   In the wake of rising concerns about abuse of painkillers, the federal government has supported the development of advanced monitoring systems (often computer-based) to track prescription practices of doctors and pharmacists.  Although states differ in their objectives, the general trend is to use these data to identify or facilitate prosecution of persons who obtain prescription drugs by "doctor shopping"— obtaining multiple prescriptions from different physicians—or identification of physicians who may be writing prescriptions without sufficient regard for abuse.   This presentation will discuss the current state of art in prescription monitoring programs, concerns

about these programs (e.g., among physicians who object to law enforcement oversight, or among patients who fear an abrogation of their rights to medication), a review of what is known about their effectiveness, and challenges faced in assessing effectiveness.

## Got Data?:  Make Sure It Is Formatted and Defined Right

*Data Interoperability Formatting and Standards*

**Tom Merkle**

The Global Justice XML Data Model (GJXDM) and the Global Justice XML Data Dictionary (GJXDD) provide the foundation for developing Public Safety data systems that have the ability to share data.  The presentation will map out the utilization of currently published technical standards to explain the evolution of the current model.  The discussion will review the GJXDM and GJXDD and show how these items provide a comprehensive solution for all levels (local, state, and federal) of users.  An important consideration of data interoperability is how different users must conform to required levels of process, security, regulations, and laws that govern their operations. Conformance to these requirements has a direct impact on data formats and system capability to import or export usable data.

## Luncheon and Keynote Speaker, Monday, 12:15 pm - 1:30 pm

*Building Evidence-Based Education*

**Grover J. Whitehurst**

The Director of the Institute of Education Sciences (IES) at the U.S. Department of Education will describe the premises underlying evidence-based education, the challenges to those premises, and the developments and plans of IES as it pursues its mission of transforming education into an evidence-based field.

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

## Help Me Find Who Ate My Porridge:  Other Information in DNA

*Determination of the Age of an Individual from Biological Samples Deposited at the Crime Scene*

**Jack Ballantyne**

The ability to determine the physical characteristics of an individual depositing a particular biological stain at a crime scene could yield important probative information to law enforcement investigators.  However, since many relevant physical characteristics, such as facial morphology, are complex polygenic traits that are influenced by the environment to varying degrees, further advancements in our knowledge are required before it would be possible to develop appropriate methods for forensic use.  A useful biometric that could provide probative information, and one that may be amenable to molecular genetic analysis, is the age of an individual.  The ability to provide investigators with information as to whether a DNA donor is a newborn, infant, toddler,

child, adolescent, adult, middle-aged, or old-aged individual could be useful in certain cases, particularly those involving young children such as kidnapping or in giving additional intelligence during terrorist investigations. Currently no reliable validated molecular tests are available for age determination. The work described investigates a number of potential 'molecular clocks' that could enable estimates of an individual's age.

### *Gene Polymorphism and Human Pigmentation*

**Murray H. Brilliant**

The overall goal of this research project is to determine, with a high degree of accuracy, the pigmentation phenotype (hair, eye and skin color) of an individual subject from a forensic DNA sample. Human pigmentation is programmed genetically. Among the candidate genes mediating pigmentation variation are MC1R, ASP, P, and MATP, each previously associated with mouse and/or human hypo pigmentation disorders that exhibit a spectrum of phenotypes. There are many additional gene candidates for human pigmentation variation based on mouse models. Polymorphism within these specific pigmentation genes may result in changes in the levels of expression of these genes or result in amino acid sequence (and function) variation of the corresponding proteins. The project has recruited over 800 of a planned 1,000 subjects. Researchers have completed the genotyping of nearly 300 individuals for 117 individual polymorphisms in MC1R, ASP, P, MATP and several other genes including AP3, CHS, MYO5A, TYR, OA1, the HPS1-6 genes, plus 5 other genes. In the first completed set of 300 individuals, 52 polymorphisms in a total of 16 genes show statistically significant associations with pigmentation phenotypes. Intriguingly, single polymorphisms in each of three genes can account for 66 percent of the phenotypic variation in skin pigmentation. This supports older genetic data suggesting that most of the variation in human skin pigmentation is associated with only 3 or 4 genes. Preliminary data suggest that the genetics of hair and eye color will be more complex. Thus, analyses of a human DNA sample can become a useful tool for forensic applications as a predictor of hair, eye, and skin color.

## Suicide Bombers:  What We Know, What We Don't Know, and What Research is Needed

### *"From the Cradle to the Grave" Social, Organizational, Psychological and Operational Aspects of Suicide/Homicide Terrorism*

**Israel L. Barak-Glantz, Idith Hakimi**

Suicide/homicide terrorism has had a fundamental impact upon the Western World in general, and in recent years on the Israeli society, in particular. Few throughout the globe have not been effected by the threat posed by the possibility of becoming a random victim of terrorism.

This presentation will provide a brief review and a descriptive analysis of this phenomenon in Israel, explore its genesis, and propose a heuristic new analytic model which we chose to label "From Cradle to Grave" [Hereafter – CTG Model].

The CTG model attempts to identify the social and behavioral factors that are presumed to be related to the phenomenon. We believe that by learning about the factors of this model, intervention can assist to prevent, reduce and intercept suicide bombing events.

The main thesis/premise which underlies the model is that such a phenomenon is a result of cultural, social, organizational and personal factors in the background of the individual suicide bomber. Thus, it is argued, that we need to study whether these factors can be related to the socialization process which individual terrorists undergo, beginning in early childhood and possibly continuing throughout other stages in their life. Can these factors be correlated to some critical events that in his/her life, to persuasion, indoctrination and to the recruitment process that s/he were exposed to, or rather to an instant recruitment and preparation process taking place just prior to having to launch a suicide mission.

The model suggests a set of factors, organized in a developmental/sequential order. The variables included in the model still need to be fully defined, operationalized and measured in an empirical study. This shall be the primary goal of a planned forthcoming study conducted jointly by several agencies, both in Israel and abroad.

Special attention shall also be given in this study to the practical implications of the research findings in this area, to the emerging of both the strategic and the tactical intervention modalities of the State operational agencies charged with battling terrorism.

### *Rationality of Palestinian Suicide Attacks*

**Boaz Ganor**

Several countries around the world have been forced to contend with the phenomenon of suicide attacks that target both civilian and military objects, where large crowds tend to gather. Suicide attacks constitute an additional stage in the escalation of terrorist activity, with the clear intention of causing the maximum number of casualties and damage even more importantly of striking a blow to public morale.

A suicide attack is an "operational method in which the very act of the attack is dependent upon the death of the perpetrator." The attacker wears or carries explosives or a portable explosive charge, or has explosives planted in a vehicle he is driving.  Different types of attacks do *not* actually belong to the category of suicide attacks:

- When the attacker sets out, he knows there is a good chance of being killed but there is a possibility of the attack being carried out without him being forced to kill himself.
- When the attacker simply makes concrete preparations for the possibility of death (preparing a will, carrying out purification ceremonies, etc.)
- When the attackers plan to blow themselves up, should the attack go wrong (even if they use these).

Suicide tactics guarantee that the attack will be carried out at the most appropriate time and place and that there will be a maximum number of casualties.  Once the terrorist has set off on his mission it is extremely difficult to counter the suicide attack (hence the importance of accurate intelligence). Since the perpetrator is killed, there is no fear of him being caught and interrogated, or need for problematic escape routes.

The phenomenon has seen a growing popularity as shown by the Islamist fundamentalist group, Hamas.  For Hamas, the perpetrator is considered a martyr ("shaheed"), who fell in the process of fulfilling a religious command.  The suicide attack may provide the Shaheed and his family with substantial rewards: improved social status; honor and financial gain for the family; and (as believed religiously) eternal life, permission to see the face of Allah, loving servants in the hereafter, and a life in heaven for 70 of his relatives.  An example of the state of mind of such an attacker is represented by the will of Hisham Ismail Abd-El Rahman Hamed, who wrote: "Dear family and friends! I write this will with tears in my eyes and sadness in my heart. I want

to tell you that I am leaving and ask for your forgiveness because I decided to see Allah' today and this meeting is by all means more important than staying alive on this earth." In November 1994, his explosion killed three IDF officers and wounded two Israelis and four Palestinians.

## Batterer Intervention:  Keeping Practice in Step with Research

*Meta-Analysis of the Effectiveness of Court-Mandated Interventions for Domestic Violence Offenders*

**Lynette Feder, David B. Wilson, Sabrina Austin**

With increasing numbers of communities called upon to develop coordinated responses to the problem of domestic violence observers will most likely see a continued increase in the number of court-mandated interventions. Understanding these programs' effectiveness in reducing future violence becomes critical. Towards those ends, this study undertook a systematic review of all rigorous research assessing the effects of post-arrest court-mandated interventions (including pre-trial diversion programs) for domestic violence offenders.  These interventions targeted, in part or exclusively, batterers; with the aim of reducing their future likelihood of re-assaulting. Criteria for inclusion into the meta-analysis included using an experimental design (defined as using random assignment) or rigorous quasi-experimental design (defined as establishing pre-treatment equivalency) with a no-treatment control group, a follow-up period of at least six months post-intervention and the use of one or more objective outcome measures on repeat violence.  Thirteen databases, including published and non-published studies in and outside of the U.S., were searched using 25 key words.  Four experimental and five quasi-experimental studies were found to meet the above criteria.  Results from this meta-analysis are discussed.

*How Probation Can Improve Its Response to Domestic Violence*

**Andrew R. Klein**

Ongoing analysis of Rhode Island's specialized probation domestic violence supervision unit and statutorily mandated batterer intervention program completion reveals conflicting roles for probation with regard to victim protection.  On the one hand, probationary sentences offer prosecutors, defenders, and the court an ideal opportunity to dispose of cases efficiently.  On the other, probationary sentences (notwithstanding intensive supervision/treatment) do not afford victims protection from re-abuse by chronic abusers.  Specialized probationary supervision, however, increases offender accountability and mitigates non-progressive court sanctioning. Repeated exposure to batterer intervention programs does not appear to deter abusers. Automatic imposition of no contact orders after arrest does not predict future victimization. Probation offers an ideal opportunity to disarm abusers prohibited by state and/or federal law from possessing firearms and warns future victims of potential danger from serial batterers.

# Preliminary Findings of the Comprehensive Indian Resources for Community and Law Enforcement (CIRCLE) Project Evaluation: Phase II Outcomes

### *Phase II CIRCLE Evaluation-Documenting Strategies to Strengthen Capabilities to Reduce Crime, Violence, and Substance Abuse in The Pueblo of Zuni*

### Hayes A. Lewis

The Pueblo of Zuni along with the Northern Cheyenne and Oglala Lakota Sioux Tribes participated in a three-year federal initiative, (Comprehensive Indian Resources for Community Law Enforcement) to develop comprehensive community-based strategies to reduce or control crime, violence, and substance abuse. The consolidated funding opportunities, enhanced levels of technical assistance and coordination among sites and with federal partner agencies allowed each tribe to develop improved internal coordination of efforts, policy and protocols to enhance services, and responses that strengthen tribal capacity to provide safe reservation environments. Each of the participating tribes has been unified in their support of the vision and goals of the CIRCLE Project. However, each tribe is unique in terms of needs, capacity, governmental commitments, politics, culture and resources. These differences allowed each to develop according to its strengths, resources and perceived needs in ways that may have not been fully anticipated by the initial planners involved in the CIRCLE Project.  The Zuni site presentation coordinates with those presented by other sites and the Principal Investigators to:

- Identify tribal law enforcement, judicial, and programmatic strategies initiated in Zuni, and implementation tracking during the Phase II CIRCLE Evaluation;

- Share insights about the tribal environment:  political, organizational and other factors that have supported or inhibited decision-making and implementation;

- Report on preliminary findings by implementation category and discuss progress and outcomes for the overall Zuni component;

- Discuss how CIRCLE funding, comprehensive planning, and federal partner support have developed tribal capacity, organizational leadership, and resourcefulness as relates to sustainability, program coordination, and leveraging resources to consolidate gains and expand services.

