The Annual Conference on

Criminal Justice Research and Evaluation

Change: Past, Present, Future

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Program Abstracts

Plenary Panel, Sunday, 5:15 p.m. – 6:30 p.m.

The Nature of Crime: Continuity and Change

On Immigration and Crime, **Ramiro Martinez, Jr.** The connection between immigration and crime is one of the most contentious topics in contemporary society. These discussions are also not new, as debates on the issue date back over 100 years. A general point on which both pro- and anti-immigration writers agree is that the new millennium's wave of immigration is likely to have a more important impact on society than any other social issue. This presentation is based on a survey of the vast body of theoretical and empirical works on the relationship between immigration and crime in 20th century America. The research included both new writings and older, sometimes neglected works. The presentation will discuss three major theoretical perspectives that have guided explanations of the immigration/crime link: opportunity structure, cultural approaches, and social disorganization. It will also examine empirical studies of immigrant involvement in crime; review public opinion about immigrants, especially as it relates to immigrants and crime; and provide original data on the connection between public opinion and immigrant crime.

There are important reasons to believe that immigrants should be involved in crime to a greater degree than native-born Americans. For example, immigrants face acculturation and assimilation problems that most natives do not; and immigrants tend to settle in disorganized neighborhoods characterized by structural characteristics often associated with crime, such as widespread poverty, ethnic heterogeneity, and a preponderance of young males. However, in spite of claims by pundits and writers that high levels of "immigrant crime" are an unavoidable product of immigration, scholars rarely produce any systematic evidence of this recently re-emerging social problem. The bulk of empirical studies conducted over the last century have found that immigrants are typically under-represented in criminal statistics. These appear to be linked more to differences in structural conditions across urban areas where immigrants settle, rather than to the cultural traditions of the immigrant groups. Local context is a central influence shaping the criminal involvement of both immigrants and natives, but in many cases, compared to native groups, immigrants seem better able to withstand crime-facilitating conditions. This review suggests that native groups would profit from a better understanding of how immigrant groups faced with adverse social conditions maintain low rates of crime.

Dynamics of the Drug-Crime Relationship, **Helene Raskin White.** This presentation explores changes and continuities in the drug-crime relationship during the last several decades. First, the presentation will show trends in drug use and crime over time using national and city-level data. These data demonstrate that trends vary by city, and that there is no uniform association between any type of drug use and any type of crime. The presentation will then move to the individual level and discuss general theoretical models of the drug-crime connection. Empirical research will be reviewed that supports and refutes pharmacological, economic motivation, systemic, and common cause models. The review indicates that one single model cannot account for the drug-crime relationship. Rather, the drug-using/crime-committing

population is heterogeneous, and there are multiple paths that lead to drug use and crime. Thus, the solutions we develop will need to be flexible and tailored to the appropriate target audience.

Plenary Panel, Monday, 9:00 a.m. – 11:00 a.m.

Impact of Policy Changes: Incarceration and Deinstitutionalization

Prison Use and Social Control, **James P. Lynch and William J. Sabol**. Over the past 20 years, the United States has experienced a massive increase in imprisonment. The number of people incarcerated and the clustering of that incarceration in the inner-city black population raise the prospect that incarceration may be undermining less coercive institutions of social control such as families or communities. The long-term result of this incarceration policy, would be increases rather than (the expected) decreases in crime. There is some empirical evidence to support this position. Increases in incarceration have been clustered in groups and places and show the magnitude that could affect less coercive institutions in those areas. Large proportions of imprisoned populations are involved in families and communities at the time of their imprisonment. Incarceration has been shown to reduce family formation for blacks but not for whites. Research, to date, however, has not demonstrated that increasing incarceration led to more crime in the long run or that apparent effects of incarceration on other institutions may not be due to other factors. If research ultimately establishes these allegations, then future increases in incarceration must be considered in light of likely long-term effects on family and community institutions and not just the immediate effect on crime rates.

Changing the Contours of the Criminal Justice System to Meet the Needs of Persons with Serious Mental Illness, **Arthur J. Lurigio and James A. Swartz.** Major changes in mental health policies and laws have placed untold numbers of persons with serious mental illness (PSMIs) in the community, where they receive inadequate or intermittent care, or no care at all. These changes have caused criminal justice professionals to become involved with PSMIs at every stage of the justice process. This presentation will explore the blurred boundaries between the criminal justice and mental health systems in the United States. The presentation will focus on the arrest, incarceration, and community supervision of PSMIs; review research on the relationship between serious mental illness and violent crime; and trace the historical developments that have apparently produced growth in the numbers of PSMIs in the criminal justice system. The presentation will also examine how the increased numbers of PSMIs have compelled criminal justice organizations to alter their policies, procedures, and relationships with mental health providers, and to confront the difficulties that arise in initiating and sustaining those relationships.

Because of the tremendous prevalence of drug abuse and dependence disorders among PSMIs in the criminal justice system and the correlation between drug misuse and violent behavior, the presentation will also discuss the problem of co-morbidity (i.e., serious mental illness and substance abuse and dependence disorders). Exemplary criminal justice programs for PSMIs will be described briefly, and recommendations will be made on how law enforcement and corrections personnel can respond more humanely and effectively to PSMIs.

The presentation will conclude with general recommendations for improving the future care of PSMIs in the criminal justice system, such as building enduring connections between the mental health and criminal justice systems; creating aftercare and consolidated services programs

for PSMIs supervised in the community; developing clear and consistent standards of care for PSMIs in prisons, jails, and community corrections agencies; and pursuing more research on the nature and extent of serious mental illness among different correctional populations.

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

Measuring What Matters

Measuring Police-Community Interaction in Indianapolis: Participation, Mobilization, and Control of Space in Community Policing, **Steven Chermak, David Duffee, Ed McGarrell, Brian Renauer, Jason Scot.** The objective of the Police-Community Interaction Project is identifying and measuring various dimensions of the neighborhood building process in which police and neighborhoods interact in the course of community policing. This presentation will briefly describe five specific police-community interaction dimensions and the development of the scales to measure these dimensions. Next, data results will be presented on neighborhood participation and control of space based on observations of police and resident interaction in three Indianapolis neighborhoods. Participation variables of interest include how issues are identified, who participates in issue identification and problem-solving decision making, how labor is divided, and how duties are assigned. The presenters will also examine police efforts to mobilize neighborhood residents, as well as control of neighborhood space, including the characteristics of the control process, the structure of control, and types of feedback used in efforts to control neighborhood space. Problems with operationalizing these concepts in a field setting will also be discussed.

Measuring Displacement and Diffusion: An Analysis of the Indirect Impacts of Community Policing, **David Weisburd, Justin Ready, Rosann Greenspan, John Eck.** Crime displacement and the related phenomenon of diffusion of crime control benefits generally have not been a primary subject of empirical study. Most evidence about displacement and diffusion comes as a by-product of studying something else (the direct effects of crime prevention strategies). This fact has hindered investigation of these phenomena and has created important gaps in our understanding of the reliability of measures of displacement and diffusion. This presentation reports on a National Institute of Justice supported study that seeks to fill these gaps by focusing directly on displacement and diffusion rather than on main program effects. Specifically, intensive crime control efforts were brought to three hot spots of crime (representing property, violent, and consensual offenses), followed by intensive data collection efforts (including ethnography, citizen surveys, official crime data, social observations, interviews, and physical observation). The presentation will describe the types of measures and how well they fare at detecting forms of displacement and diffusion, and will also report on overall findings regarding the magnitude and scope of displacement and diffusion effects.

Police and the Community

Relations Between Youth and the Police in Chicago, **Warren Friedman.** This project examines changes in youth attitudes toward and perceptions of the police in Chicago between 1993 and 2000. The original survey of 968 students from public high schools in 18 police districts was conducted before Chicago's version of community policing, Chicago Alternative

Policing Strategy (CAPS), was launched. The Chicago Alliance for Neighborhood Safety (CANS) found that 71 percent of students were stopped by police. Of that group, 61 percent felt they were disrespected by police, and 36 percent feared police as much as or more than they feared gangs. CANS is now conducting a second, expanded survey in the same 18 schools to examine if youth-police interactions have improved since the launching of CAPS. Questions were added to the original survey to assess young people's knowledge of CAPS and their observations of police interactions with neighborhood residents. From a previous national survey, questions about youth volunteer experience and their opinions of the efficacy of volunteerism were also added.

Evaluation of Safe Streets Now! **Jan Roehl.** Safe Streets Now! (SSN!), headquartered in Oakland, California, is the widely-acknowledged pioneer of using small claims courts by neighborhood residents for drug, crime, and disorder abatement at specific property locations. Through training delivered directly to neighborhood residents and the training of trainers in police departments, city agencies, and community organizations, SSN! has reportedly helped citizens abate problems at hundreds of drug houses, motels, alcohol outlets, and other properties and win millions of dollars in small claims court judgments. The purpose of the comprehensive evaluation of SSN! is to assess the processes, outcomes, and costs of Safe Streets Now! and to provide solid information to support decisions related to its local adoption and national expansion. Evaluation results at two levels will be reported, and an update of the national SSN! organization will be provided. First, the strategies and impact of location-specific neighborhood projects will be presented, focusing on how citizens are organized and mobilized, the costs and immediate outcomes of their intervention strategies, and the effects of SSN! efforts on related neighborhood activities. Second, the results of four case studies of SSN! programs run by different sponsors (police departments, city agencies, and non-profits) will be presented. These case studies examine the ability of SSN! to replicate its approach in different environments and organizational structures, and the effects of sponsor differences on the nature, evolution, and impact of SSN! strategies. The evaluation will be completed in September 2000.

Children Exposed to Domestic Violence: Coordinated Community Responses to Help These Children, **Barbara E. Smith, Laura Nickles.** This study examined how law enforcement departments and community service agencies are coordinating to help children exposed to domestic violence. It included a mail survey of 360 law enforcement departments and follow-up telephone surveys of law enforcement and community service providers in over 20 communities. The study found many communities that are reaching out to vulnerable children and their families to heal trauma caused by exposure to domestic violence. From among those surveyed, five communities with different approaches were selected for case studies. The presentation will summarize the case studies from Lakeland, Florida; Hartford, Connecticut; Salisbury, Massachusetts; Chula Vista, California; and Cuyahoga County, Ohio. Their experiences can help other communities improve their responses to children exposed to domestic violence.

Evaluating Initiatives to Strengthen Communities

Evaluation of Weed and Seed in the OMI Neighborhood of San Francisco, **Rufus P. Browning and Zaid Ansari.** This evaluation involves summarizing data from two community surveys and conducting extensive interviews and observations for evidence on program process and effect. Surveys were conducted early in the project, and after nearly two years of project activity; a third survey is planned for early 2002, one year after project termination. Surveys were conducted in a demographically similar comparison neighborhood as well as the target neighborhood, allowing for a test of the hypothesis that observed changes in the target neighborhood might have been due to non-project effects that can be seen elsewhere as well. The presenters will discuss significant problems encountered conducting surveys in very diverse neighborhoods with many low-education, low-income, and immigrant households.

Drug Abatement Response Teams (DART) in Two Florida Cities, **Joseph B. Byers.** The DART approach is based on Wilson and Kelling's "broken windows" theory" (1982). Rather than pursuing criminal charges and convictions, DART relies on building codes and civil law regarding public nuisances as a basis for achieving physical changes that serve to discourage drug dealing and prostitution in targeted areas. In practice, DART calls for substantial coordination between law enforcement and other government agencies. Working as a team, representatives of the various agencies identify and inspect properties where violations of building and maintenance codes contribute to illegal activities, and encourage landlords and owners to make appropriate repairs and undertake other actions (e.g., eviction of tenants) to reduce the attraction of criminal activity to the area. If lesser measures do not yield the desired results, the DART may use harsher actions, up to and including the condemnation and demolition of buildings.

This presentation reviews the results of assessments of the DART programs in the cities of Jacksonville and St. Augustine, Florida. Each assessment was conducted by means of interviews, observation, and the review of documents. Although the two DART programs were based upon the same model and operated similarly during their initial stages, changes in personnel in the Jacksonville program led to a decline in coordination and changes in the overall approach and purpose of the program. As these changes occurred, efforts by the program to engage landlords cooperatively and to conduct community service activities both declined.

The St. Augustine DART placed comparatively greater emphasis on coordination among participating agencies and undertook an informative, cooperative approach to landlords and property owners. The result was a high rate of informal abatement, sustained mutual support among team members, and stronger support among landlords and owners for DART. Comparison of these two case studies identifies factors that assist or inhibit the achievement of an effective, sustainable DART program, and reveals how small differences in DART structure and operation can lead, over time, to differences in the basic character of the program.

Evaluation Strategies and Outcome Data: Memphis Crisis Intervention Team Model, **Randolph T. Dupont.** The Memphis Police Department's Crisis Intervention Team (CIT) model for responding to mental illness and behavioral crisis events has achieved national prominence for its success in crisis de-escalation and its acceptance among advocacy groups. This program was featured at the 1999 White House Conference on Mental Health as a best

practice model. It has been characterized by experts as "policing for the 21ˢᵗ century," and "the most visible pre-booking diversion program in the U.S.," and has been suggested for "duplication in every city in America." The program consists of intensive training to develop a specialized response capacity within the patrol division. It provides for a unique set of community partnerships that include law enforcement, educational institutions, and advocacy groups. In addition to reviewing the program model, this presentation will examine outcome data related to involvement of police with mental illness events, response times, jail diversion impact, officer perceptions, the need for TACT unit callout, and the impact on officer injury rates. The presentation will also discuss the challenges of evaluating a program that cuts across numerous systems, moves in the direction of significant change, and has an impact on a significant number of individuals. The focus of that discussion will include contrasting individual outcome measures with those emphasizing system change.

Evaluating Responses to Domestic Violence and Sexual Assault Initiatives

Evaluating the Use of the Post-Conviction Polygraph in the Risk Management of Sex Offenders: Benchmarks for Best Practices, **Kim English.** Based on research conducted by the Colorado Division of Criminal Justice on behalf of the National Institute of Justice, this presentation will focus on two issues. The first part of the presentation will describe the context in which the polygraph examination is used in the five-part containment approach to the management of convicted sex offenders. The second part of this presentation will identify best practices that should guide evaluations of the polygraph component of the risk containment triangle: sex offender treatment, intensive surveillance and supervision, and polygraph services.

Increasing Arrests for Domestic Violence in Maryland over Two Decades, **Joel Garner, Laura Hickman, Sally Simpson, Leana Allen, Dan Woods.** This research uses existing data from official records produced by the Maryland State Police Battered Spouse Reporting Program to assess increases in the use of arrest over time, between types of domestic violence incidents and among the various Maryland jurisdictions. This evaluation was possible because of a two decade-long data collection effort of the Maryland State Police, local law enforcement agencies throughout the state, the interest of and financial support from the Governor's Office of Crime Control and Prevention, and the federal STOP Violence Against Women Act.

The primary findings of this evaluation are generally positive: over the past 20 years, the number of arrests for domestic violence and the proportion of incidents defined by police as domestic violence that resulted in an arrest have increased. These increases are all substantial and are the sorts of changes that would be expected if law enforcement agencies were acting in conformity with the numerous domestic violence reforms adopted in Maryland beginning in the 1980s. These generally positive findings, however, must be balanced with several caveats, since on average, Maryland law enforcement agencies continue to make arrests in less than 50 percent of the incidents they report, and because of some real and some possible limitations in the data upon which this report is based. In addition, the available statewide data do not permit a systematic empirical assessment of the conditions under which arrest is *not* the immediate law enforcement response to domestic violence. Lastly, this evaluation focuses on the objective of changing the likelihood of reported incidents resulting in arrest and does not address the larger

issue of the effectiveness of alternative police responses to domestic violence in reducing subsequent violence against victims.

Sexual Assault and Repeat Victimization in Baltimore City: 1997–1999, **Joseph A. Kufera, K. Read, P. Dischinger, M. Woodman, C. Jackson, C. Kimmel, L. Crimy.** The National Study Center for Trauma and EMS at the University of Maryland collaborated with Mercy Medical Center's Sexual Assault Forensic Examination (SAFE) Program to study sexual assaults occurring within Baltimore City. The SAFE Program is the city's primary treatment center for sexual assault. Findings were analyzed for 831 female sexual assault victims treated from 1997 to 1999. Detailed analysis was completed on a subset of 521 patients with the most complete data. Because these data represent an identifiable population of sexual assaults occurring in Baltimore, it is possible to suggest prevention strategies. Educational and policing efforts could be targeted to high-risk geographic areas and should focus on young girls. Patients should also be screened for substance abuse problems and counseling should be provided, especially for those who have experienced repeat victimization.

Firearms Intervention Programs: NIJ Evaluation

Impact Evaluation of Boston's Operation Ceasefire, **Anthony A. Braga.** Operation Ceasefire is a problem-oriented policing intervention aimed at reducing youth homicide and youth firearms violence in Boston. It represents an innovative partnership between researchers and practitioners to assess the city's youth homicide problem and implement an intervention designed to have a substantial near-term impact on the problem. Operation Ceasefire was based on the "pulling levers" deterrence strategy, which focused criminal justice attention on a small number of chronically offending, gang-involved youth responsible for much of Boston's youth homicide problem. Our impact evaluation suggests that the Ceasefire intervention was associated with significant reductions in youth homicide victimization, shots fired calls for service, and gun assault incidents in Boston. A comparative analysis of youth homicide trends in Boston relative to youth homicide trends in other major U.S. and New England cities also supports a unique program effect associated with the Ceasefire intervention.

Reducing Firearms Violence through Directed Police Patrol, **Edmund F. McGarrell.** The Kansas City gun experiment conducted by Sherman and colleagues in the early 1990s found that increased traffic enforcement led to increased seizures of illegal firearms. This, in turn, was associated with a significant decrease in gun-related crime in this area. The present study takes a similar approach by examining the effects of a directed patrol project in two areas of Indianapolis that had experienced high levels of violent and drug-related crime. Although there were significant differences between the Kansas City and Indianapolis projects in terms of area characteristics, baseline crime, and police patrol dosage, by including two target areas the Indianapolis project provides two tests of the hypothesis that directed patrol can reduce firearms crime. It also allows comparison of two related but distinct strategies of directed patrol. The results suggest that directed patrol had an impact on firearms crime in one of the target areas but not the other. One explanation is that a directed patrol strategy focused on suspicious activities in violent crime hot spot areas was more effective than a more general deterrent strategy focused on maximizing vehicle stops. Several rival explanations are also considered.

From Boston to Boyle Heights: Reducing Gun Violence in East Los Angeles, **George E. Tita.** Supported by funding from the National Institute of Justice, RAND initiated an effort to reduce gun violence in the Boyle Heights region of Los Angeles. The intervention is based on the SARA model (Scanning, Analysis, Response, Assessment). The scanning revealed that Boyle Heights consistently had among the highest homicide rates in Los Angeles, and analysis showed that the vast majority of homicides (more than 75 percent) were clearly gang-related or gang-motivated. In response, RAND collaborated with a coalition of more than 15 criminal justice and service agencies, including the Los Angeles Police Department, probation, parole, housing, the district attorney, and the U.S. attorney, to develop an intervention. Under this intervention, individual gang members are held responsible for the violent acts of their gang cohorts. This presentation provides an overview of the SARA model and the results achieved to date in Boyle Heights.

New Findings from the Very Young Offenders Study Group

Juvenile Justice Programs and Strategies for Very Young Offenders, **James C. Howell.** Several developments in the history of the juvenile justice system will be outlined that help observers understand current processing of very young offenders. In particular, the influence of labeling theory and the federal requirement to deinstitutionalize "status offenders" and dependent, neglected, and abused children have served to limit processing of very young offenders. Programming issues will be addressed, and promising programs for these clients will be examined against this backdrop. Suggestions will be made for development of comprehensive, integrated programs.

Redefining Early Onset: Evidence for Preschool Precursors to Very Young Offending, **Kate Keenan.** The goal of this presentation is to provide a developmental framework for examining precursors to very young offending. The preschool period is critical in setting a foundation for the development of chronic antisocial behavior, and many very young offenders manifest signs of problem behaviors early on. The study of precursors is necessary for identifying factors that are associated with the origins of very young offending and for developing effective intervention strategies.

There are four primary reasons why the preschool period may have important implications for understanding and preventing very young offending. First, disruptive behavior problems are the most common source of referral for mental health services for preschool children. Second, several studies have documented a predictive relation between problem behavior in the preschool period and later conduct disorder and very young offending. Third, failure to make gains in social development during the preschool period may be directly linked to processes involved in establishing chronic antisocial behavior in some individuals. Fourth, understanding the emergence of problem behaviors early in life may have important implications for prevention of very young offending.

This presentation makes a case for the saliency of the preschool period for preventing very young offending in many children and argues for a shift in the perception of "early onset and intervention" from elementary school to infancy and toddlerhood. There appears to be an important opportunity at hand for developmental psychopathology to advance policy regarding

the mental health of children. Recent interest in the early experience of children and how that experience affects future development has been expressed by key political figures. Research identifying factors emerging as early as infancy that place children at risk for behavioral and emotional problems is needed to increase the political momentum for applied developmental psychopathology. The question, "How early can we tell?" is critical from a scientific as well as a policy standpoint. Although there is evidence that very young offenders have a history of aggressive, inattentive, or sensation-seeking behavior in the preschool period, the reverse is not true. The majority of preschoolers with behavior problems do not go on to become young offenders. We need to continue examining the early developmental periods so that we can identify important turning points in children's trajectories and modify the factors that inhibit healthy development.