### *Participatory Action Research and the Effort to Reform Criminal Justice at Oglala Sioux*

### Paul M. Robertson

Results of the second phase in an ongoing evaluation of an initiative aimed at strengthening collaboration among criminal justice entities at Zuni Pueblo, the Northern Cheyenne, and Oglala Sioux Tribes show the usefulness of engaging in participatory evaluation methodologies that link external and internal stakeholders. The transfer of a significant source of funding for the evaluation work from the external to the internal partners has strengthened the evaluation of CIRCLE and is suggested as a model for other evaluations.

# Drug Studies Focusing on Minority Problems

## *Inner-City Blacks and the Drugs-Crime Connection*

### Eloise Dunlap, Andrew Golub, Bruce D. Johnson

It has been well documented that there is a paradox in drug use among the various national survey data. Black adolescents and young adults tend to report lower lifetime rates of drug use than whites or Hispanics. Yet, blacks are disproportionately represented in drug arrest, drug incarceration, drug treatment, and drug-related emergency department treatment data. Much of this inconsistency can be explained by the severely distressed conditions faced by many inner-city blacks regarding exposure to crime and violence, school dropout, unemployment, persistent poverty, and a host of related social crises. Within these circumstances, drug use for many blacks can quickly proceed to dysfunction and drug abuse. Hence, many blacks seek to avoid drug use outright because for many of the members of their community, illicit drug use is an important element of a highly undesirable life course. This paper examines the context of inner city life for persistently poor blacks, the challenges they face, the socioeconomic constraints they endure, and the endogenous crime and drug use. Data presented come from a study of "Co-Occurring Drug Use, Violence, and Behavior Patterns." A total of 178 participants from approximately 72 households in inner city New York were closely followed throughout the 1990s.

# Concurrent Panels, Monday, 3:45 pm – 5:15 pm

# Quality and Utility:  Two Sides of the Evaluation Coin

## *Performance Measures: The Building Blocks of Evaluation*

### Susan Jenkins

This presentation will discuss the relationship between performance measurement and evaluation. Specifically, the idea that performance measurement and evaluation both examine whether a program is progressing towards its goals. But evaluation delves deeper to include an examination of why and how the program is meeting, or not meeting, its goals. Performance measurement, on the other hand, focuses more on indicators of progress that are appropriate for periodic review over the life of a program. The presentation will draw examples from the development of performance measurement systems for the Office of Juvenile Justice and Delinquency Prevention's Congressional Earmark and Juvenile Accountability Block Grants programs. These are both large-scale grant programs under which awardees can conduct a wide range of activities. In addition, the goals of the programs are defined broadly to encourage grantees to conduct locally relevant activities, which complicates measurement of the outcomes of these Federal grant programs. To help define the performance indicators relevant to and useful for these grant programs, several tools commonly associated with evaluations were used. For example, the resulting performance measurement systems rely heavily on logic models of the Federal grant programs. These models were used to define the scope of the performance indicators needed, but could also be used as the foundation for an evaluation of these grant

programs.  The relationships established through these models, such as those between activities and outcomes or between short-term and intermediate-term outcomes, will inform the analysis of the data gathered.  While the performance data gathered will not include explicit information about why the grant programs are or are not progressing towards their goals, the use of selected evaluation approaches bolsters confidence that the performance measured is actually related to the activities funded through these grant programs.

***State Evaluation Partnerships to Address Detention and Alternatives to Secure Detention for Juveniles***

**Mary Poulin**

In order to facilitate the development of relationships at the State level that help build evaluation capacity, the Juvenile Justice Evaluation Center (JJEC) provides funding to State Statistical Analysis Centers (SACs) for juvenile justice evaluation partnership projects each year. In 2003, the JJEC provided funding to four states for work in the area of secure detention and alternatives to secure detention for juveniles.  This presentation will report on the findings of states' approaches to addressing issues related to the development, implementation and evaluation of secure detention and alternatives to secure detention programs for juveniles.

## Research on Terrorism Prevention and Response

***An Assessment of the Preparedness of Retail Malls to Prevent and Respond to Terrorist Attack***

**Robert C. Davis**

The Police Foundation and the American Society for Industrial Security (ASIS) International Foundation will assess the preparedness of security in large retail spaces for terrorist attack.  The basic issue researchers will address is the degree to which private security in malls is up to the task of protecting the public from terrorist attack: Are security officers who work in malls trained to spot potentially dangerous persons or situations?  Are they prepared and do they have the tools to take effective action in the aftermath of an attack?  The project will systematically assess whether mall security operations have installed new technology since 9/11 and whether sufficient funds are being made available so that security directors can upgrade their staff and equipment.

The project will consist of four main activities.  First, investigators will conduct a legislative survey that will examine laws in the 50 states that regulate private security.  The staff will pay particular attention to regulations regarding hiring standards and training of security officers.  Second, they will interview the homeland security directors (or their designees) in each state to obtain their views on the preparedness of mall security and the need for additional regulation.  Third, the project will conduct a mail survey of 2,000 mall security chiefs to ascertain the kinds of steps that have been taken to prevent and respond to terrorist attack and their opinions on the need for additional measures or regulation.  Finally, the research will identify several malls engaging in best practices, and seek to document the measures they have taken post-9/11 to increase security.  Through ASIS, results will be distributed to a wide audience of private security executives.

*Protecting America's Ports: Assessing Coordination between Law Enforcement and Industrial Security*

**Don Faggiani**

America's 185 seaports are high-risk targets for terrorist attacks – attacks that, if successful, could cripple large parts of American international trade. International trade accounts for 25 percent of the U.S. Gross Domestic Product, and ports handle the transportation of 95 percent by volume, and 75 percent by value, of U.S. foreign trade. Almost without exception, ports are located in major metropolitan areas with large populations and extensive transportation networks, further increasing their attractiveness to terrorist attacks. Protecting these ports from attack is the responsibility of a variety of Federal, State and local law enforcement agencies, as well as private and corporate security firms. To be successful, that array of public and private organizations must build partnerships that support collaboration. Yet, no systematic survey of the extent and nature of public-private partnerships in providing port security exists. Further, no comprehensive research has been conducted concerning how those partnerships operate, what obstacles they encounter, and how they become successful. The current project has five goals:

1. Develop a framework for the analysis of protective services (law enforcement and security) in American ports.
2. Conduct interviews with port security providers, directors, and others to:
   • Assess the organizational mechanisms, resources, and expertise for providing protective services
   • Identify inter-organizational partnerships among public and private providers.
3. Conduct case studies of exemplary and/or innovative protective service practices with a particular focus on intergovernmental partnerships.

*Terrorism Implications for State Law Enforcement Agencies*

**Chad S. Foster**

The Council of State Governments (CSG), in partnership with Eastern Kentucky University (EKU), is conducting research on terrorism implications for state law enforcement agencies and criminal justice systems. Through support from the National Institute of Justice, this 18-month project seeks to inform state leaders about the new roles and responsibilities of state-level agencies and critical implications that include communication, resources, governance, and training issues.

While maintaining traditional roles and responsibilities as keepers of the peace, state law enforcement agencies are struggling to meet new terrorism-related demands. Project leaders are working across state borders and at all levels of government to:
   • Identify new terrorism-related responsibilities for state law enforcement agencies;
   • Identify critical implications of new and heightened roles including personnel, training, resources, and information technology;
   • Develop and make recommendations for the states on specific policies, practices and procedures that improve state, local, and federal cooperation; and
   • Identify specific needs of state law enforcement agencies to better address terrorism-related demands. To accomplish this, CSG/EKU is using surveys, examining case studies, and convening an expert workgroup of state officials. Project staff administered a 50-state survey to

all general-purpose state law enforcement agencies in the spring of 2004.  A sample survey of local law enforcement agencies helped to define state agency roles and gave local perspectives on terrorism-related practices and procedures implemented at the state and federal levels.  From this survey, the project Advisory Group selected five states for an in-depth case study to document several different models and best practices to address terrorism at the state level.  An expert workgroup of state, local, and federal officials will analyze the survey and case study results this fall.

# Early Intervention Systems:  Best Practices

### *Early Intervention Systems*

### Geoffrey P. Alpert

Research on Early Intervention Systems shows that there can be effective ways to increase the accountability of law enforcement officers.  Although effective, these systems are complex and difficult to manage; they require continuous review and modification.  The implementation of the early "warning" or identification systems was based on notion that a small number of officers have been responsible for a disproportionate amount of "problems" in a department.  When that belief has been shown to be accurate, it is important to monitor officers' performance.  The first phase of these systems has identified officers who went beyond an arbitrary threshold of specific behaviors.  The second phase made comparisons of like officers on those behaviors, while the most recent systems look at internal comparisons of a wide variety of performance measures.

### *Promising Strategies for Early Intervention*

### Ron Snodgrass

The Phoenix Police Department (PPD) began work on this project under the COPS grant in September 2002.  Then-Chief Harold Hurtt decided that he wanted a process that would promote and insure employee success other than the age-old disciplinary system.  He had seen "early warning systems" being mandated across the country by federal consent decrees.  He felt that some form of early identification and intervention, (EIS) would help make employees successful prior to using discipline as the only option.  He also believed that a good EIS would help reduce financial loss to the employer by identifying problematic employee behaviors and potential areas of risk and reacting to them in a timely manner.  As a surprise benefit, the department found that creation of an EIS and internal case management system mandates and holds supervisors accountable. Supervisor accountability is very important to any quasi military organization.  To date, PPD has had over 140 intervention reviews and several employee success stories.  Most importantly, the agency has found that current systems thresholds reveal some exceptionally hard working employees.