Study Group on Very Young Offenders, **Rolf Loeber.** Not all children below age 13 who commit delinquent acts are bound to become chronic offenders. However, an early age of onset of delinquency increased the risk of later serious, violent, and chronic offending by a factor of two to three. Also, child delinquents prior to age 13, compared to juveniles who start offending at a later age, tend to have longer delinquent careers. This presentation summarizes key conclusions from the report of the Office of Juvenile Justice and Delinquency Prevention's Study Group on Very Young Offenders, chaired by Rolf Loeber and David P. Farrington. The Study Group, consisting of 39 scholars, worked for two years on preparing a report, undertaking extensive secondary data analyses, and writing chapters in different speciality areas.
The Study Group focused on three categories of youth: (a) serious child delinquents (e.g., those who commit homicide, aggravated assault, etc.); (b) child delinquents who commit less serious forms of delinquency; and (c) children who show persistent disruptive behavior who are at risk of becoming child delinquents. Persistent disruptive children are thought to be at risk for child delinquency, while child delinquents are thought to be at risk of becoming serious, violent, and chronic offenders. The report consists a state-of-the-art review of the prevalence of child delinquents and their developmental background. It also reviews risk and protective factors in the individual, family, peer group, school, and neighborhood which affect that development. The report highlights preventive and remedial interventions. Interventions are reviewed in the juvenile justice system, families, peer groups, schools, and neighborhoods; and a case is made for improvement in the integration of services for child delinquents. Policy recommendations are presented to enhance the outcome of interventions.

Workshop: Assessing Change in Criminal Offenders: A Reason for Optimism

Assessing Change in Criminal and Delinquent Populations: Causes for Attention and Optimism, **Kenneth D. Robinson and Edward Cahoon Byrnes.** A vexing problem in program evaluations is knowing why outcomes differ across participants. This session discusses approaches to measuring changes that occur within program participants. The discussion will begin by examining mediating variables, what they are, why they are important, and some challenges in identifying and measuring them. Examples of techniques for analyzing mediating variables in program evaluations are presented. Data from a ten-year follow-up of Moral Reconant Therapy clients, and a two-year follow-up of juvenile drug court participants will be used to exemplify how measuring mediating variables contributes to a deeper understanding of

program effectiveness, including the durability of outcomes over time. Strategies for measuring change at the level of the individual criminal or delinquent program participant will be discussed.

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

Progress in Police Accountability

Citizens' Perspectives on the Handling of Their Complaints Against Police, **Kenneth Adams.** This presentation is based an analysis of interviews with persons who filed an official complaint against a police officer. The interviews, which were carried out in several cities, deal with perceptions of the complaint process in terms of fairness, responsiveness, and overall satisfaction. The results hold implications for changing the complaint process in ways that will increase levels of perceived satisfaction among complainants.

Police Use-of-Force Data: Where We Are and Where We Should Be Going, **Geoffrey P. Alpert.** Research on police use of force has become a topic of considerable interest to practitioners and researchers. This presentation focuses on the various methods used by agencies and researchers to collect use-of-force information. Police managers and researchers often have different interests and needs concerning these data and collect only the types of information important to their needs. Our suggestion is to have a supervisor document all aspects of police-citizen contacts where force is used. The supervisor should receive input from all involved parties, including the officer(s), suspect(s), and witness(es). Finally, a panel of experts could be used to determine if the approach to the situation and any force used were reasonable.

Supporting Police Integrity in the Philadelphia Police Department, **Alex R. Piquero, Jack R. Greene, Matthew Hickman, and Brian Lawton**. In an effort to develop an integrity oversight process in the Philadelphia Police Department, the presenters engaged in a large scale, multi-method longitudinal data collection effort that was geared toward the identification of "problem" officers, with the ultimate goal of helping officers and saving careers rather than punishing officers and ending careers. Toward this end, they have analyzed official departmental records, conducted focus groups and interviews with district captains, and conducted a survey of over 500 officers from the Philadelphia Police Department. This presentation will provide a broad overview of the project, highlight trends in officer integrity and the oversight process for a 20-year period, provide descriptive evidence on the factors that lead to integrity problems, and present a geographic analysis of integrity problems and their correlates at the district-level.

Strategic Approaches to Community Safety Initiative

National Assessment of the Strategic Approaches to Community Safety Initiative: Focus on Partnership and Integration, **James R. Coldren, Jr.** The National Assessment of the U.S. Department of Justice's Strategic Approaches to Community Safety Initiative (SACSI) involves process and impact assessments in five sites: New Haven, Winston-Salem, Indianapolis, Memphis, and Portland. This presentation focuses on cross-site findings from the on-going process assessment regarding partnership development and characteristics, and

integration of research partners into SACSI decision making processes, based on a series of site visits and the initial wave of the SACSI Partnership Survey.

Problem Solving to Reduce Violence: Indianapolis Violence Reduction Partnership, **Edmund F. McGarrell.** The Indianapolis Violence Reduction Partnership (IVRP) involves a multi-agency working group of criminal justice agencies, community partners, and a research team engaged in a systematic problem solving effort to reduce homicides and serious violence. This presentation will focus on the problem solving steps of analysis, strategy development and implementation, and assessment. Preliminary findings from the ongoing evaluation will be discussed.

Role of the Project Coordinator in SACSI: North Carolina Experience, **Sylvia Oberle.** The Strategic Approaches to Community Safety Initiative (SACSI), a special Department of Justice initiative, is a collaborative, data-driven approach to addressing a local crime problem. In Winston-Salem, the target problem is juvenile violence. Teams of law enforcement and probation officers are working with clergy, community advocates, and university researchers to analyze the local juvenile violence situation and develop immediate intervention strategies to address the violence. The project coordinator position is essential to holding this partnership together, assimilating the knowledge gained, and ensuring that the research is turned into effective and lasting action.

New Capabilities of the ADAM Program

New Kinds and New Uses of Data: Innovations in ADAM Instrumentation, **Dana Hunt.** Part of the redesign of the DUF program and its reformulation into ADAM involved a complete rethinking of the data collected. A major step in this process was the development of a new adult instrument. The instrument continues to collect data on drug use, age of onset, and other variables of interest in the past. However, it now includes new areas: drug, alcohol, and psychiatric treatment in the past year, a diagnostic screener on drug and alcohol problems, and detail on the local drug market. The new instrument allows the National Institute of Justice to "unduplicate" the arrests in the course of the year, link the data to other data sets (NHSDA, TEDS, UFDS), and develop reliable estimates of the prevalence of the use of different drugs in the target county area. This presentation will discuss the instrument and demonstrate some of the new data findings and capabilities.

Practical Implications of Implementing Probability-Based Sampling in Local Jails Across the Country, **Phyllis Newton.** In 1999, the Arrestee Drug Abuse Monitoring (ADAM) program began introducing probability-based samples in its 35 local sites across the country. For the first time, each ADAM site is able to estimate the proportion of arrestees in the county testing positive for drugs, as well as the number of arrestees who would test positive had all arrestees in the county been interviewed. The new sampling approach will allow for the calculation of a standard error for sites and the ability to place a confidence interval around their reported estimates. This significant methodological change opens a research platform to local jurisdictions that will allow them to study any number of issues with a ready-made probability sample of a high-risk population of county residents.

This presentation examines the practical difficulties of developing and implementing a probability-based sampling scheme in the dynamic environment of a local jail. It focuses on the need to customize individual sampling plans for each site, depending on a variety of factors. It will also provide a few case studies of the ways in which sampling plans have been altered for practical reasons, but with an eye toward maintaining the integrity of the overarching sampling structure. Further, the presentation will describe the mechanism used by ADAM to provide a quality control component to the sampling plans through the collection of census data of arrestees for each catchment area. Finally, using census data collected in the first quarter of 2000, adherence to sampling plans will be examined. Adequacy of samples will be discussed based on an examination of the characteristics of the sample versus the characteristics of the entire arrestee population for the same time period.

Prevalence Estimates and Market Behavior, **William Rhodes.** ADAM provides a county-level probability sample of arrestees. Of course, a probability sample provides a strong basis for drawing inferences for drug use among arrestees, but ADAM affords estimates that go beyond an arrestee population. First, ADAM will provide a means to estimate the number of hardcore drug users in the counties that support ADAM programs. Second, ADAM will provide a basis for studying drug market behavior by hardcore drug users. This presentation will discuss how ADAM supports these estimates.

Effects of the Methodological Changes of the ADAM Program on the Composition of the ADAM Sample, **Bruce Taylor.** A few years ago, NIJ started to re-design the Drug Use Forecasting (DUF) program and created a successor to DUF, the Arrestee Drug Abuse Monitoring (ADAM) Program. ADAM was designed to provide a number of scientific advances over the DUF Program. In the past year, NIJ introduced two key methodological enhancements with the unveiling of the ADAM Program: probability-based sampling and a new survey instrument. The new ADAM sampling strategy allows each site to estimate both the proportion of arrestees in the county testing positive and the number of arrestees who would test positive had all been interviewed. Sites now have the capacity to place confidence intervals around the numbers they are reporting, making trend analysis more easily interpreted than in the past. The new ADAM instrument provides explicit links to the other major national drug monitoring systems, an improved ability to estimate drug prevalence through a calendar-based self-report methodology, new measures of dependency and abuse, and a new capacity to assess and monitor drug markets.

This presentation will provide an overview of the changes in the ADAM system and NIJ's expectations for the new ADAM system for local and national policy making. Data will be presented comparing measures before (1999) and after these methodological changes (first quarter, 2000). With the changes in the ADAM sampling plan to a representative group of county arrestees, there is an expectation that a wider group of individuals will be recruited into the ADAM sample. In the past, DUF data collection occurred, for most sites, in only the largest lockup facility (typically based in the most urban area of the county). With the new system, many sites have needed to expand data collection to the outlying suburban or rural areas of the counties. This presentation will examine whether data collected under this new sampling plan has led to changes in the types of cases that now enter the ADAM sample. Some of the variables

to be examined include prevalence of drug use, types of offenses committed, ethnicity, employment, and other related demographic variables.

Modern Day Youth Gangs and Their Members

Studying Gang Members In Programs and Out: Linking Program Evaluation to Basic Research, **G. David Curry.** This presentation will provide an overview of on-going findings from research on gangs in St. Louis. For several years, data from surveys, official records, and computerized program records that used integrated data from multiple sources have been used to provide perspectives on gang involvement. At this point, survey data from a population sample of 533 middle school students (in 1995-1996) have been linked to police juvenile division contact data from 1993-1999 and juvenile court referrals for delinquency, status offenses, abuse, and neglect from 1994 through 2000. There are significant correlations between survey self-report measures and juvenile justice data. Program youth worker assessments of client gang involvement also show a significant relationship to juvenile justice outcomes. Special emphasis will be place on what can be learned from such multiple source data and shortcomings in data that need to be addressed in the future.

Youth Gangs in Schools, **James C. Howell.** This presentation will discuss results of additional analyses of gang-related data collected in the *School Crime Supplement to the 1995 National Crime Victim Survey* reported by Chandler *et al*. (1998). These analyses soon will be published in an Office of Justice and Delinquency Prevention Bulletin, "Youth Gangs in Schools." The main issues addressed in this presentation are: What are the modern-day gangs like that students see in schools? How do they compare with gangs described in other studies using different research methods and data sources? Are the various data sources describing the same gangs and gang members?

Effect of Gang Membership on Transitions to Adulthood, **Marvin D. Krohn, Terence P. Thornberry, Alan J. Lizotte, Carolyn A. Smith.** This study examines the role that being a member of a delinquent gang has on the transition from adolescence to adult roles and statuses. Panel data from early adolescence to young adulthood for the Rochester Youth Development Study, a sample of youth who were at high risk for serious delinquent behavior, are used. The results indicate that being a member of a gang in early adolescence increases the probability of teenage pregnancy and parenthood, failure to complete a high school education, and unemployment. This effect is found even after controlling for delinquency and a number of potential predictors of precocious transitions. Moreover, the effect is stronger for boys who have been "stable" gang members, compared to those who were in a gang for only one data collection wave. The importance of the gang as a social network influencing the trajectories in the life course of its members is discussed.

Informing State Juvenile Justice Policy

Juvenile Justice Jurisdiction Partnerships: Rewards and Challenges of Collective Research, **Cindy J. Smith.** In 1998, the Maryland Legislature created the Commission on Juvenile Justice Jurisdiction to determine the adequacy of existing legislation and make

recommendations for changes or new legislation. The legislation identified the stakeholders who would serve on the Commission and named the Department of Juvenile Justice as the responsible party for chairing the Commission, but did not provide funding for research. The National Institute of Justice funded a partnership between the University of Baltimore and the Department of Juvenile Justice in Maryland to conduct research on juvenile justice jurisdiction issues. The Commission joined in the partnership, and further support was secured for the research through the Governor's office. This presentation will examine the process of developing a lasting partnership with multiple stakeholders. The process begins with trust building, consists of multiple negotiations and ultimate flexibility, and ends with the rewarding use of data driven decision making to establish recommendations to the Maryland Legislature. The presentation will identify specific rewards (i.e., Commissioners frequently used data presented in the meetings to support their position), as well as specific challenges (i.e., considerable time is expended developing trust between the stakeholders).

Research to Inform State Juvenile Justice Policy: Juvenile Waiver Studies in Maryland, Utah, and Virginia, **Sanjeev Sridharan.** Recent policy changes concerning transfer of juveniles to adult court have often moved faster than the relevant research base. This panel discusses three case studies of researchers working with states to help inform policy. Panelists discuss both the process of developing this research and its outcomes. In what policy context were policy makers interested in this research, and how did policy makers and researchers work together? What was found, and how has this research informed policy?

The Maryland study was undertaken before the adoption of new transfer policies, to inform their development. The study explores the case processing of juvenile offenders, factors in judicial decision making, and perceptions of correctional staff about managing juveniles.

In contrast, the Virginia and Utah studies were undertaken after legislative changes to transfer provisions had failed to increase transfers of juvenile offenders to adult courts and corrections as expected. To explain this, the Utah study explores the conflict between legislative intent, prosecutorial discretion, and the actual application of the law, while the Virginia study explores the relationship between local crime rates, practitioner attitudes toward juvenile transfer, and the availability of juvenile justice resources.

Preliminary Findings from the Impact of Juvenile Sentencing Study. **Russell K. Van Vleet.** The Impact of Juvenile Sentencing Study is an NIJ-supported effort examining the state of Utah's innovative approach to juvenile sentencing and intermediate sanctioning. This study has followed the statewide implementation of the Juvenile Sentencing Guidelines and a new intermediate sanction. The objectives of this project are to assess the ability of a state to transform a sentencing policy, promulgated by a state sentencing commission, into practice and to determine the effectiveness of intermediate sanctioning for youth who are failing probation.

Preliminary findings will be presented, focusing on qualitative interviews held with juvenile justice practitioners over the past one and one-half years. This presentation will also explore the evolving collaboration between the researchers and juvenile justice professionals during the study period.

Responding to Crime in Indian Country

Evaluation of the Tribal Strategies Against Violence (TSAV) Initiative: How Realistic Were DOJ Expectations? **Theodore Holappa.** ORBIS Associates is completing an evaluation of the Department of Justice (DOJ) Tribal Strategies Against Violence (TSAV) Initiative. This initiative was established in FY 1995 by the Bureau of Justice Assistance (BJA) as a demonstration project on seven Indian communities/reservations. The purpose of the TSAV program was to assist American Indian communities develop strategies to address crime, violence and substance abuse prevention. Four American Indian Nations participated in the evaluation of the TSAV Initiative. These four sites were the Fort Peck Assiniboine and Sioux Tribes (Montana), Chickasaw Nation (Oklahoma), Turtle Mountain Band of Chippewa Indians (North Dakota), and Grand Traverse Band of Ottawa and Chippewa Indians (Michigan).

DOJ developed the TSAV Initiative around certain assumptions based on evaluations of similar initiatives, such as the Comprehensive Communities Program and others. This presentation will focus on the extent to which DOJ's expectations were realistic, given the unique circumstances of various American Indian reservations.

Policing in Indian Country, **Miriam Jorgensen.** Recent press reports have focused almost exclusively on high rates of crime in Indian Country. But research by Harvard University's Program in Criminal Justice Policy and Management and the Harvard Project on American Indian Economic Development finds that police on American Indian reservations face numerous challenges, only one of which is crime. These challenges include rising workloads; management by non-local, non-Indian entities or transitions to local, Indian management; the necessity of developing administrative and management tools; and importantly, the strong inter-relationship between crime and other kinds of social distress. The research suggests that all of these problems might be usefully addressed with improved "governance" of policing (at both the tribal government and police department level) and with integrative *Native* community policing approaches. Significantly, tackling these problems is not a simple matter of increasing funding, collecting better data, and creating new crime fighting programs (commonly proposed solutions). The real and harder solution likely lies in rethinking reservation policing to make it more wholly Native and more capable of addressing the multi-faceted problems not only of crime but of policing itself.

Evaluation of the Tribal Strategies Against Violence (TSAV) Initiative: Findings, **Richard Nichols.** ORBIS Associates is completing an evaluation of the Department of Justice's Tribal Strategies Against Violence (TSAV) Initiative. Several common strategies emerged from the individual site-based TSAV planning processes used by the four American Indian Nations participating in the evaluation. These strategies included amending tribal codes for enhancing policing and prosecution, providing alternative activities for at-risk youth, enhancing youth skills development (e.g., conflict/anger management, boys/girls clubs, service learning), mobilizing alcohol/substance abuse prevention strategies, providing gang awareness and intervention programming, enhancing services for parents and families, and establishing or enhancing community-wide partnerships.

In general, each site implemented activities that fell under at least five of these strategies. The Fort Peck site was funded from October 1995 - September 1999. The other three sites were

funded from October 1996 - September 1999. The Chickasaw Nation program functioned through December 1999.

The evaluation consists of individual cases studies of the four participating American Indian Nations, as well as a cross-site final report of TSAV evaluation findings. The evaluation used on-site interviews of local TSAV partners regarding the planning and successful implementation of specific strategies, analysis of local law enforcement and tribal courts data, and a survey of local TSAV stakeholders.

The draft final report on the evaluation will be completed in August 2000. Preliminary findings indicate varied levels of successful implementation at the four sites. Among various factors, successful implementation was affected by specificity of detail in developing TSAV work plans, the relative level of involvement of critical law enforcement and tribal courts leadership, the placement of the TSAV program within the tribal administrative structure, the comprehensiveness of local teams of community stakeholders, TSAV staff turnover and other tribal programs' turnover as a result of tribal elections, and responsiveness of non-tribal local institutions to participation in the TSAV partnerships. Institutionalization of the TSAV program as an ongoing, reservation-wide problem solving process occurred in only two of the sites.

Workshop: Getting the Most Out of Web Searches

Getting the Most Out of Web Search Services, **Bill Ballweber and Scott Hertzberg.** This workshop, geared for mid-level to advanced Internet users, reviews how to effectively use WWW search services, including improving search strings using Boolean operators, wildcards, title, URL, domain, link, and date searching techniques. It also covers all major Internet search engines, metacrawlers, directories, and specialized search engines.

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

Teaching Communities How to Do Evaluation

Teaching Communities Evaluation: Theory vs. Reality, **Susan Chibnall.** This panel presentation is designed to share the "lessons learned" from teaching communities to evaluate within the context of the Title V Community Prevention Grants Program national evaluation, a large-scale, comprehensive and longitudinal evaluation of locally driven and defined juvenile delinquency prevention initiatives. The session will begin with a brief overview of what was expected of communities participating in both the Title V program and the national evaluation, then move to a more detailed discussion of what is really happening at the local level with regard to evaluation, issues to consider when developing local evaluation capacity, and recommendations for developing and delivering realistic and meaningful evaluation training and technical assistance to local communities. Through a combination of information sharing and discussion, this session will provide participants with a realistic context to better understand the value and application of evaluation training and technical assistance at both the state and local levels.

BJA Evaluation Web Site, **Craig A. Cussimanio.** Throughout its existence, the Bureau of Justice Assistance (BJA) has worked to meet special criminal justice needs on the state and local levels. The State and Local Evaluation Program has been one of its most concentrated

efforts. BJA established this state-based program with the goal of building federal, state, and local partnerships to assist in implementing the strategic planning, reporting, and evaluation requirements of the Omnibus Crime Control and Safe Streets Act, as amended by the Anti-Drug Abuse Act of 1988. BJA has fulfilled its responsibility to the partnership by providing mechanisms for bringing policy makers, planners, and practitioners together for information exchange and the development of reports and guidelines. It also has provided technical assistance and training to the state and local agencies responsible for violent crime and anti-drug abuse programs under the Edward Byrne Memorial State and Local Law Enforcement Assistance Program.

As a result of their partnership with BJA, many state and local agencies developed assessment and evaluation capabilities, such as documenting, monitoring, and reporting on program activities, and conducting process and impact evaluations. However, the partnership also made clear that a great need remained for developing evaluation capacity in the states. To address the need for instructional evaluation materials tailored to the varying skill levels of state and local criminal justice program planners and managers, BJA turned to applications of the Internet and its potential for delivering a vast range of materials to a large number of users in a useful and cost-effective manner.