# Police Integrity:  Research Findings on Police Misconduct

*Career-Ending Misconduct in the New York City Police Department, 1975-1996*

**James J. Fyfe, Robert Kane**

This presentation reports on a matched, controlled study of New York City police officers whose careers ended in involuntary separations for cause during 1975-1996 (n=1,543) and a stratified random sample of their recruit school classmates.  Key findings of this NIJ-funded research are discussed, including:

- Involuntary separations are rare.  Separations for cause from the New York City Police Department (through dismissals, terminations, and forced resignations and retirements) are infrequent events.  Only two percent of the officers employed by the NYPD during the 22 years (1975-1996) studied were involuntarily separated.
- Pre-employment history matters.  Officers whose life histories include records of arrest, traffic violations, and failure in other jobs were more likely than other officers to be involuntarily separated from the NYPD.
- Education and training matter.  Officers who held associate or higher degrees were less likely than those who do not to be involuntarily separated.  Those who did well in the Police Academy's recruit training program were less likely than marginal recruits to subsequently be involuntarily separated for cause after successful completion of their probationary periods.
- Diversity matters.  As the NYPD became more diverse, it became better behaved.  We found a very strong inverse correlation (r= –.71; r2 =.50) between the percentage of white male NYPD officers and the department's annual rate of involuntary separations.
- Race still matters, but apparently only for black officers:  As the representation of Hispanic and Asian officers in the NYPD increased, their involuntary separation rates decreased and become virtually indistinguishable from those of white officers.  Black officers' representation in the NYPD remained relatively flat during the years studied.  Black officers' involuntary separation rates also decreased, but remained higher than those for other racial groups.

*Citizen Complaints about Police Use of Force*

**Matthew J. Hickman**

Section 210402 of the Violent Crime Control and Law Enforcement Act of 1994 requires the Attorney General to "acquire data about the use of excessive force by law enforcement officers."  To date, the primary response from the Bureau of Justice Statistics has been the Police Public Contact Survey (PPCS), a supplement to the National Crime Victimization Survey (NCVS).  As part of continuing efforts to develop data resources on police use of force, BJS recently expanded its Law Enforcement Management and Administrative Statistics (LEMAS) survey in order to collect data on formal citizen complaints about officer use of force.  Results of this effort, including preliminary data from the 2003 LEMAS survey, are presented and discussed.

*Measuring Police Integrity*

**Sanja Kutnjak Ivkovich**

This presentation focuses on the study of police integrity, the normative inclination among police to resist temptations to abuse the rights and privileges of their occupation. The study's approach views an agency of integrity as an organization in which police culture is intolerant of police misconduct. In an effort to measure the occupational culture of police integrity, the research is based on a systematic and quantitative questionnaire completed by a sample of 3,235 police officers from 30 U.S. police agencies. The questionnaire measures how serious police officers thought police misconduct in their agency was, how willing they were to report it, and how willing they were to support the disciplinary environment. The research resulted in three key findings. First, the more serious police officers perceived hypothetical cases of police misconduct to be, the more willing they were to say that they would report such behavior and that they would support harsher disciplinary measures. Second, although there is considerable variation in the average evaluations of answers reported by the police officers from the surveyed agencies, relative seriousness rankings for the eleven scenarios were remarkably consistent across the 30 agencies. Third, police officers' evaluations of scenario seriousness, their willingness to report the described misconduct, and their readiness to support the disciplinary environment differed greatly across the surveyed agencies. Based on the answers provided, researchers were successful in distinguishing among different cultures of police integrity.

## Ethnographic Research Studies: Their Impact on Criminal Justice Policy and Practice

*Shootings and Homicides in Two Brooklyn, NY, Police Precincts: The Case for Rapid Assessment and Response*

**Richard Curtis**

Over the summer of 2003, an ethnographic "rapid assessment" of shootings and homicides in two Brooklyn, New York, police precincts was conducted by a team of faculty and students from John Jay College of Criminal Justice. The study was conducted to better inform policy makers and criminal justice practitioners about specific neighborhood-level factors that promote or retard shootings and homicides, and to design neighborhood-supported solutions to these problems that are responsive to community conditions. The rationale behind rapid assessment, and the methods and techniques that were used in data collection are described. The results of the study are reported, including an overview of 13 recommendations that were made to address the problems. A progress report on further steps will be provided.

*Qualitative Study of Ecstasy Sellers: Sales Practices and Perceived Criminal Justice Risks*

**Sheigla B. Murphy, Micheline Duterte, Camille Jacinto, Paloma Sales**

In this presentation, researchers will present findings from the NIJ-funded project entitled: "A Qualitative Study of Ecstasy Sellers" (July 2002 – June 2004). In-depth interviews were administered to 80 men and women who had sold five or more doses, five or more times, in private settings in the six months prior to the interview. The investigation is focused on individuals' history of drug use and sales, sellers' lifestyles, marketplace characteristics

(including pricing, quality control, levels and settings of sales), customer demographics, buyer and seller relationships, distribution hierarchies, and (from the sellers' perspective) the role of prevention efforts and law enforcement practices on all of the above.   The sale practices and perceived criminal justice risks of this San Francisco sample are unique when compared with previous work in this area and the extant literature.  These ecstasy sellers are predominantly white, male, middle to upper-middle class, and in their twenties.  They are also comparatively highly educated and employed.  Their sales practices reflect participants' reluctance to identify as "drug sellers" per se, instead seeing themselves as providing a "service" for their friends.  This is less true of the higher-level sellers interviewed, but there is still a clear distinction between perceptions of Ecstasy sales compared with other drug sales.  More than half of the participants sold drugs other than Ecstasy, providing an opportunity to compare sales practices and perceived risks between types of drug sellers and types of drugs sold by individual sellers.

## Use of Technology to Prevent Car Theft

*Arlington County's Bait Car Program*

**Kamran Afzal**

This presentation discusses the use of technology to combat auto theft problems.  The presentation will be two tiered: (1) the actual apprehension, and (2) how law enforcement has used media to "put the word out" that Arlington County has bait cars; and the effect that has had on auto theft rates.

*Mobile License Plate Reading – Putting a Stop to Auto Theft*

**Andrew Bucholz**

The president of G2Tactics discusses a mobile license plate reader system that is aiding law enforcement in the identification of stolen vehicles. G2Tactics markets the stolen car identification system under the name GLAVID™.  GLAVID™ uses an infrared camera with built in license plate recognition software to recognize, read, and check the license plate against the FBI's stolen auto database – and it does all this in real time. GLAVID™ works at residential and highway speeds during both day and night operations. GLAVID™ reads the license plates in fixed positions or on the move and then compares them against local and national databases of the 1.4 million vehicles that are stolen annually.

The impact to law enforcement with broad deployment of mobile license plate reading technology is far reaching. Auto theft is the number one property crime costing over $8 billion annually. With a 14% closure by arrest, there is obviously a need for such technology. Other databases can be added to the system as well, AMBER alerts, outstanding warrants, terrorist lists, and more.

*National Insurance Crime Bureau and Vehicle Theft:  An Overview*

**James J. Cadigan**

The presentation offers a brief explanation of National Insurance Crime Bureau and its crime-fighting tools.  It also gives an overview of the vehicle theft problem, with an accent on local theft profiles.

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

## Experimental Design Outcomes for High Risk Offenders

### *Effectiveness of Community-Based Residential Facilities: Results from Ohio*

### Edward J. Latessa and Reginald A. Wilkinson

This panel presents the methodology and findings from two different experimental design studies that looked at outcome for both high risk and moderate risk offenders in community-based settings.

The Ohio study, the largest study of community-based correctional treatment facilities ever done, focused on identifying the long-term effects of halfway houses (HWH) and community-based correctional facilities (CBCF) on recidivism. The study included both experimental and comparison groups. The experimental group contains offenders released from a state institution and placed in one of 37 HWH programs, or sentenced to one of 15 CBCF programs operating in the state during fiscal year 1999. A two-year follow-up was conducted on all offenders. Recidivism measures included both new arrests and incarceration in a state penal institution. The results provide strong support for using HWH and CBCF programs with moderate and high-risk offenders; this follows the basic risk principle that intensive rehabilitation programming should be reserved for high-risk offenders. Placing low-risk offenders in intensive programming can lead to a costly null effect or can increase the risk and recidivism rates of lower-risk offenders.

The second study funded by NIJ looks at enhanced probation models and supports the same findings. In a study of enhanced seamless supervision, using an experimental design, the researchers show the impact of the seamless model on offender outcomes. Findings of the randomized block design illustrate the impact of the seamless model on high-risk offenders. The model had no impact on moderate-risk offenders.

### *Impact of Treatment, Testing, and Sanctions in a Supervision Environment*

### Faye S. Taxman

Drug courts and enhanced probation models have focused on improving the outcomes of offenders. In an NIJ- and NIDA-funded study of enhanced seamless supervision using an experimental design, the researchers discuss the impact of the seamless model on offender outcomes. Findings of the randomized block design illustrate an impact of the seamless model on high-risk offenders, whereas the model had no impact on moderate risk offenders. Results from randomized experiments on drug courts will be presented to discuss some of the implications for dealing with hard core offenders.

## Cops and Hollywood:  Fact or Fiction

### *Biometric Technologies*

### Duane Blackburn

An overview of biometric technologies and potential law enforcement applications will be provided.  Real-world capabilities and limitations will be compared with the performance that is

shown on television and in movies.  This presentation will also discuss the process under way to develop and evaluate biometric technologies for real-world applications and the needs for standards, policies, and procedures to guide their application.

### IACP's Law Enforcement Technology Initiatives: Supporting Local Law Enforcement's Acquisition and Use of Emerging Technologies

**John R. Firman**

This presentation offers summary information on several IACP research and policy initiatives focusing on emerging technology in law enforcement, with programs that include:
- The Cutting Edge of Technology, aiding law enforcement in the acquisition and use of emerging technologies
- Technology Technical Assistance Project, providing support to local law enforcement on policies, protocols, and procedures for technology use
- Illegal Firearm Interdiction, using firearm and ballistic tracing to identify and remove crime guns from the streets
- Criminal Justice Information and Intelligence Sharing, policing in the post 9-11era, improving the capacity to share information and intelligence
- The Impact of In-Car Video Cameras on Law Enforcement, a nationwide assessment of camera impact on officers, offenders, and prosecution outcomes.  In particular, the discussion highlights the difference between readily available and currently in-use law enforcement technologies, and contrasts these real enforcement tools with advanced technologies portrayed in recent feature films.

### Lessons Learned from the DC Area Sniper Shootings

**John King**

Topics covered will include an overview of the shootings, crime scene management, interagency cooperation, logistics, investigative methods, tactical deployment, media relations, and dealing with the level of fear in the community.

## Crime Mapping as the Nexus Between Weed and Seed and Project Safe Neighborhoods

### Crime Mapping Stamps the Weed and Seed and PSN Ticket

**Dan Drake, Richard Strait**

The community-based Weed and Seed Program has been a successful program in Savannah, Augusta and Waycross, Georgia.  The communities have accepted the basic goals of Weed and Seed, which are to weed out criminal activity and seed in neighborhood revitalization programs for the selected neighborhoods.  Project Safe Neighborhoods (PSN) narrows the scope of enforcement to the strategic plan of reducing gun violence in America's neighborhoods.  In recognizing that not all neighborhoods have a gun violence problem, mapping has segregated the at risk neighborhoods and identified hot spots of reported gun violence.  Not surprisingly, hot spots most frequently appear in Weed and Seed neighborhoods.  Partnering of Weed and Seed with PSN has been a natural evolution in the Southern District of Georgia's strategy against crime.  Mapping has validated this campaign.