In 1997, BJA formed a cooperative agreement with the Justice Research and Statistics Association (JRSA) to create an evaluation web site with assistance from an advisory group of evaluation experts, state planners, and local program managers. The framework for the web site included (1) an "electronic roadmap for evaluation," (2) evaluation resources, (3) frequently asked questions, (4) state and local evaluation reports, (5) a site map, (6) a glossary of evaluation terms, and (7) useful links. With this framework, BJA and JRSA staff gathered the relevant materials and built the electronic structure of the web site. On August 5, 1998, the BJA Evaluation Web Site came online, and it has continued expanding its materials and links to other sites in order to provide the fullest range of resources. The BJA Evaluation Web Site can be found at www.bja.evaluationwebsite.org .

Juvenile Justice Evaluation Center: Enhancing Juvenile Justice Evaluation Capacity in the States, **Stan J. Orchowsky.** The Justice Research and Statistics Association (JRSA) is working with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to enhance juvenile justice evaluation capacity in the states through the Juvenile Justice Evaluation Center (JJEC) project. JJEC's goal is to provide training, technical assistance, and other resources to states to enhance their ability to evaluate juvenile justice programs. In the first project phase, state juvenile justice specialists, Statistical Analysis Center (SAC) directors, and State Advisory Group (SAG) chairs were surveyed to determine existing evaluation practices and technical assistance needs. The results showed that training and technical assistance would (1) increase knowledge of evaluation principles and techniques at the state and local level; (2) develop and improve state infrastructures for supporting systematic evaluation; and (3) foster relationships among state agencies, local programs, and evaluators.

JRSA's Juvenile Justice Evaluation Center project has a number of ongoing activities designed to address the needs identified in the assessment. JRSA is working with the Coalition for Juvenile Justice to conduct four regional evaluation training conferences in the summer and fall of 2000. These conferences will feature a combination of skill-building workshops and sessions highlighting successful local and national juvenile justice evaluations. The project also

offers technical assistance to states that would benefit from on-site help in designing evaluation systems, developing statewide performance measures for juvenile justice projects, or conducting large-scale evaluations. Experts work closely with the state SAGs and juvenile justice specialists to ensure that systems are in place to sustain evaluation activities.

The JJEC project also provides seed money to encourage partnerships between the SACs and SAGs. The goal of these projects is to build sustainable relationships that will enhance juvenile justice evaluation capacity over the long term. Another project component is the online Juvenile Justice Evaluation Center, which provides information on performance measures, evaluation designs, links to initiatives, publications for 20 different juvenile justice program areas, state reports, a list of publications, evaluation instruments, and links to other evaluation sites. Written materials being produced by the Center include a manual focusing on how juvenile justice programs can collect and use evaluation data as a tool for program management, and a series of non-technical briefing papers on topics related to the evaluation of juvenile justice programs.

Violence Against Women Research for Criminal Justice Practitioners

Prosecuting Violence Against Women: Questions of Policy, Practice, and Research Findings, **David A. Ford.** Prosecuting violence against women poses unique challenges for an adversarial system that is oriented to winning in terms that may not be attuned to protecting victims. To the extent that victims seek protection, they may find themselves in conflict with prosecutors; and as victims expect more of prosecutors than is realistic, prosecutors promise more than can be delivered. While prosecutors lament the lack of "victim cooperation" in cases of violence against women, victims also complain of prosecutors' lack of cooperation in meeting victim wishes. This presentation examines policies, practices, and relevant research on prosecuting domestic violence, rape and sexual assault, violations of protective orders, and stalking, as reported for jurisdictions throughout the United States. Although little research exists on the impacts of prosecution in any context, this presentation assesses criteria for adopting policies while cautioning against the reckless transfer of policy control.

NIJ Violence Against Women Project: Exploring Probation and Domestic Violence, **Jennifer L. Hartman**. Virtually all proposals to reform societal responses to violence against women center heavily on police and, more recently, prosecutorial actions. This is likely because their "output" is typically the most visible (e.g., arrest or prosecution). Due to prevailing reforms—mandated arrest and prosecution policies in domestic violence cases—and increases in the number of batterers entering the criminal justice system, a "ripple effect" may be experienced by community supervisors or probation officers. At the present time, it is not clear if this increase is in direct response to recent reforms. However, community supervisors/probation officers are in a position to facilitate breaking the pattern of violence.

Issues addressed in this presentation attempt to provide guidance for supervision in these cases. Specific issues to be explored include mechanisms for probation officers to effectively supervise batterers, liability of officers whose supervision fails to provide the standard care in their professional performance, understanding the dynamics of abuse, and exploring the problems of probationers with drug/alcohol problems. The presentation will also explore issues related to the recent paradigm shift in probation philosophy (e.g., offender accountability and increased

victim safety) in a coordinated community setting. Examples of "what works" for community supervision of offenders and implications for probation officers will also be discussed.

Research on Violence Against Women: Synthesis of Research for Judges and Court Officials, **Alissa Pollitz Worden.** While the last three decades have witnessed remarkable developments in public visibility and policy responses surrounding violence against women, until quite recently most attention in the criminal justice domain has centered on law enforcement responses. As increasing numbers of incidents of domestic violence, sexual assault, and stalking have been addressed proactively by police. However, researchers and practitioners are taking a closer look at the way the criminal courts respond to these cases; and they have observed variability and inconsistency, as well as creativity and innovation, in judges' and court officials' responses to suspects and victims. Overlooked in most policy discussions of the courts' role in responding to violence against women is the fact that judges have professional and ethical concerns that differ from those of law enforcement agents. This presentation discusses an NIJ-sponsored project that generates syntheses of empirical research for practitioners, particularly court professionals. The presentation will critically review research that is of relevance to these decision makers. Topics to be addressed include (1) data describing violence against women offenses and the subset of such offenses that typically comes to the courts' attention; (2) theoretical and empirical research on victim decision making, including victims' decisions about participating in prosecution; (3) research on pretrial decisions and interventions, including bail decisions, release decisions, diversion, and orders of protection; and (4) research on the effectiveness of dispositions and sentencing for important outcomes, including victim safety and offender behavior.

CJ 2000: Policies, Criminal Justice Organizations, and Effects

Measurement and Analysis of Drug Problems and Drug Control Efforts, **Jonathan P. Caulkins.** Drug problems are complex, and determining the best combination of drug control interventions is not always intuitive. Hence, there is a need for rigorous, even quantitative analysis of their effectiveness. This presentation is a progress report on the state of the still developing art of quantitative analysis of the effectiveness of drug control interventions.

First, some limitations of existing data will be identified and discussed, including the reliance on self-report, the indirect relationship between available indicators and the underlying quantities of greatest interest, and an over-emphasis on measures of drug use at the expense of other factors, such as externalities associated with drug control efforts. Four encouraging trends are the ongoing expansion of traditional data systems, improving information about drug markets, greater integration across data sources, and better data from other countries.

Although the relevant data are highly imperfect, they have been adequate to support initial efforts to quantify the effectiveness of a range of drug-control interventions. Which interventions are most effective depends on what one defines to be the objective of drug control. Available evidence concerning one objective, reducing the quantity of drugs consumed, is reviewed and found to contain key insights but also to be wanting in important respects. There is a need for better information concerning interactions between different drugs and drug markets, interactions with other domains of social policy, how interventions' effectiveness varies over the course of a drug epidemic, and how epidemics emerge and their early stages can be controlled.

These limitations are best viewed as a challenge, not as an excuse for basing policy on less formal or ad hoc syntheses of the literature. Drug policy is not alone in demanding creativity in the adaptation and application of quantitative analysis to evaluate effectiveness. Other policy domains in which benefit-cost or cost-effectiveness analysis is now accepted went through a similar, formative stage.

Measuring the Costs and Benefits of Crime and Justice, **Mark A. Cohen.** Cost-effectiveness and benefit-cost analyses are tools that have been used by public policy analysts for years. Despite their widespread use, cost-effectiveness and benefit-cost analysis have not been staples of the criminal justice policy analyst's tool kit. This is rapidly changing in response to both the increasing public demand for accountability of government agencies and the availability of new data and techniques of analysis for identifying the costs of crime. This presentation reviews the state of the art in estimating the costs and benefits of criminal justice and prevention programs. Although official government estimates of the cost of street crime have been available for many years, recent studies have attempted to go beyond government statistics by incorporating the monetary value of pain, suffering, and lost quality of life. Many of these studies use methodologies that are employed by environmental, health, and safety economists. Since these methodologies are new to the criminal justice research community, considerable attention is given to understanding the underlying assumptions, limitations, and alternative methodologies. Forcing analysts to quantify expected costs and benefits sheds new light on the merits of alternative programs and will undoubtedly change the focus of the debate in many criminal justice program areas.

Measurement and Explanation in the Comparative Study of American Police Organizations, **Edward R. Maguire.** This presentation provides highlights from an essay on measurement and explanation in the study of police organizations. Organizational scholarship in policing has not progressed in an orderly or cumulative fashion. Some of the classic works in the study of police organizations remain well read but infrequently replicated or improved upon. Current research on police organizations is beginning to build on foundations established more than three decades ago.

The essay explores trends in the measurement and explanation of police organizations since their emergence in the early 19th century. The discussion spans the gamut of measurement and explanation, from data collection and statistical analysis methods to scholarly theory and public policy on policing. The essay demonstrates that paying careful attention to sound measurement and explanation is vital for research, theory, and practice.

International and Domestic Trafficking in Women and Children

The Role of Foreign Policy and Related Research Implications for Combating Trafficking in Persons, **Carla Menares Bury.** Trafficking in persons is one of the most egregious human rights violations of our time. It is modern-day slavery that involves primarily the exploitation of women and children for sex, sweatshop labor, domestic servitude, begging, and so on. This trafficking has many aspects affecting it: transnational crime, corruption, migration, economic disparity, low status of women, civil wars, and illiteracy (to name a few). The U.S. views trafficking as a global problem that must be addressed through domestic policy

as well as coordinated international efforts. No country is immune from trafficking. Countries of origin, transit, and destination must work together to achieve significant progress. Thanks to the tireless efforts of non-governmental organizations and the 1995 Beijing Women's Conference, the issue of trafficking in persons is now on major international agendas. The Clinton Administration, through the President's Interagency Council on Women chaired by Secretary of State Albright, coordinates the U.S. Government's response domestically and internationally. The U.S. Congress is also considering comprehensive legislative bills to address trafficking.

The heightened awareness of trafficking has created a greater demand for information within the U.S. government. General information on the problem's scope is readily available, but the demand for targeted research is expected to increase. With more detailed information, foreign policy makers will be able to focus diplomatic and programmatic efforts to face unique trafficking circumstances in their countries.

Silent Emergency: Child Sexual Exploitation in the United States, Canada, and Mexico, **Richard J. Estes.** Increasing numbers of children throughout the North American region are being exploited sexually for commercial purposes, i.e., engaged in sex-for-money or sex for some other type of gain transactions. Pornography, prostitution, and increasingly, international trafficking in children for sex have emerged as the dominant forms of child sexual exploitation.