*Characteristics and Successes in Weed and Seed Sites*

**John P. O'Connell**

Weed and Seed sites represent some of the most vulnerable and crime prone neighborhoods in the country.  This presentation describes some of the vulnerabilities of these neighborhoods, including the nature of the drug markets, firearm crime, residents' mobility, ex-prisoner re-entry, and demographics.  In spite of these "structural" threats to quality of life in these neighborhoods, Operation Weed and Seed has provided some strong indications of success in terms of reduced crime and increase quality of life.  The discussion shares some of these results.

*Documenting Operation Weed and Seed Through Maps and Data*

**James Zepp**

Operation Weed and Seed is a comprehensive and strategic approach to crime control and community revitalization that focuses justice, social, housing, and economic development resources in a coordinated and long-term manner on specific geographic target areas.  It recognizes that the justice agencies must partner with a much broader set of public and private groups to have a lasting effect in distressed communities.  This presentation discusses the utilization of computer-based mapping, with other analytic tools, to document the national Weed and Seed strategy's effort and impact.  It will also describe an interactive website, developed to disseminate maps, statistics, and evaluation-related information to grantees, government officials, and the general public.  This mechanism provides feedback to those submitting reports, ready access to data for many audiences, and opportunities for expanding the uses of this information.

## Current Portrait of Juveniles in Residential Placement and Their Facilities:  Findings from OJJDP's National Statistical Efforts

*Analytical Capabilities of OJJDP's Juvenile Corrections Data for Policy Guidance*

**Catherine A. Gallagher**

The Office of Juvenile Justice and Delinquency Prevention currently collects facility- and individual-level data from every public and private facility housing young people who have been charged with or convicted of a crime in the United States.  Two additional data collection efforts, the Census of Juvenile Probation Supervision Offices and the Census of Juveniles on Probation are near completion of the design phase and should be in the field in the next year.  Combined, these four data collection programs have rich analytical capabilities for policy guidance.  The purpose of this presentation is to demonstrate how these data can guide policy and practice.  Covered in this talk are findings from these data series, including (a) methods for effectively reducing serious suicide attempts and death from suicide, (b) correlates of facility violence requiring emergency care, and (c) a comparison of deaths of young people in facilities to those in the general population.  Finally, a small sample of questions that will be answerable with the Probation Census Project data will be described.

*Preliminary Findings from the Survey of Youth in Residential Placement (SYRP)*

**Andrea J. Sedlak**

This paper presents highlights from the ongoing analyses of the first national Survey of Youth in Residential Placement (SYRP). The SYRP used an audio-computer-assisted self-interviewing (ACASI) method with a nationally representative sample of more than 7,000 juvenile offenders in justice system detention or placement. ACASI provided maximum privacy and the SYRP procedures offered stringent anonymity, encouraging candid answers. SYRP data were collected during 16 weeks in March-June, 2003. The SYRP analyses and report preparation are currently underway, with the final report planned for release later this year.  This presentation provides highlights of preliminary findings on the nature of the youths' offenses and offense histories, their family circumstances, prior involvement with the child welfare system, self-reported mental and emotional problems, and experiences of victimization in placement. Gender differences on these measures will also be described.  Finally, the presentation indicates additional information that will be available in the SYRP reports and/or public use data files.

*Juveniles in Corrections: A Statistical Summary*

**Melissa Sickmund**

The presentation will provide a statistical summary of the juvenile custody population, based on the latest data from the Census of Juveniles in Residential Placement (CJRP). Changes in the custody population over the three waves of CJRP data available to date (1997, 1999, 2001) will be addressed. A statistical profile of the facilities holding juvenile offenders will also be presented based on the latest data from the Juvenile Residential Facility Census. Both national overview and state-level data will be included. Plans for enhancing and expanding online data dissemination will also be discussed.

## Collaboration Tools for Police Command and Control

*Area Security Operations Command and Control System (ASOCC)*

**Martin J. Zaworski**

ASOCC is a command and control system developed by the U.S. Department of Defense (DOD) to integrate, coordinate, and facilitate force protection and Homeland Security (HLS) activities in a common operating environment.  This presentation will provide a brief overview of the ASOCC system and the efforts of the National Institute of Justice in concert with the New York City Police Department (NYPD) to evaluate its potential application in a law enforcement environment.  The presentation will also cover ASOCC and the Advanced Concept Technology Deployment (ACTD), including the key issues of communications, interoperability, threat attribution, and command and control.  Finally, the presenter will provide an overview of simulated scenarios (drills) and the challenges associated with implementation and assessment.

# Cost Benefit Analysis:  What Non-Economists Need to Know

## *Why Comparing Costs and Benefits Doesn't Necessarily Mean You're Doing Cost-Benefit Analysis*

### Richard Dubourg

Cost-benefit analysis requires that you measure and correctly value the inputs and outputs of a policy intervention. Correct valuation requires an economic perspective, which can differ radically from a simple accounting one.  On close inspection, some claimed outputs (benefits) of a policy are actually inputs (costs).  One reason for this kind of mistake is that cost benefit analysis takes society's point of view, which is generally quite different from the perspective of an agency undertaking the analysis.

Defining what the outputs actually are requires evidence from what might be a multitude of steps along the 'impact pathway.' The most difficult part of cost-benefit analysis in the crime area is often finding good evidence of effect that is relevant and meaningful in economic terms. Generating this evidence does not require randomized control trials, but then again, good evidence does not guarantee good policy-making. That requires that the full range of costs and benefits are included and assessed, implying a full model of the policy intervention, one that incorporates the impacts on other agencies, other social realms, and all "unintended consequences." Not recognizing these (often external) costs and benefits can lead to completely misleading conclusions, and potentially perverse policy results. A comparison of costs and benefits is no substitute for an analysis of costs and benefits. Recent examples from criminal injuries compensation (the police and prison policy) will be used to illustrate these points.

## *The Role of Cost-Benefit Analysis in Policy Analysis*

### Anne Morrison Piehl

Cost-benefit analysis is a tool for evaluating alternative courses of action using a common metric, namely dollars.  The technical details behind these calculations are complex and, in some cases, controversial.  However, policy discussions using these numbers generally revolve around a single benefit-cost number, and do not generally convey either these complexities or the uncertainty of about the magnitude of the final "answer."  To make matters worse, in the field of criminal justice, the development of the tools of CBA for valuing the relevant inputs and outputs is in its nascence.

What is the value of cost-benefit (or benefit-cost) analysis to policymakers at this time?  How should it be used to influence funding and policy decisions?  For which types of questions are these tools most appropriate?  And how can policymakers, funders, and researchers best direct their efforts to improve the usefulness of cost benefit analysis?  To illustrate the issues, examples from the recent literature will be discussed.

# Luncheon and Keynote Speakers, Tuesday, 12:00 pm – 1:15 pm

*Action Research and Project Safe Neighborhoods*

**Edmund F. McGarrell and Scott Decker**

Project Safe Neighborhoods (PSN) is a major initiative of the U.S. Department of Justice intended to reduce levels of gun crime throughout the United States. One of the unique components of Project Safe Neighborhoods is that it includes a significant research component. Specifically, PSN task forces coordinated by each U.S. Attorneys Office have been provided a local research partner through a Bureau of Justice Assistance grant program. The model being employed in PSN is an action research model drawing on the experiences of previous efforts including the Boston Gun Project and DOJ's Strategic Approaches to Community Safety Initiative. This presentation will discuss the action research component of PSN. The premise of the model is that a research partnership can assist PSN task forces employ a strategic problem solving model that tailors the national PSN program to local gun crime problems. Problem solving also carries the promise of maximizing the impact of strategic interventions. The role of research in problem analysis, feedback, and evaluation are discussed, with examples drawn from PSN task forces across the country.

# Concurrent Panels, Tuesday, 1:30 pm – 3:00 pm

# Caution: What You Need to Ask and Know Before Evaluating

**Mark W. Lipsey**

This 90-minute workshop is geared to practitioners and policymakers who are contemplating undertaking an evaluation, supporting an evaluation, or trying to enhance their organization's capacity to understand and use evaluation research. Dr. Lipsey will explore the steps one needs to take in planning for an evaluation as well as describe some of the principles that guide various kinds of evaluations. He will also touch on the issues different kinds of evaluations present that may affect the quality and validity of the work.

# Mapping and Analysis for Public Safety

*Mobility Triangles: A New Look at an Old Technique for Understanding Homicide*

**Elizabeth R. Groff**

This paper builds on research exploring the spatial dynamics of homicide events. The characterization of spatial distribution and travel patterns is the first step in developing a better understanding of the spatial dynamics of homicide. Previous studies have clearly demonstrated that homicide events, victim home addresses, and suspect home addresses are not randomly distributed in space. Empirical research into the journeys to crime of both suspects and victims indicates they exhibit a strong distance decay effect. This research examines the convergence of victim and offender journeys by using "mobility triangles" to create a spatial typology for each homicide event. A mobility triangle characterizes the spatial relationships among the offender's home address, victim's home address, and the location of the crime. Each homicide is classified

as one of five types of mobility triangles: (1) neighborhood; (2) victim; (3) offender; (4) offense; or (5) total.  In addition, the study extends what is known about mobility triangles and homicide by disaggregating homicides and observing if the typology changes by motive.

*Motor Vehicle Theft:  Regional Problem Analysis and GPS-based Mapping in a Rural Area*

**Deborah Lamm Weisel**

The spatial distributions of motor vehicle thefts in rural areas differ from urban jurisdictions, but there has been little research on spatial patterns of rural crime. This presentation will describe research examining the spatial distribution of vehicle thefts in a rural and small-town region of North Carolina. Using offense data from 10 county and small municipalities, the study maps offenses using conventional geographic information systems (GIS), to examine spatial patterns such as theft and recovery locations across boundaries, temporal patterns that may be masked by boundaries and the small number of incidents occurring within each jurisdiction. In addition, the study involves extracting location information from a manual review of report narrative contained in incident and recovery reports.  This information is guiding a collection of global positioning system (GPS) coordinates for offense and recovery locations.  The GPS coordinates will be integrated into the GIS to add detail to maps of vehicle thefts, since rural offenses occur at locations without addresses or in locations in which addresses lack precision - such as large parcels of land.  Although data collection is still underway, this study will produce both regional GIS and GIS/GPS-enhanced maps and evaluate the utility of regional mapping and value-added aspect of GPS.

# Civil Responses to Crime and Disorder:  Anti-Gang Injunctions

*Effects of Civil Gang Injunctions on Neighborhood Residents*

**Cheryl Maxson**

Civil gang injunction procedures – a process whereby selected gang members are prohibited from engaging in public nuisance activities, including associating with one another, or face arrest – have been heralded as an effective and innovative tool to combat street gang crime and restore neighborhood quality of life.  Previous assessments of the impact of CGIs have focused upon official crime rates.  This presentation discusses findings from a quasi-experimental study of changes in community resident perspectives in one Southern Californian city that implemented an injunction in the fall of 2002.  Random samples of residents in five neighborhoods were surveyed in the winter of 2000, and again in 2003.  This presentation offers evidence of a positive impact of a CGI on victimization, gang visibility and intimidation, and fear, but a more mixed picture when longer term neighborhood outcomes are examined.  The presentation concludes with an assessment of the implications of the study for law enforcement approaches to reduce gang activity and improve neighborhood environments.