This presentation will discuss (1) the current prevalence of *commercial* child sexual exploitation in the three countries of the North American Free Trade Agreement (NAFTA)—the United States, Canada, and Mexico; (2) the pathways whereby children are "recruited" into sexual exploitation; (3) the factors that sustain children in their exploitation; (4) the extent to which national and international criminal networks are involved in child sexual exploitation; and (5) the contribution of law enforcement authorities in strengthening local, national, and regional efforts to protect children from further exploitation.

Researching Trafficking in Women from Ukraine, **Donna M. Hughes and Tatjana Denisova.** Ukraine is a major source country for women trafficked for the purpose of sexual exploitation. In the last decade, hundreds of thousands of women were trafficked to locations throughout the world. The trafficking in women is a new and pressing issue for law enforcement in Ukraine. The goals of the research project on trafficking in women from Ukraine are to (1) characterize the victims, (2) characterize the perpetrators of trafficking, their organizations, and their modes of operation, (3) characterize regional specializations in destinations for trafficked women, (4) determine links among other criminal activities and trafficking in women, and (4) determine if existing legal instruments effectively combat the trafficking of women. The project is one of five projects that comprise the U.S.-Ukraine Research Partnership. Doing research with the Ukrainians requires overcoming unique and formidable challenges such as geographic and language barriers, different conceptualizations of social problems and criminal activities, different research methodologies and procedures, and different bureaucratic systems. This presentation will focus on the challenges for international research partnerships and strategies for overcoming these barriers, and on preliminary findings from the ongoing research in Ukraine.

National Evaluation of Enforcing the Underage Drinking Laws Program

Process Evaluation of the Enforcing Underage Drinking Laws Program: Design and Preliminary Results, **Tracy Enright Patterson, Andrea E. Williams, David G. Altman, Robert H. DuRant, Mark Wolfson.** This presentation will discuss the process evaluation component of the National Evaluation of the OJJDP Enforcing Underage Drinking Laws (EUDL) Program. The process evaluation consists of annual telephone surveys of four key actors in the EUDL initiative in each of the 50 states and in-depth case studies of program implementation in six states. Both the survey and the case studies focus on characteristics of organizations actively involved in the program, decision making in the program, sectors involved in the program, types of programs being implemented, types of documents produced, perceptions about obstacles and successes, use of media, lead agency use of subcontracts to carry out the program, and feedback on technical assistance and training. Preliminary results from the process evaluation will be discussed, with a major focus on the types of programs being implemented, the types of agencies and groups involved, and challenges to program implementation.

National Evaluation of the Enforcing Underage Drinking Laws Program, **Mark Wolfson, David G. Altman, Robert H. DuRant, Tracy Enright Patterson, John S. Preisser, Andrea E. Williams, Daniel J. Zaccaro.** The largest federal initiative focused on underage drinking was launched by the U.S. Office of Juvenile Justice and Delinquency Prevention in 1998. Seventy-five million dollars has been appropriated to support this effort, now known as the Enforcing Underage Drinking Laws (EUDL) Program. Each of the 50 states and the District of Columbia has received funding under this program to support state and local efforts to enforce laws related to alcohol use by underage persons and to prevent underage drinking.

The overarching goals of the national evaluation of the program are to (1) determine what state and local programmatic activities are being supported, and (2) evaluate the impact of the program in a sample of communities. The evaluation includes four major data collection components, each of which is being conducted once early in the program (in 1999) and annually for two years thereafter (in 2000 and 2001) (with the exception of data collection for the case studies, which will only be conducted in 1999 and 2000). The data collection components are (1) a telephone survey of four key actors in the EUDL initiative in all 50 states, (2) in-depth case studies of program implementation in six states, (3) a telephone survey of police chiefs and sheriffs in a sample of 104 communities (52 intervention and 52 matched controls) in states that received discretionary grants (this number will increase to 144 communities in the Year 2000 and Year 2001 surveys), and (4) a telephone survey of youth, ages 16 to 20, in these same communities.

Impact Evaluation of the Enforcing Underage Drinking Laws Program: Design and Baseline Data, **Daniel. J. Zaccaro, John S. Preisser, and Mark Wolfson.** This presentation will describe the design of the impact evaluation component of the National Evaluation of the Enforcing Underage Drinking Laws Program. The impact evaluation involves a comparison of local communities that are receiving the most intensive "interventions"—i.e., communities that received sub-grants under the discretionary grant program—with communities that are not receiving such intense interventions. Because sub-grants were not allocated to cities and counties on a random basis, assessing the effects of these grants on law enforcement practices and underage drinking presents a unique challenge. Propensity scores were used to achieve

balance between intervention and control communities on key variables at the baseline assessment. Several community-level variables from secondary data sources were used to calculate propensity scores, which were then used to select comparable sets of intervention and control communities in each state receiving discretionary grants. Data are presented showing that the methods used for community selection resulted in good balance between control and intervention communities at the baseline assessment.

What Works! Meta-Analyses of Interventions with Juvenile and Adult Offenders

Clinically Relevant and Psychologically Informed Principles of Effective Correctional Treatment: What Works, What Doesn't, and What We Don't Know, **Donald A. Andrews.** After years and years of anti-prediction and anti-rehabilitation rhetoric in criminology and criminal justice, meta-analyses have made those rhetorical positions empirically untenable. Clearly, (1) there are well-established risk and need factors that predict future criminal behavior with a level of accuracy that greatly exceeds chance, and (2) controlled studies of human service in justice contexts reveal meaningful reductions in re-offending for some types of programming. This presentation briefly reviews the ideological and professional bases of the anti-psychological rhetoric. The presentation, however, concentrates on the dual set of research findings, notes the underlying general personality and social psychological theory, and outlines the clinically relevant and psychologically informed principles of human service (human service in a justice context, risk, need, responsivity, integrity, and setting). A variety of threats to the validity of the principles are explored and priority issues for research and service are noted. Among the latter are the issues of the selection, training, and clinical supervision of direct service staff, and other aspects of dissemination and integrity in program delivery.

What 500 Intervention Studies Show About the Effects of Intervention on the Recidivism of Juvenile Offenders, **Mark W. Lipsey.** A meta-analysis of over 500 controlled intervention studies shows that the overall mean effect on recidivism outcomes is positive and statistically significant but of only modest magnitude. Not all interventions are alike, however. Indeed, there is enormous variability in the nature of the interventions, the juveniles to whom they are applied, the research methods used to study them, and most importantly, the effects they produce. While some interventions have negligible or even negative effects on recidivism, others have quite substantial positive effects. This presentation examines the characteristics of the intervention programs that produce the largest effects generally and for special populations, e.g., serious delinquents and minority youth. The results show that properly configured programs can considerably reduce the probability of re-offense, but most programs fall short of the optimal configuration and fail to produce large effects.

Workshop: Developing a Foundation for Measuring Outcomes

Developing a Foundation for Measuring Outcomes, **Peter Haynes and Gregory Robinson.** Two approaches to evaluation will be presented. The first, emerging from the hypothetico-deductive model or "scientific method," combines quantitative and qualitative methods and uses the experimental approach in its most intensive application. Less intensive tiers of evaluation within this model (program monitoring and process evaluation) will be discussed as foundations for measuring outcomes. A framework for developing outcome measures will be presented, based upon articulating a project's "theory of change" or program logic. The second approach to evaluation recognizes the shortfalls of the traditional scientific method and introduces an alternative model incorporating interpretative approaches from practical and legal reasoning and hermeneutics. A synthesis of these alternatives and the scientific method is presented. This synthesis initially produces information about what is believed to be true, which is subjected to a series of validation steps to produce evaluation results. The application of this alternative methodology to criminal justice evaluation will be illustrated.

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

Change in Criminal and Juvenile Justice Systems

Dismantling the Juvenile-Criminal Border: Implications of Current Policies, **Jeffrey A. Butts.** The purposes and procedures of juvenile courts have become very similar to those of criminal courts. No state retains an inviolable, legal distinction between the status of "juvenile" and "adult," and the age threshold for trial in adult court seems to fall every time a new incident of juvenile violence captures the nation's attention. State and federal policies are effectively removing the jurisdictional border that once separated juvenile and criminal courts. The intent of these policies was to increase punishments for juvenile offenders, but research has shown mixed success. Eventually, however, efforts to dismantle the juvenile-criminal border will make it impossible for the juvenile court's delinquency jurisdiction to survive at all.

Community Justice: A Conceptual Framework for Criminal Justice 2000, Volume 2: Boundary Changes in Criminal Justice Organizations, **Todd R. Clear and David R. Karp**. This presentation describes the elements of the emerging community justice movement, not as a series of programs or projects, but as a point of view about what justice means and how it is produced. It begins with a description of how community justice initiatives are "bubbling up" in traditional criminal justice functions of policing, adjudicating, and correcting. It then presents a strategic vision of justice that has as it primary aim the enrichment of community life through a focus on the way crime interferes with community life. The argument identifies seven key values of a community justice philosophy: norm affirmation, restoration, public safety, equality, inclusion, mutuality, and stewardship. In support of these values, an integrity model of community justice is proposed. This model identifies core processes and critical outcomes that separate the community justice approach from the criminal justice approach. An integrity model can inform the design and implementation phases of community justice initiatives, broadening and deepening their contribution to the aim of widely sharing the experience of justice. The

presentation concludes by discussing three important problems of the community justice movement: legal rights, accountability, and funding.

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

Implementing Community Policing in Large Departments: Evaluating Organizational Change

Assessing Organizational Change in the Metropolitan Police Department of the District of Columbia, **Jeffrey A. Roth.** In April 1998, the Metropolitan Police Department of the District of Columbia (MPDC) undertook a major program of restructuring, revitalization, and reorientation under Chief Charles H. Ramsey. For a process evaluation of these organizational changes, the Urban Institute has carried out the first wave of an MPDC member survey, a social network analysis of communication patterns among MPDC senior staff, and a study of the prototype of MPDC's "Partnerships for Problem-solving" model. This presentation will describe the evaluation partnership between MPDC, NIJ, and the Urban Institute and will report selected findings from evaluation activities.

Organizational Transformation in Chicago, **Wesley G. Skogan.** In 1993, Chicago inaugurated the nation's largest experiment in community policing. It involved decentralizing to small police beats, problem solving, and linking police efforts closely to the delivery of city services. Each month, about 6,000 Chicagoans attend meetings held in their beat, where they meet with police and discuss neighborhood problems and policing priorities. Over 12,000 residents have been trained in problem solving and are supposed to tackle some problems on their own. Chicago is a large city with a large police department, and implementation of all of this has been highly variable. This presentation examines how this organizational transformation has proceeded and changes that have been taking place in the city.

Implementing Community Policing, **Wellford W. Wilms.** This presentation will examine the dilemma of deploying coercive police power in a participative democracy. It will provide a framework, formulated by Peter Blau in the late 1960s, showing the centrality of social exchange in legitimizing authority. It will examine efforts over the past 40 years in Los Angeles to implement community policing, showing how stresses in the environment have produced demands for community policing. It will also show how those demands have been reflected by actors in the larger system and within the LAPD to both retard and advance its implementation.

Project Reentry: Transitioning Offenders to the Community

Reentry Courts: A New Strategy for Managing Offender Reintegration into the Community, **Richard S. Gebelein.** More offenders are completing prison or jail sentences without parole supervision to follow as the result of Truth in Sentencing and abolition of parole. Criminal justice and corrections systems are looking for new ways to supervise or control the reintegration of more serious offenders into the community. One proposed model to manage this process is a reentry court. The model would have the court serve as the focal point to coordinate supervision of the offender, provide case management services to the offender, address treatment needs, and provide for other social services required by the offender. The court would do this by

requiring status conferences and imposing a system of sanctions and rewards relating to performance during the six- to nine-month reentry phase. The court would draw on the model developed for drug courts in managing substance abusing offenders.

Maryland Reentry Partnership (REP) Initiative, **Joann M. Levy.** According to the National Institute of Justice, 65 percent of inmates released from prison lack adequate access to the resources needed to be productive. Approximately 13,000 persons are committed to Maryland prisons annually. Of these, 60 percent (7,800) are from Baltimore city, and 60 percent (4,680) of those serve sentences of 18 months or less. Most return to a few neighborhoods such as Druid Heights, Greater East Baltimore, East Baltimore Midway, and Sandtown-Winchester.

A recent Maryland Department of Corrections (DOC) survey identified jobs, education, and housing as the top three concerns among returning ex-offenders; but 75 percent of Maryland inmates have not had job training while in prison, and the training available focuses more on "soft" rather than hard job skills. Most repeat offenders with sentences of 18 months or less are not "in" long enough to receive skills training, and coordination with community-based providers has been insufficient to ensure that prison job training leads to real work in the community.

The Maryland Reentry Partnership (REP) Initiative includes the DOC, Enterprise Foundation, Division of Parole and Probation, Baltimore Police Department (BPD), Mayor's Office on Criminal Justice, Empower Baltimore Management Corporation (EBMC), Sandtown-Winchester and Druid Heights Community Development Corporations, and EDEN Jobs. REP goals include providing integrated programming, developing resources needed to manage services, developing partnerships with other organizations to enhance service effectiveness and reduce recidivism, and cooperatively developing comprehensive plans that support offenders' post incarceration needs.

Either a community development corporation (CDC) or EBMC Village Center will serve as a point of reentry, and each will employ a case manager (CM) and client advocate. The Metropolitan Transition Center's transition coordinator will help inmates assess the types of training, services, and support they will need both while incarcerated and upon release. Before release, inmates will develop post-release management plans with the CM and transition coordinator. Services provided while incarcerated will continue upon release by the CDCs and Village Centers to ensure continuity of care and community-based support. REP plans to serve up to 250 offenders during the first year. When all objectives are met, the follow-up phase will begin, where the CM will have contact with each individual every three months for one year, and then twice in the second year. Approximate completion time, including the follow-up phase, is two years.

Ideas Behind Offender Reentry Programming, **Edwin W. Zedlewski.** The latest available figures indicate that well over 500,000 offenders per year are leaving state and federal correctional institutions and returning to communities, and they are recidivating in startling numbers. This raises concerns regarding the short- and long-term public safety risks of offender reentry, not to mention the soaring costs imposed on the criminal justice system. This presentation will provide an overview of these obstacles and the efforts under way at the U.S. Department of Justice to work with 17 sites throughout the country on their pilot programs aimed at improving public safety through the successful reentry of offenders.

Improving Local Evaluation Efforts: Lessons Learned from Field Experience

Integrating Process Evaluation, Outcome Evaluation and Cost/Benefit Analysis to Address Policy Questions in Drug Court Research, **Mike Finigan**. This presentation will examine an approach to field research that emphasizes the integration of process, outcome, and cost/benefit strategies addressing a variety of policy and program implementation questions. The area of drug court research will be highlighted, although the approach is applicable to other research areas. The approach emphasizes:

- Establishing the key policy and programmatic questions at the outset of the evaluation
- Integrating a cost approach throughout the evaluation strategy
- Focusing on key problems in program implementation and their short- and long-term cost implications
- Developing an outcome research strategy and comparison group decisions from the outset of the evaluation, with a focus on short- and long-term cost implications to criminal justice and judicial systems

The presenter will draw upon past and current experiences in drug court evaluation and other criminal justice programs.

Conducting Outcome Evaluations for Small Criminal Justice Programs, **Arthur H. Garrison.** This presentation discusses how small criminal justice programs can be evaluated without large expenditures of money or disruption in program operations. Due to their small budget or scope, many criminal justice programs are not considered for outcome or process evaluations. Yet many of the best ideas and programs are, in fact, those that are considered too small for review. This presentation will provide advice on how small programs can provide valuable information to the criminal justice community. Examples of evaluations of small programs will be provided.

Improving Evaluation through Collaboration, **John T. Kirkpatrick and Donald A. Lund.** Criminal justice professionals and policy makers increasingly depend upon strong evaluation and assessment tools for decisions on priorities and resource allocation. Moreover, they want meaningful evaluations that are timely, readable, and affordable. Typically, the basic research community at universities and colleges have not been "players" in the criminal justice applied research market largely because their research reports are not timely, readable, accessible, or affordable. This divide between the applied and research communities has not served the interests of either community.

Drawing upon shared experience at Justiceworks, this presentation identifies obstacles to effective evaluation research. It also presents one model of improving evaluation research through a collaborative process of problem identification, evaluation design, and presentation of findings. The collaborative model of evaluation relies heavily upon leveraging resources from multiple revenue streams.

Recent Findings from the Program of Research on the Causes and Correlates of Delinquency

Who Goes to Prison? **David Huizinga and Amanda Elliott.** This presentation examines the child, adolescent, and young adult characteristics of individuals who as young adults were convicted and sentenced to prison. The demographic and personal characteristics as well as the delinquent and criminal behavior of those incarcerated in prison are compared with the characteristics and behavior of other delinquent and non-delinquent individuals who are not incarcerated. The purpose of these comparisons is to identify demographic and developmental precursors to justice system processing and eventual sentencing to more severe sanctions. The data used come from the Denver Youth Survey, a 12-year longitudinal study covering the ages 7 to 26.

From Child to Murderer, **Rolf Loeber, Anne Crawford, David P. Farrington, and Magda Stouthamer-Loeber.** This is one of the first prospective studies on children who eventually commit homicide. Nineteen convicted murderers are part of the Pittsburgh Youth Study, a longitudinal study on the development of delinquency and substance use in 1,517 boys. Participants came from the public schools in Pittsburgh and have been regularly followed up since childhood and adolescence. The murderers are compared to other males who have committed violence but not murder in order to examine earlier factors that may be unique for murderers. Included in the factors are early problem behaviors as noted by parents and teachers, educational problems, family factors, peer factors, and neighborhood characteristics. Intervention and policy implications of the results are discussed.

Developmental Issues in the Impact of Child Maltreatment on Later Delinquency and Drug Use: Reconsidering the Strength and Boundaries of the Relationship, **Terence P. Thornberry, Timothy O. Ireland, Carolyn A. Smith.** A growing body of research suggests that there is a link between childhood maltreatment and later involvement in delinquency and crime. Prior studies, however, have not clearly identified the developmental stages during which the maltreatment occurred and, therefore, do not separate childhood maltreatment from maltreatment that begins in childhood and persists into adolescence. Because of this, issues of temporal order and of the long-term consequences of maltreatment that occur in childhood are ambiguous. The present investigation uses longitudinal data from the Rochester Youth Development Study to examine the varying impact of childhood-only, adolescence-only, and persistent maltreatment on later involvement in delinquency and drug use. The results indicate that the developmental stage during which the maltreatment occurs makes a difference in these outcomes.

Evaluating Treatment Components of Criminal Justice Programs

Survivors/Perpetrators of Violence: A Hospital-Based Pilot Prevention Program, **Carnell Cooper and Dawn Eslinger.** The goal of this project is to implement a culturally relevant hospital-based intervention program for survivors of violent trauma that will (1) reduce crime, (2) provide community links for a lifetime of intervention, and (3) gain a better understanding of factors associated with victimization.

Patients who qualify for this program are evaluated in the hospital and enrolled in a violence prevention program. An intensive effort to review the risk factors that made them victims of violent trauma is addressed. A parole/probation agent who is assigned to the University of Maryland Shock Trauma Center supervises each client and assists in his or her treatment plan. Substance abuse, parole and probation, conflict resolution, and employment are just some of the many factors that will be analyzed. By using resources already available within the community, long-term follow-up will be established. A comparison non-intervention group is offered the usual referral services and followed. The intervention and non-intervention groups will be compared when the project is completed.

Evaluating Treatment Components of Criminal Justice Programs, **Jerry M. Hatfield**. Although many of the same principles apply to both, it is important to distinguish between program evaluation and treatment evaluation. Typically, treatment is one component of criminal justice system programs. This presentation assumes a narrow view of treatment, defining "treatment" as any intervention or action prescribed by a qualified mental health professional that is intended to raise a client's general level of functioning. The primary key in evaluating treatment also provides for good program evaluation: Clearly define what the activity is that you wish to examine. The presentation will include a matrix, "Sample Performance Measures for Treatment," which lists a step-by-step analysis of what "treatment" usually is. The list provides an example of how treatment components should be analyzed and described.

The performance measures may be assessed in either a dichotomous or incremental way. Most goals (program or treatment) experience some degree of successful achievement; most descriptive evaluations will attempt to capture and describe this partial goal attainment. An example of this type of measurement will be provided in a "General Level of Functioning Assessment Matrix."

Process measurement examines how the chosen implementation strategies impacted on the ultimate outcome of the program. It assumes that a variety of strategies were examined, and that some were chosen over others for good reasons. This consideration of alternative strategies is the key to a thorough program planning process, since if a selected strategy does not work, another may be substituted. The "Sample Performance Measures" matrix lists a number of alternative strategies (or pathways). When constructing performance measures, it is often helpful to interview someone who is experienced in a job function, asking them exactly what they do in order to do their job. This helps concrete definition of process and outcome goals.

Evaluation of Selected Community Corrections Programs in Alaska, Idaho, and Montana, **Cathy Kendall.** This presentation reports the results of "detention alternative" programs being implemented in Montana, Idaho and Alaska. These programs provide alternatives to prevent detention, jail, and prison for offenders who pose no danger to the community. The comparative, multi-site research design recognized that each state adapted the program to meet specific needs, but the objectives of each provided the necessary continuity to address the following research areas: (1) success of minimizing the use of secure detention by establishing a system for assessing offender needs, provision of substance abuse treatment, and monitoring offenders in community placement; (2) ability to interrupt the cycle of repeat offenses through intervention services targeted to the specific needs of the offender; and (3) identifying

and documenting innovation within the alternative detention programs which best met the needs of specific local situations.