*Using Geographic Information Systems to Define Gang Civil Abatement Areas*

**James W. Meeker, Katie J.B. Parsons, Bryan Vila**

For more than two decades, California cities have used civil abatement procedures to target gang members and gang crime in their communities.  Civil abatement, a civil injunction, targets a gang (named or unnamed) or specific individuals of a gang, who are responsible for creating an

environment of fear and intimidation in their neighborhoods. An injunction typically outlines geographical neighborhoods/communities where these individuals are creating a "nuisance" and committing gang incidents. The California Supreme Court first addressed the legality of this intervention strategy in People Ex Rel. Gallo v. Acuna (60 14 Cal.4th 1090) 1977. One of the main problems in the Acuna decision, noted in the dissenting opinion by Justice Mosk, was that the crime data used to support the injunction was general crime data and not gang-specific crime data. Indeed, when gang crime specific evidence is offered, it is often based on opinion testimony by police gang experts, leading some critics to argue that areas targeted for civil abatement are more politically defined than empirically defined by crime patterns. This study uses the Orange County Gang Incident Tracking System data to examine how well empirical patterns of gang crime define target areas and determine if empirically defined areas coincide with areas defined by police as target areas for civil abatement.

## Controlling Illegal Gun Markets: New Research Findings

*Disrupting Illegal Firearms Markets in Boston: The Effects of Operation Ceasefire on the Supply of Guns to Criminals*

**Anthony A. Braga**

Boston's Operation Ceasefire program was a problem-oriented policing project designed to reduce youth gun violence. Implemented in mid-1996, Operation Ceasefire attempted to reduce gun violence by engaging two key strategies. First, the "pulling levers" focused deterrence attempted to prevent gun violence among gang-involved chronic offenders. Second, the interagency working group attempted to disrupt the illegal supply of guns to criminals and youth by focusing on close-to-retail diversions of firearms from in- and out-of-state sources. This presentation will describe the gun market disruption strategies implemented in Boston and discuss evaluation findings on changes in Boston's illegal gun market associated with the implementation of gun market interventions.

*A Problem-Solving Approach to Addressing Illegal Gun Markets in Los Angeles*

**George E. Tita**

Using data obtained by the Southern California Gun Tracing Center, this presentation focuses on how GIS is being used in a problem-solving approach aimed at disrupting local gun markets in Los Angeles. The overriding goal of the project is to reduce gun violence by intervening both on the demand and supply sides of illegal gun markets. While demand side interventions (sentencing enhancements, federal prosecution, etc.) have become more common, less attention has been paid to disrupting the supply of firearms to prohibited possessors, chiefly convicted felons and youth. By mapping out the relationship between crime gun recovery and point of sale, one can begin to understand the supply of guns into a community. Cook and Braga have conceptualized two types of sources that prohibited possessors use to acquire guns. The first are "point sources" and include scoff-law dealers and organized gun trafficking rings. The second type of access they label as "diffuse sources," which include guns accessed through theft straw purchasers. This analysis contains information on where the gun was recovered, where the possessor of the gun resided, where the last known legal purchaser of the gun resided, and where the first retail sale of the firearm occurred. By mapping these various geographic identifiers, preliminary analysis has demonstrated that the target area's gun market is indeed

"local." The majority of recovered crime guns are purchased in state rather than out of state; and, more specifically, these guns are purchased at nearby gun stores. Because the guns are legally purchased many local residents the supply of guns is more likely to be using diffuse channels (theft from homes, straw purchases) rather than a rogue dealer or organized trafficking ring. Spatial distribution of crime gun recovery locations has been basically random and does not follow traditional geographic boundaries set by area gang rivalries or indicate activity of "specialized" gang dealers.

## Listening to Our Communities:  One Gunshot at a Time

*Assessing New Technologies to Control Urban Gun-Fire:  Lessons Learned from Assessments in Dallas, Austin, DC, Newport News-Hampton Roads, and San Bernardino*

**Peter Scharf**

This presentation will be a high level presentation on some of the methodological issues facing researchers who attempt to assess the impact and outcome of the implementation of new gunshot detection systems in complex policing environments.  Specific issues to be addressed will include:
- What are we testing:  Does it work?  Does it matter?
- Establishing ground truth
- False positive/false negative errors and gun-shot detection technologies
- Implementation confounds
- Technology vs. implementation effects: measurement issues

The presentation will be of interest to those working on control of urban violence, assessments of new technologies, and complex naturalistic research.  The emphasis will be on methodological "land-mines" faced in this type of effort, providing researchers with a sense of the complexity of this type of undertaking.

*SECURES® Gunshot Detection System Installations in Austin, TX; Washington, DC; San Bernardino, CA; and Hampton Roads-Newport News, VA*

**Scott Shaw**

Planning Systems Incorporated (PSI) has been working with the National Institute of Justice, the Center for Society Law and Justice (CSLJ) at the University of New Orleans, and law enforcement agencies in five highly diverse U.S. locations over the past four years to deploy and evaluate the effectiveness of SECURES®, an automated, wireless, acoustic gunfire detection and localization system.  Considerable progress has been made in improving the sensor design, software applications, deployment practices, and manufacturing capabilities.  Progress has also been made in understanding law enforcement's standard operating procedures, community concerns, and practical factors of criminal justice systems related to the deployment of new technology.  This presentation provides a brief overview of SECURES® technology, a review of the lessons learned in the deployment sites, and an overview of the plan to assess the effectiveness of the technology in the four U.S. deployment sites scheduled for installation this year.  Preliminary results for these recent deployments will be presented.

# Assessing the Needs of Sexual Assault Victims Within Underserved and Unserved Populations

*Assessing the Needs of Sexual Assault Victims Within Understudied and Underserved Populations*

**Linda Kinney**

Under its solicitation entitled "Understanding Violence Against Women from Diverse Communities," NIJ funded two projects whose objectives are to assess the needs of sexual assault survivors in two distinct and traditionally underserved communities: the African American community in Maryland, and the deaf and hard of hearing community in Minneapolis, Minnesota. Researchers from each project will present the methods and strategies they are using and challenges they face in measuring the needs of victims in these communities. In addition, the Executive Director of the Maryland Coalition Against Sexual Assault will discuss the challenges that practitioners face to adequately serve the needs of survivors from underserved communities, and the value research holds for community agencies and organizations who are working with them. Participants will also discuss the importance of partnerships between researchers and service procedures in this area of research, how they cultivated such partnerships, and what challenges they faced in doing so.

*Researching Sexual Violence in the Deaf Community—Part of the Sexual Violence Against Women From Diverse Communities*

**Jennifer Obinna**

Little research has been done on the issue of sexual violence in the Deaf Community. Research has only begun to address whether women with specific disabilities and language groups seek help after being victimized, who they seek help from, and how service providers and law enforcement officials can be most responsive to their needs. The Council on Crime and Justice in Minneapolis, Minnesota, is exploring deaf persons' perceptions of sexual assault and abuse, as well as what can be done to remove barriers in help-seeking. This study employs an exploratory, qualitative design and participatory research methods. Engaging a research advisory board and relevant stakeholders in all aspects of the research process is an important component to this study. To this end project staff members in partnership with the impacted communities are involved as researchers. Project coordinators and interviewers for our study are in some cases deaf and in some cases certified interpreters in American Sign Language. The research should develop an auditing system that can be used by law enforcement agencies throughout the country to evaluate their policies and practices and improve services to the Deaf Community.

## Concurrent Panels, Tuesday, 3:30 pm – 5:00 pm

## Racial Profiling:  Measurement Issues

*Measuring Racial Bias in Vehicle Stops—State of the Art*

**Lorie A. Fridell**

The author of the Office of Community Oriented Policing Services-funded, "By the Numbers: A Guide for Analyzing Race Data from Vehicle Stops," describes the nature and extent of efforts around the country to measure racial bias in vehicle stops.  Dr. Fridell describes some of the more sophisticated research efforts that represent "benchmarking methods" in use, as well as common myths.   She will provide her view on how search data can and should be analyzed.  As one aspect of this discussion on searches, she discusses how search "hit rates" (the percentage of searches that produce evidence) for some types of searches meet the assumptions of the "outcome test" in economic theory, and these therefore can provide reasonably reliable information on whether search decisions by an agency have an unjustified disparate impact on minorities.

*Methodological Issues in the Study of Possible Racial Profiling*

**William R. Smith, Matthew T. Zingraff**

Several methodological issues confronting researchers studying possible racial profiling on the part of police or highway patrol officers are discussed.  Most researchers have used data at the aggregated level, with concomitant methodological issues of appropriate baselines, spatial heterogeneity, and proper model specification.  Special attention here is given to the measurement of the deployment of officers for the purposes of pedestrian and vehicle stops/searches.  Despite methodological advances that have been made in racial profiling research, findings are often ambiguous.  For example, some areas are identified as having an excessive number of African Americans stopped or searched, and some areas have fewer than would be expected given the demand for police services in those areas.

## Domestic Violence Among Asian Immigrant Women

*Domestic Violence in the South Asian Immigrant Community: Cultural and Structural Issues*

**Margaret Abraham**

This paper addresses some of the cultural and structural issues that impact South Asian immigrant women's experiences of domestic violence in the United States. Divided into four sections, the first section provides a general overview of the South Asian population in the United States. The second section briefly outlines immigration policies and regulations and assumptions of patriarchal power relations within the family that historically underlie the concept of "family unity" in U.S. immigration policies, and the impact of this on women's experiences of marriage, immigration, and domestic violence.  This third section follows with a discussion of some major cultural and structural factors that shape South Asian women's experiences of domestic violence. Particular emphasis is given to the factors that may influence decisions by South Asian abused women to use the justice system. Issues of race, ethnicity, gender, and

citizenship are also addressed. The last section draws upon a community-based organization in New York City, Sakhi for South Asian Women, to demonstrate some of the strategies used to improve the justice response to domestic violence in the South Asian community in the United States and notes the need for social alternatives to the justice system.

### *Immigration Policies Increase South Asian Immigrant Women's Vulnerability to Intimate Partner Violence*

**Anita Raj, Rosalyn Liu, Jennifer McCleary-Sills, Jay Silverman**

This study explores forms of immigration-related partner abuse and examines the associations of such abuse and immigrant status with physical and sexual intimate partner violence (IPV) among South Asian women residing in Greater Boston.  Survey data on demographics, immigrant status, immigration-related partner abuse, IPV, and health were collected from immigrant South Asian women currently in relationships with men. In-depth interviews were conducted with immigrant South Asian women with a history of IPV. Women in both the quantitative and qualitative studies were by majority Indian (96% and 65%), non-U.S. citizens (69% and 83%), and highly educated (48% and 39% reported postgraduate training). Logistic regression analyses adjusted for related demographics and 95 percent confidence intervals were used to assess quantitative data.

Qualitative data were assessed via a grounded theory approach, and quotes illustrating major themes were identified.  In the results, the odds of reporting IPV were higher for surveyed women on spousal dependent visa status, for those reporting that their partner refused to change their immigrant status, and for those reporting threats of deportation from their partner. Abused women interviewed also described how their partners used immigration laws prohibiting them from working or self-petitioning for status change to prohibit their autonomy.  Immigration policies preventing women on spousal visas from working and self-petitioning for change of status maintain abused women's vulnerability to partner abuse. Such legal barriers may constitute human rights violations and should be reformed to protect immigrant battered women and their children.

## Specialized Courts:  What is Happening Today?

### *National Portrait of Adult Drug Courts: Findings From the 2004 Drug Court Survey*

**John Roman and Shelli Rossman**

Beginning in 2004, the Justice Policy Center at the Urban Institute, the Research Triangle Institute, and the Center for Court Innovation are conducting a five-year national evaluation of drug court impact on behalf of the National Institute of Justice.  The objective of this project is to evaluate the impact of different drug court models and key components on participant outcomes. The first phase of the project was to conduct a national web-based survey of drug courts to develop a national portrait of drug courts and to identify variation across key participant and program domains. This presentation will highlight the findings from the survey.  In total, 384 adult drug courts completed the instrument and submitted data on eligibility criteria, program structure and operations, courtroom practices, and treatment and testing practices.  Findings from the initial drug court survey will be used to guide the selection of treatment courts for the impact evaluation.

*A Multi-Site Evaluation of Case Processing by Mental Health Courts*

**Henry J. Steadman, Allison Redlich**

With the proliferation of mental health courts across the U.S. from one in 1997 to 93 today, there is a need for empirical data on how they are actually functioning and what the outcomes for participants are. This research focuses on seven of the first 23 courts funded by the Bureau of Justice Assistance, Mental Health Court Initiative (courts that had been operating for at least one year at the time of funding in 2002). The core issues in this stage of the research were ascertaining how cases were processed by the courts and how cases ultimately accepted by the courts might differ from all those cases referred. Site visits were conducted in mid-2003 to all seven courts. Processing data was collected on the 285 cases referred to the seven courts between November 1, 2003 and January 31, 2004.

The major findings from the site visits were: (1) more recent mental health courts accept a broader array of cases than earlier courts; (2) there is no single model for mental health courts; and (3) the type and frequency of sanctions for non-compliance are highly variable. The case processing data pointed to: (1) a wide range in average time from referral to disposition decision, from 1 to 47 day(s); (2) substantial differences in the diagnostic distributions of the participants; and (3) few differences between those referred to the courts and those ultimately accepted and enrolled in the courts. The next stage of the research will move to study key questions on the outcomes of court participants.

## Developing the Capacity of Community Programs for Meaningful Program Evaluation

*Principles for Evaluating Comprehensive Community Initiatives: Rigor Amidst Chaos*

**David M. Chavis**

Comprehensive (multi-faceted) community initiatives (CCI's) have shown great promise for addressing complex and entrenched social problems because they engage multiple institutional and citizen efforts in a variety of activities in the pursuit of individual, family, community and large systems changes. For a better part of the last two decades, evaluators encouraged by funders have tried to research these initiatives using classical methods (e.g. experimental and quasi-experimental designs) with little success and causing a great deal of controversy and animosity within and towards the evaluation community. There is a growing knowledge of how to conduct rigorous (i.e. scientifically principled) evaluations of CCI's. This presentation will discuss a set of principles derived from the scientific and professional literature combined with advice gleaned from interviews and focus groups with experienced evaluators. The presentation will include examples of how rigorous evaluation can be achieved, relations with community participants strengthened, and overall community capacity enhanced.

*Does Evaluation Make a Difference in Shaping Community Policy and Practice?*

**Andrew S. Doniger**

Monroe County Department of Public Health is the recipient of a federal Safe Start grant to reduce the impact of exposure to violence in children ages birth to 6 years in the City of Rochester, New York. The Safe Start Project has enabled the community to utilize new tools for

population-based monitoring of exposure to violence and for evaluation of specific interventions. The data has caused public health officials to consider setting a new priority for health in Monroe County, called "improving social and emotional well-being in children."

*Enhancing Local Evaluation Capacity in the Context of a Large Multi-Community Trial:  The Enforcing Underage Drinking Laws Program*

**Mark Wolfson, Victoria Brown, Barbara Alvarez Martin, Anshu Shrestha, Kimberly Wagoner**

This presentation explores opportunities and challenges in enhancing local evaluation capacity in the context of a large multi-community trial.  The Office of Juvenile Justice and Delinquency Prevention committed the Fiscal Year 2003 appropriation for discretionary grants under the Enforcing Underage Drinking Laws Program to support a randomized community trial. OJJDP funded five states (California, Connecticut, Florida, Missouri, and New York) to support the implementation of evidence-based best or most promising practices for increasing the enforcement of underage drinking laws and for reducing underage drinking in 35 local communities (seven in each state).  A comprehensive evaluation, including process and impact evaluation components, is assessing the implementation and impact of the program.  One key feature of the evaluation is the timely and systematic sharing of data from process and impact evaluations with participating state agencies and local communities.  The role of sharing data to promote the enhancement of local evaluation capacity is discussed.  In particular, provision of data from a systematic activity tracking system should enable sites to assess their own implementation processes on a regular basis.

## Workshop:  The Small Town Policing Project:  You Are the Chief

**Michael O'Shea and Bryan Vila**

NIJ's Office of Science and Technology (OST) and Office of Research and Evaluation (ORE) jointly conduct this panel session to give Research and Evaluation Conference participants the experience and challenge of taking on the role of Police Chief in a rural community.  Participants will receive descriptive details about a mock town, "NIJville," which struggles with many problems similar to those found in large cities, such as drugs, domestic abuse, burglary, traffic enforcement, and emergency-response/infrastructure protection.  The participants will be invited to try to solve some problems similar to these, as the Police Chief of the fictional town, after receiving details of the scenario from the panel facilitators.  They will be asked to propose real-world solutions that are cost effective, and actually possible for a police force that only has about 15 sworn officers and a resident state trooper.  The panel is participatory exercise for all attendees, and collected ideas will be compiled for later review, as an aid to small police forces.

# National Drug Data Sources:  A Tool in Estimating Availability and Consumption

*Estimating the Availability of Methamphetamine:  Implications for Local and National Policy*

**Dana Hunt**

The utility of Arrestee Drug Abuse Monitoring (ADAM) data is clear for policymakers on both the national and the local level. This presentation will examine the specific role ADAM data plays in understanding methamphetamine consumption and availability.   Unlike drugs such as heroin and cocaine that are imported into the country, methamphetamine is domestically produced from both domestic source precursors and imported ones. To understand the size of the methamphetamine trafficking market, it is critical to have a good understanding of the extent of methamphetamine demand. This paper uses ADAM data from 2000-2003 to estimate that demand and compares those estimates to available estimates of supply. In addition, it examines the regional nature of methamphetamine use and discusses the policy implications of using regional estimates compared to the national estimate for this drug.

*Chronic Drug User and Expenditures: ADAM's Role for National Prevalence Estimates*

**William Rhodes**

The availability and consumption of illicit drugs is an instrumental part of performance monitoring for federal law enforcement agencies.  Both availability and consumption estimates rest on credible estimates of the number of chronic drug users, the dollar amount they spend on illicit drugs, and the amount of drugs they actually consume.  Arrestee Drug Abuse Monitoring (ADAM) provides a means to make local area estimates of chronic drug use and consumption, thereby providing the ingredients for synthetic estimation on a national level.  This presentation offers an overview of how ADAM contributes to estimating the prevalence of chronic drug use, the prices paid by drug users, the dollar expenditures by drug users, and the total amount of drugs used in the United States.  The presentation will be non-technical and will report current estimates.

## Concurrent Panel, Wednesday, 9:30 am - 11:00 am

## Policy Lessons from Recent Longitudinal Research on Criminal Behavior

*Policy Lessons from Longitudinal Studies of Delinquency and Crime*

**Terence P. Thornberry**

Longitudinal studies of delinquent and criminal careers follow the same individuals across time in an attempt to understand the origins and consequences of criminal behavior. These types of studies are generally viewed as "basic science" given their strong focus on development and etiology. Although focused on the understanding of basic social and psychological processes that lead to criminal careers, these studies have also made important contributions to policy and practice. Longitudinal results have informed the design of prevention and treatment programs as well as general crime control policies. This paper discusses policy contributions of recent longitudinal studies and illustrates them with examples drawn from the projects of the Program of Research on the Causes and Correlates of Delinquency.

*Developmental Origins of Violence*

**Daniel S. Nagin**

The aim of this talk is to summarize present knowledge on the development of physical aggression from early childhood to adulthood and to discuss the mechanisms that could explain this development.

## Violence Against Latina Women

*Experiences of Intimate Partner Violence Among U.S. Born, Immigrant, and Migrant Latinas*

**Fernando I. Soriano**

The three aims of this stratified random sample study were: (1) To assess the prevalence and patterns of intimate partner violence (IPV), including physical, sexual, and emotional/psychological abuse, in three stratified groups of Latina women (a. *Migrants*: Migrant or seasonal workers, including immigrants and non-immigrants, b. *Immigrants*: Immigrants, but not migrant or seasonal workers, and c. *U.S.-born Latinas*); (2) to identify differential risk and protective factors associated with this violence, which included examining the role of cultural (e.g., acculturation, acculturative stress, ethnic identity, and bicultural self-efficacy), socioeconomic, psychosocial and social support factors. Based on these findings, the study outlines specific implications of the findings for intimate partner violence prevention and intervention programming. The study used a quasi-experimental approach. The sample of 291 predominantly Mexican American Latinas revealed a high rate of lifetime and past-year experience with IPV. Having a partner with a substance use problem was associated with victimization. There was an association between adult partner violence victimization and reports of intimate partner violence in women's families of origin after controlling for other potential childhood risk factors and demographic variables. Experiencing childhood sexual abuse was strongly related to reports of adult intimate partner violence victimization. Rates of IPV differed

between groups with US born populations experiencing the highest level of violence followed by migrants.  Higher levels of acculturation were also found to be associated with IPV. Recommendations are offered regarding the need for early screening and intervention among Latina populations, as well as for children who are exposed to IPV.

## Problem-Oriented Policing:  What Works

*Problem-Oriented Policing: What Works*

**Deborah Lamm Weisel**

This workshop will update participants in the latest developments, resources, and research in the field of Problem-Oriented Policing. Presenters will discuss the latest Problem-Oriented Guides for Police, lessons learned from the field testing of specific POP guides, a recent project to institutionalize problem analysis, and the establishment of the Center for Problem-Oriented Policing, all funded by the U.S. Department of Justice Office of Community Oriented Policing Services. The mission of the Center for Problem-Oriented Policing is to advance the concept and practice of problem-oriented policing by making information readily accessible about ways in which police can more effectively address specific crime and disorder problems.  The POP Center is a non-profit organization comprised of affiliated police practitioners, researchers, and universities dedicated to the advancement of problem-oriented policing.

## "Not Your Father's DNA!":  Testing the Effects of Jury Trial Innovations on Juror Comprehension of mtDNA Evidence

*"Not Your Father's DNA!" Testing the Effects of Jury Trial Innovations on Juror Comprehension of mtDNA Evidence*

**B. Michael Dann**

Over the last decade, jury reform commissions, judges, and jury scholars have advocated the adoption of a variety of trial procedures to assist jurors in complex trials. These include reforms as prosaic as juror note taking through more controversial changes such allowing jurors to ask questions of witnesses or permitting them to discuss the case together during the trial. Although reform groups have endorsed many of these reforms for decades, their adoption has been slow.  There is only modest evidence about the impact of these reforms in the courtroom. Many judges are hesitant to add these new procedures to settled routines and in the absence of appellate approval and proof that jurors actually benefit from the reforms.  Lawyers in particular are wary about agreeing to changes in the traditional trial format that might undermine their efforts on behalf of their clients.  To add to the limited body of knowledge about the effects of these trial innovations on jurors, NIJ Visiting Fellow and former Arizona trial judge B. Michael Dann, Professor Valerie P. Hans, professor of psychology and law at the University of Delaware, and law professor David Kaye, Arizona State College of Law, partnered on this research project. The study, funded by the National Institute of Justice, compared the use of several jury reform techniques using a controlled mock jury approach. Mock juries composed of jury pool members watched a videotaped armed robbery trial, which included conflicting expert testimony about a relatively new form of DNA analysis, mitochondrial DNA (mtDNA) analysis. Some mock juries simply watched the videotape and deliberated to a verdict. Others were permitted to take notes, ask questions about the scientific evidence, use a checklist, or refer to jury notebooks.   Judge

Dann discusses project design and methodology and how the 480 jurors from the 60 mock jury trials employed and evaluated the four trial innovations.  In addition, illustrations and observations from the videotaped jury deliberation will be highlighted.  The presentation closes with some recommendations for jury trial procedures in cases with complex scientific, technical and statistical evidence.

### *"Not Your Father's DNA!" Testing the Effects of Jury Trial Innovations on Juror Comprehension of mtDNA Evidence*

### Valerie P. Hans

Over the last decade, jury reform commissions, judges, and jury scholars have advocated the adoption of a variety of trial procedures to assist jurors in complex trials. These include reforms as prosaic as juror note taking through more controversial changes such allowing jurors to ask questions of witnesses or permitting them to discuss the case together during the trial. Although reform groups have endorsed many of these reforms for decades, their adoption has been slow.  There is only modest evidence about the impact of these reforms in the courtroom.  Many judges are hesitant to add these new procedures to settled routines and in the absence of appellate approval and proof that jurors actually benefit from the reforms.  Lawyers in particular are wary about agreeing to changes in the traditional trial format that might undermine their efforts on behalf of their clients.  To add to the limited body of knowledge about the effects of these trial innovations on jurors, NIJ Visiting Fellow and former Arizona trial judge B. Michael Dann, Professor Valerie P. Hans, professor of psychology and law at the University of Delaware, and law professor David Kaye, Arizona State College of Law, partnered on this research project. The study, funded by the National Institute of Justice, compared the use of several jury reform techniques using a controlled mock jury approach. Mock juries composed of jury pool members watched a videotaped armed robbery trial, which included conflicting expert testimony about a relatively new form of DNA analysis, mitochondrial DNA (mtDNA) analysis. Some mock juries simply watched the videotape and deliberated to a verdict. Others were permitted to take notes, ask questions about the scientific evidence, use a checklist, or refer to jury notebooks.   This presentation discusses how the participants in the study responded to the mtDNA evidence and whether and how various reform techniques impacted juror recall, understanding, and utilization of the contested mtDNA evidence.  Ms. Hans also compares the results of this project with the outcomes of previous studies of juror comprehension of complex scientific evidence, including presentations of DNA evidence.

### *"Whose DNA Is It?" Presentation of mtDNA Evidence in the Courtroom*

### Kimberlyn Nelson

Mitochondrial DNA evidence is similar to nuclear DNA evidence, which has been used extensively within the court system.  However, it is imperative that the expert witness ensures that the jury understands and comprehends the significant and key differences between these two types of DNA evidence.  The first and most important point that must be made to a jury is that mtDNA is not a unique identifier.   An unknown crime scene sample can never be said to come from a particular individual solely on the basis of the mtDNA profile.  Thus, a jury should not give a "match" from mtDNA evidence the same value as a "match" from nuclear DNA evidence. If, however, the particular case is one of exclusion, i.e. the crime scene sample and the known individual (s) do not have the same profiles, then the evidence from mtDNA should have the

same value as nuclear DNA evidence.   In addition to emphasizing that mtDNA is not a unique identifier, an expert witness for mtDNA must be able to explain the significance of a "match," maternal inheritance, heteroplasmy, contamination, and mixtures as they might apply to a particular case.  The presentation of mtDNA evidence to juries will be illustrated with a discussion of cases where this evidence has been admitted.

## Following the Face and Finger:  Using Biometrics to Improve Security in Corrections

### *Biometric Applications (Facial Recognition) in Corrections*

### Milton M. Crump

The presentation offers an overview of the design features and operational aspects of facial recognition technology in its application as an employee security screening and clearance system.  The scope of the brief presentation will be on system utilization and its integration into the overall security design for a medium- to maximum-security institution.  The presentation reviews policies and procedures necessary for the implementation, as well as the employee cooperation and orientation needed for successful implementation.  An examination of the positive and negative aspects of the use and implementation of facial recognition in a secure facility will be examined.  The discussion looks at the future applications of this technology as it relates to visitor security as well as possible integration into the correctional facilities' Information Management System.

### *Inmate Tracking with Smart Card and Biometric Technology*

### Richard J. Kaye

The Space and Naval Warfare Systems Center, Charleston, created a partnership with the National Institute of Justice to promote, demonstrate, and evaluate leading edge technologies for corrections and law enforcement communities. One of the programs associated with this partnership is the Biometric Inmate Tracking System (BITS). The intent of the BITS program is to develop and demonstrate leading edge technology for locating, identifying, and monitoring prisoners in a correctional facility, thereby creating an opportunity to provide increased officer safety, automated institutional processes, and increased efficiency and productivity within the institution.

## Dozens of Evaluability Assessments Later:  What Have We Learned?

### *Assessing for Evaluability:  Successes and Continued Challenges*

### Duren Banks

In 2002, NIJ began conducting evaluability assessments to inform both future funding decisions and subsequent research designs. Assessing for evaluability allows NIJ to spend a fraction of evaluation funds up front to increase the likelihood of a successful evaluation, one that will result in credible findings linking program goals, activities, and the target population to public safety outcomes.  Assessment activities also inform future research designs by identifying potential research questions, sample definitions, suitable comparison groups, and outcome measures.  The assessments further gauge the evaluation support within a program, including

existing data collection procedures, tracking systems, and staff willingness to participate in an in-depth evaluation effort.  This paper discusses a number of the lessons learned through the assessment activities. Furthermore, several evaluations are now underway of the early programs assessed for evaluability, offering a chance to compare the assessment recommendations and conclusions to actual practice once an evaluation is funded and the research design implemented. This paper explores both the successes that resulted from conducting assessments prior to funding full-scale research, as well as the challenges that continue to face both assessment teams and the researchers now working to implement rigorous designs in the funded programs.

### *Purposeful Use of Evaluability Assessments for Indian Country Programs and Initiatives*

### Ada Pecos Melton

Conducting evaluation in Indian communities is challenging in several respects due in part to differing views towards evaluation, understanding cultural elements in programs, designing culturally respectful evaluation methods to measure progress and success, and combining this with governmental requirements under GPRA. This panel discusses the importance of evaluability assessments in identifying culturally relevant strategies and methods that can be used to collect evaluation data that measures culture-based interventions and other program activity information.

# Concurrent Panels, Wednesday, 11:30 am – 1:00 pm

# Special Operations:  Tomorrow and Beyond

### *Sense Through the Wall for U.S. Army, Special Forces, and Homeland Security*

### Wilbur Chin

The Sense Through The Wall (STTW) system will provide users with the capability to detect, locate, and "see" personnel with concealed weapons or explosives behind walls, doors, and other visible obstructions from a standoff distance. This system has direct applications to U.S. Army, Special Forces and Homeland Security requirements for operations in urban environments, prisoner/checkpoint screening, hostage recovery operations, or search-and-rescue operations.   The suite of STTW prototypes will be developed as part of an Army Science and Technology Objective program.  One version will be soldier borne/man-portable.  A second configuration will be mounted on an Unmanned Ground Vehicle (UGV) and will have increased standoff distance from the target area.  STTW systems will provide near real-time situational awareness information, increased standoff distance without sacrificing probability of detection, geo-location data on multiple targets, detection of moving and stationary targets, detection of multiple targets in the presence of clutter, detection of concealed weapons and concealed explosives from a standoff distance, detection of targets through various wall materials, and capability for operation while on the move.   These prototypes will be developed and delivered over the next five years.  STTW prototypes will be evaluated at a test facility containing various wall types and at a simulated urban environment facility.

*Terror Attacks:  Where Do We Go From Here?*

**Heidi Clark**

This presentation will highlight the current threat to the United States by terrorist organizations through the use of improvised explosive devices.  Current international bombings clearly demonstrate terrorist willingness to use explosive devices to accomplish their terror missions, and the United States is vulnerable to these types of attacks.  Terrorist organizations have capabilities that include synchronized combined deployment of suicide bombers, large vehicle bombs (both suicide and pre-staged), and secondary and booby trap devices across a large operational area.  The presentation focuses on the deployment of suicide bombers, large vehicle bombs, and pre-staged or secondary devices.  Terrorist methods and tactics, public safety, and civilian needs and areas of vulnerability are discussed.

*Global Trends in World Terrorism*

**Mike Dolamore**

This presentation looks at the global trends in world terrorism.  Recent terrorist events over the past few years have changed the way in which the modern world perceives the threat to life and liberty.  Terrorism has evolved to play a significant and very visible part on the world stage.  The threat is posed from radical Islamic terrorism, especially that form espoused under the umbrella of the Al Qaida movement.  The growth in the use of suicide terrorism, remote initiated devices, increasingly effective vehicle bombs, and other expanding terrorist imagination all combine to widen possible effects and consequences of terrorist action and dictate a state response.  The threat posed to the modern state has changed in view of continued growth in domestic terrorist movements and the blurring of typical domestic/international delineations, as well as the increasing prominence of the threat of terrorist use of CBRN (chemical, biological, radiological, or nuclear) materials.  The presentation provides an overview of significant threats faced today.

## New Findings on Child Victimization

*Youth Victimization in Residential Placement, Survey of Youth in Residential Placement (SYRP)*

**Carol Bruce**

The Survey of Youth in Residential Placement (SYRP) is the latest addition to the constellation of new surveys developed by the Office of Juvenile Justice and Delinquency Prevention to collect the information needed to guide appropriate, safe, and accountability-based programming for youth in custody.  The SYRP gathers youth self-report data through self-administered interviews that cover a broad array of topics, including the youths' offense histories, victimization, substance abuse, physical and mental health needs, and services received in custody, experiences in custody, and expectations for the future.  This presentation reports the overall incidence and distribution of youth victimization experiences in placement, including physical assault, robbery, and sexual assault and provides highlights from preliminary findings on the factors that predict such victimization experiences.  The pool of candidate predictors

includes the youth's demographic characteristics, offense history, association with gangs, tenure within the facility, racial minority status, age relative to other residents, gender homogeneity, and other characteristics of the youth's living unit. Plans for future analyses are also outlined.

### *Development and National Norms for the Juvenile Victimization Questionnaire*

### Sherry L. Hamby

A public health approach to violence, crime and victimization in the lives of children and youth requires a comprehensive, developmental epidemiology of the problem. This project was designed to obtain national estimates for the full spectrum of violence, crime, and victimization experiences that have been given clinical and social policy consideration. The research also assessed the utility and performance of the 34-item Juvenile Victimization Questionnaire (JVQ) in eliciting the victimization experiences of a national sample of children ages 2-17. The JVQ was administered in a nationally representative random digit dial telephone survey about the experiences of 2030 children. The experiences of children 10-17 years old were assessed through youth self-report on the JVQ and the experiences of children 2-9 assessed through JVQ caregiver proxy report.

Large numbers of victimizations were disclosed using the JVQ, with 71 percent of the sample reporting at least one victimization in the last year. More than half of the children and youth in this nationally representative sample had experienced a physical assault in the study year, more than one in four a property offense, more than one in eight a form of child maltreatment, one in twelve a sexual victimization, and more than one in three had been a witness to violence or experienced another form of indirect victimization. The mean number of victimizations for a child or youth with any victimization was 3.0. Further, a child or youth with one victimization had a 69 percent chance of experiencing another during a single year.

Regarding the psychometric performance of the JVQ, there were few indicators of respondent confusion and little resistance to even the most sensitive questions. In a test of construct validity, endorsements of JVQ items correlated well with measures of traumatic symptoms. The instrument showed adequate test-retest reliability in a two-week re-administration. There were no major discontinuities between the self-reports and proxy reports, suggesting that caregivers provided generally adequate information about the experiences of children under the age of 10.

In conclusion, clinicians and researchers need to enquire about a larger spectrum of victimization types in order to identify multiply victimized children, tailor interventions to the full range of threats children face, and avoid the mistake of mis-estimating the impact of any single type of victimization peril. The JVQ has potential for use in future epidemiological research on the victimization of children.

# Safe Kids, Safe Schools:  Evaluating the Use of Iris Recognition Technology in New Egypt, NJ

*Biometrics for Safe and Secure Schools:  Evaluating Iris Recognition Technology in a New Jersey School District*

**Craig D. Uchida, Megan Gantley, Edward R. Maguire, Shellie E. Solomon; with Ray Bolling, Kevin Daniels, Kathyrn Simmons.  Presented by Craig D. Uchida, Michael Dean, and Philip J. Meara.**

This NIJ-funded study involves implementation and impact of using iris recognition technology in three schools in New Jersey.  The evaluation answered a number of questions: Does the technology work in a school setting?  What is the effect on faculty, staff, and parents?  Do they feel safer or more secure?  What are the unintended consequences of the technology?  Does it raise privacy concerns?  What lessons can be learned for implementing it in other schools and in other settings?  In what ways might it be improved?

Research staff conducted interviews with teachers, staff, parents, visitors, and other stakeholders; observed the use of the iris scanners; used systematic social observation methods; administered surveys to parents and teachers (pre- and post-implementation); and collected official data on school visitation patterns.  Findings and recommendations of the study will be discussed and described.  In addition, a demonstration of the technology will be provided by staff from Eyemetric Identity Systems.

# Intellectual Property Misuse and Theft:  Issues for Research

*Addressing Global Scope of Intellectual Property Law*

**Hedi Nasheri**

Intellectual property rights (IPRs) refer to the legal rights that correspond to intellectual activity in the industrial, scientific, and artistic fields.  These legal rights, most commonly in the form of patents, trademarks, and copyrights, protect the moral and economic rights of the creators, in addition to the creativity and dissemination of their work.  IPRs have come to occupy an increasingly important position in international trade and development and as vehicle for financing criminals or terrorist organizations.  In the last decade, the importance of IPRs has led to the increasing inclusion of intellectual property provisions in international agreements.  Intellectual property in itself has always been an integral part of general economic, social and cultural development worldwide, but these new challenges emphasize more the way in which national and regional intellectual property systems have become globally interlinked.

Intellectual property theft is now one of the foremost international concerns that affect global economies and governments.  Because of the expansion of global activities that relate to IPRs, the area requires increased attention; it is currently a body of disparate laws and legislation.  Because of this disparity in applicable laws, efforts are underway to more satisfactorily develop principles of applicable law, so that application of the law in the enforcement context will be fair and predictable.  Issues such as jurisdiction, damages, and choice of applicable laws are at the heart of such initiatives.

*Intellectual Property Crime:  Causes and Prevention*

**Nicole Leeper Piquero**

Intellectual property refers to the ownership and rights to use creative work that result from intellectual activity.  Although there are four recognized categories of intellectual property (patents, trademarks, designs, and copyright), copyright violations have garnered much attention of late because of the copying of software, movies, video games, and music that deny publishers and authors economic returns on their property.  In order to understand this growing form of theft and the costs and consequences of such actions, the current research has three focuses.  First, the types of activities that fall under the rubric of intellectual property are identified and defined.  Second, the causes or theoretical arguments to understand intellectual property theft are identified and discussed.  Finally, prevention techniques are examined in order to understand what is currently being done to control and prevent the misuse and theft of intellectual property.

# Treating the Mentally Ill Inmate

*Underlying Mechanisms in Differential Responses to Correctional Treatment*

**Diana H. Fishbein, Christopher Hyde, Patricia Robison, Monica Scott, Ralph Serin**

A small number of correctional treatment programs are reportedly effective for a statistically significant number of inmates; however, these numbers do not provide support for their widespread clinical utility with aggressive offenders.  There is invariably a substantial and important subgroup that does not respond favorably, exhibiting high levels of aggressive behavior within and outside of the correctional environment.  It is critical that underlying mechanisms for these differential effects are identified to improve treatment efficacy.  Integrity of neuropsychological function and its control over emotional responses may represent key dimensions of regulatory processes involved in antisocial behavior and may play a principal role in differential responses to treatment programs.  Neuropsychological capabilities specifically related to higher order executive cognitive functions (ECF) are of particular interest, given their role in impulsivity, sensitivity to consequences, decisionmaking, and social skills.  There is strong evidence for ECF and emotional impairment in a significant proportion of aggressive offenders, which may be related to their recidivism and resistance to authority and standard treatments.  The primary premise of this 3-year prospective study is that neuropsychological and emotional deficits contribute to differential responses to treatment interventions.  This study is designed to assess (1) the role of ECF and emotional deficits in aggressive inmates; (2) the usefulness of neuropsychological and emotional measures in characterizing this subgroup; and (3) the ability of these measures to predict treatment response and institutional misconduct.  Understanding the mechanisms that underlie differential responses to treatment will maximize the return on investment that correctional administrators direct toward intervention strategies by making it possible to triage inmate subgroups based on programming needs.

*Combining Cognitive Behavioral Therapy With Living Wage Employment Services: Outcomes from the Better People Approach*

**Chip Shields**

Employment programs by themselves have exhibited mixed results in their effect on recidivism. Over the last 15 years, Cognitive Behavioral Therapies have shown promise in reducing recidivism. The presenter will discuss findings from evaluation made of the Better People Program in Portland, Oregon, a program for adult probationers and parolees that combines living wage job placements with Cognitive Behavioral Therapy and long-term follow-up.

*Developing Forensic DBT: Implementation of Dialectical Behavior Therapy with Difficult to Manage Correctional Populations*

**Robert Trestman**

As a result of deinstitutionalization, currently there are more than three times as many men and women with mental illness in U.S. prisons than in American mental hospitals. Appropriate treatment of this population is critical to safety within correctional institutions, successful integration of offenders into the community upon release and a reduction in recidivism. Research has demonstrated the effectiveness of Dialectical Behavior Therapy (DBT) with a variety of clinical populations. Since prison inmates share many of the same characteristics as the patients with Borderline Personality Disorder for whom this treatment was originally developed, it is understandable that this therapy is beginning to garner the interest of correctional professionals.

DBT focuses on behaviors that, if not treated, may increase incidence of disruptive behavior while in the facility and increase risk for violence and recidivism upon release into the community. A successful implementation of this therapeutic modality requires substantial work and milieu support from the correctional staff and therapists, as well as the cooperation of the inmate participants. The current presentation will review the process of formally adapting DBT to a correctional environment, including the implementation of "In-service" training modules for correctional mental health and custody staff as well as the development of a new treatment manual and skills training worksheets appropriate to the cognitive skills. Results from pilot implementation of the "Corrections Modified" DBT (DBT-CM) within three difficult to manage, impulsive, and aggressive correctional populations (sex offenders, adults in special management facilities, and impulsive and aggressive adolescents) will be presented, showing the benefits of this intervention to multiple stakeholders.

# Randomized Evaluation of Drug Treatment: A Pennsylvania Partnership

*How Public/Private Partnerships Can Be Successful*

**Cecilia Velasquez**

This presentation describes the role of a private substance abuse treatment provider (Gaudenzia, Inc.) in delivering treatment to 1200 male inmates at the medium-security Chester institution. This session will highlight how a public correction agency, a private treatment provider, and university researchers have worked together to successfully develop and

implement a coherent research design that minimizes disruption to treatment. Key elements of collaboration, planning, development, and implementation will be explored, along with challenges and rewards to date.

### *Randomized Evaluation of Prison-Based Drug Treatment: Overview of Research Design and Inmate Responses to Treatment*

**Wayne N. Welsh**

This presentation will describe an overview of the research design, study sample, and initial inmate responses to treatment, based on inmate self-report measures, inmate interviews, and counselor ratings of inmate progress. Inmates who met eligibility criteria for Chester were randomly assigned to the TC (n = 360) or Outpatient (n = 360) programs. Graduates of both programs are required to complete a mandatory, 6-month community aftercare program. The TC, however, is much more intensive (i.e., more hours of treatment per week), and the TC is based upon a well-integrated and structured treatment model that combines critical elements of peer support and professional counseling. This randomized, "response-dosage" design compares different levels of treatment, but the research subjects in the two groups are equivalent. Process and outcome measures incorporate a range of institutional (e.g., misconduct), intermediate (e.g., attitudinal and behavioral change, participation in treatment), and post-release measures (e.g., drug relapse, rearrest and reincarceration). The research examines known predictors of recidivism including drug dependency, need for treatment, and criminal history.

### *Randomized Evaluation of Prison-Based Drug Treatment: Why Collaborative Partnerships Are Needed to Evaluate Programs*

**Gary Zajac**

This presentation will describe the Pennsylvania Department of Corrections overall approach to program evaluation, its involvement in a research partnership with Temple University over the past six years, and discuss some of the major benefits and challenges of this collaborative research to date. The formation of this partnership will be reviewed, and significant accomplishments will be highlighted. The most notable accomplishment to date is a multi-year process and outcome evaluation of therapeutic communities (TC's) at five State Correctional Institutions (SCI). The evaluation has informed significant changes in the department's drug treatment programs and which has rigorously measured the impact of these programs. This partnership has also served as a model for similar collaborations with other researchers focused on other treatment domains within the department. The drug treatment program evaluation partnership with Temple continues with its present focus on assessing the outcomes of the dedicated drug treatment prison – SCI Chester.