Evaluation of Victim Services

Victim Needs and Victim Assistance: A National Study, **Ellen Brickman.** This presentation will report on the design of a national study of the needs and help-seeking behaviors of crime victims. The study goals and objectives are to identify the material and psychological needs of crime victims; how victims use formal and informal support systems and what factors affect help-seeking and receipt of services; the relationship between local context of service delivery, victim help-seeking, and the satisfaction of victim needs; and how service utilization relates to awareness, claiming, and receiving of victim rights.

This study builds on existing research on victim needs and help-seeking, but is innovative in its focus on support systems other than victim assistance programs, as well as its emphasis on how different service delivery models relate to victims' decisions about service utilization. While the last several decades have seen a proliferation of services available to victims, research from national surveys and other studies suggest that the vast majority of crime victims do not use victim assistance programs. One of the major tasks for the victim service community is to identify who these victims are, why they do not seek help, and what can be done to ensure that their needs are met.

This study will gather empirical data from large numbers of diverse victims. The study includes a telephone survey of 2000 victims (with equal numbers of burglary, robbery, non-domestic assault, and domestic violence victims), a contextual analysis of service delivery to victims; and focus groups and individual interviews with victims. The research will be conducted at two urban, two rural, and two suburban sites. At each site, a sample of victims selected from police and court records will be surveyed by telephone and asked about the issues noted above. The contextual analysis at each site will examine the range of services available to victims, the nature and strength of referral networks between programs, and how these relate to service utilization. Focus groups, individual interviews, and small-scale surveys will be used to enhance understanding of why some victims seek services while others do not, and how services can better meet the needs of specific groups of victims. While data collection has not yet begun, this presentation will describe the study design in detail and address some of the methodological issues encountered in conducting research in this area.

Evaluability Assessment: A Critical First Step to Program Evaluation, **Heather J. Clawson.** Before a decision is made to evaluate or not evaluate a program, it is important that a thorough evaluability assessment be conducted. Such an assessment can provide funders, policy makers, service providers, and other key stakeholders with information about a program's evaluation "readiness" or the feasibility of conducting an evaluation of a given program. An evaluability assessment can provide data on the current implementation status of a program; identify barriers to program operation; uncover program goals and objectives; determine logical links between program activities, outcomes, and impacts; assess availability of data (process and outcome); determine reliability and validity of existing data; and inform a decision on the most appropriate design (e.g., experimental, longitudinal, comparative study) for evaluating the program, given the variety of constraints facing most evaluations (e.g., political, ethical,

methodological, temporal, financial, and human). Most importantly, an evaluability assessment can help determine the probability that meaningful answers to important research questions can be obtained from investing in an evaluation of the program.

The importance of investing in an evaluability assessment of a program or project will be explored in this presentation. Information on how to conduct an evaluability assessment, the types of questions to explore, and uses and implications of findings will be discussed. The recent evaluability assessment conducted for the National Institute of Justice of the Victim Services 2000 Project sponsored by the Office for Victims of Crime will be used to demonstrate why an evaluability assessment is a critical first step to any evaluation.

National Evaluation of VOCA-Funded State Compensation and Assistance Programs: Findings from a National Survey of State Administrators, **Lisa Newmark.** The Urban Institute and the San Diego Association of Governments (SANDAG) are conducting a national evaluation of VOCA-funded state victim compensation and assistance programs. The evaluation is collecting data from various types of stakeholders, including state administrators; local service providers; advocates, advisory board members, and others who provide input on program administration; and victims who have applied for compensation or received services from VOCA-funded local providers.

A national survey of all state compensation and assistance administrators, to assess current policy and practice issues, has been completed. This information, along with current issues in federal funding, will be compared with past research and recommendations for best practices to assess the status of program administration and offer recommendations for further developments.

Workshop: Applying Cost-Effectiveness and Cost-Benefit Tools to Interventions in the Field

Measuring Costs, Cost-Benefits, and Cost-Effectiveness: Using NIDA's Manual, **Peter J. Delaney and Brian T. Yates.** Cost? procedure? process? outcome analysis (CPPOA) is offered as a tool for systematically managing and improving both the outcomes of social work and the costs of social work. Definitions will be provided for cost analysis (CA), cost-effectiveness analysis (CEA), cost-benefit analysis (CBA), and (CPPOA); brief examples of CA, CEA, CBA, and CPPOA will be provided; and advantages of CPPOA over traditional cost-related analyses will be described. CPPOA conceptualizes, collects, and analyses data on program operations to examine the strength of relationships that are supposed to exist between the following:

(1)   Treatment program and community *resources* (e.g., personnel, space, furniture, equipment, supplies, vendor services, volunteer time);
(2)   Treatment program and community *procedures* (e.g., interview simulations and role-playing, resume preparation, support groups operated by members of the community);
(3)   Bio-psycho-social *processes* (e.g., reduced anxiety and depression, movement to appropriate state of readiness to change, expectancies of being able to spontaneously answer questions in a job interview, changes in neurophysiology); and

(4)   Monetary and non-monetary *outcomes* (e.g., maintaining cessation of substance use, getting interviews, getting and keeping jobs, reduced use of social, health, and criminal justice services).

The application of CPPOA will be illustrated with two case studies, one for a drug-abusing client and one for a therapeutic community program. Objective and subjective data will be used in these illustrations. Specific methods will be provided for measuring costs, and for allocating direct and indirect service costs and overhead expenditures using three types of spreadsheets: resource use, cost per unit resource, and resource cost. The case- and program-level examples will show how CPPOA can suggest program modifications that could increase outcome attainment while potentially reducing costs. A strategy for minimizing costs of CPPOA will be suggested as well.

A manual based on applying CPPOA to measuring and improving the cost, cost-effectiveness, and cost-benefit of drug treatment programs has been published in both paper and Internet formats. The manual includes timelines for implementation and information for collecting required data, getting support, and conducting analyses. Sample spreadsheets and graphs are provided.

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

Issues in Research on Racial Profiling

***Street Stops and Broken Windows: Terry, Race, and Disorder in New York City*, Jeffrey Fagan.** This presentation analyzes variation in stop and frisk (S/F) activity across neighborhoods in New York City in 1998. "Broken windows" theories of physical and social disorder suggest that neighborhoods with greater concentrations of physical and social disorder should evidence higher S/F activity, especially for quality-of-life crimes. However, while disorder theory informs quality-of-life policing strategies, patterns of S/F activity suggest that neighborhood characteristics such as poverty and social disorganization are competing predictors of race- and crime-specific stops. Accordingly, neighborhood correlates of "street stop" activity offer evidence of competing assumptions and meanings of policing strategy. In addition, neighborhood variation in the rate at which street stops meet *Terry* standards (of reasonable suspicion) provides additional perspective on the social and strategic meanings of policing. The paper also discusses methodological issues in the analysis of street stops, and concludes with implications of S/F strategies for crime control and social norms.

***Urban Benchmarks in Racial Profiling,* John Lamberth.** The first step in deciding whether racial profiling is occurring is to determine how many motorists/bicyclists/pedestrians are being stopped. The methodology for this task, while it has some pitfalls, is comparatively straight forward. The second step in the racial profiling equation is to determine the appropriate comparison number. In the New Jersey litigation, that comparison number or "benchmark" was the percentage of African American motorists on the New Jersey Turnpike violating traffic laws. The issue facing most police departments today is to develop an appropriate benchmark in urban areas. The technique used in New Jersey of counting cars on the roadways is prohibitively expensive in urban areas where there are many miles of streets that are quite distinct in traffic patterns. However, if there is no benchmark against which to compare stop data, then the stop data are uninterpretable.

One approach is to develop urban benchmarks based on the population of the area. Of course, population figures are readily available but they do not accurately reflect the motoring public population. For example, we know that 21 percent of African American households have no vehicle; and that whites take an average of 4.4 vehicle trips daily, while African Americans take only 3.9 daily. These data come from the National Personal Transportation Survey done every five years by the Federal Highway Administration of the U.S. Department of Transportation. Ideas for the development of benchmarks for cities will be discussed, but until we know exactly how to incorporate these figures into census data, it is not possible to develop benchmarks for an entire urban area. Selective benchmarks are the best solution in the interim period. These are developed by selecting high traffic stop areas of cities, using street motorist counting, and comparing the populations of relatively small sections of a jurisdiction with appropriate groups experiencing stops, or a combination of the two. The development of selective benchmarks will be discussed, with concrete examples of the techniques used and problems encountered when using them.

Racial Profiling Data Collection: Promising Practices, **Deborah A. Ramirez.** The problem of racial profiling is complex and multi-faceted. In response to allegations of racial profiling, a number of state and local jurisdictions have begun to track the race, ethnicity, and gender of individuals who are stopped and/or searched by police officers. In order to identify promising data collection strategies, five jurisdictions were chosen as models for examining the design and implementation of comprehensive traffic stop data collection procedures. The selected jurisdictions are San Jose, which has designed a simple letter-code system allowing information to be collected via radio or by computer; San Diego, which uses an on-line data collection system; North Carolina, which was the first state to collect data on traffic stops pursuant to state legislation; England, which uses a paper-based system to collect information on both traffic and pedestrian stops and searches; and New Jersey, which is collecting information on traffic stops pursuant to a consent decree with the U.S. Department of Justice (DOJ). This research focused on the feasibility of implementing different data collection systems and examined how local jurisdictions have overcome many common challenges. The information from these case studies has been organized into a "Promising Practices" guide that will be distributed by DOJ to aid local and state law enforcement in the process of designing data collection systems.

Method and Data in Racial Profiling Research: The North Carolina Highway Traffic Study, **Matthew Zingraff, William Smith, Donald Tomaskovic-Devey, Harvey McMurray, Robert Fenlon, Marcy Mason, Patricia Warren, Cynthia Wright, Cheri Chambers.** This research is intended to answer the following questions: (1) Do North Carolina State Highway Patrol officers stop minorities at higher rates than whites? (2) Are minorities at risk of citations, written warnings, and searches at higher rates than whites? (3) What factors motivate highway stops and outcomes? (4) How do ethnic minorities experience and interpret highway stops? To the extent that these research questions are answered, findings can inform public policy, law enforcement training, and citizen outreach. A multi-method approach is being pursued to answer these questions. In addition to thorough analyses of all official citation, written warning, and search data for calendar years 1998 and 2000, the research is examining data collected on all calendar year 2000 stops made by state highway patrol officers as required by NC Senate Bill 76.

These latter data capture those instances where a motorist is stopped and verbally warned or "stopped and released" without a citation, written warning, or search. A statewide citizen survey, citizen focus groups, and patrol officer focus groups are being used to address the experiences of motorists, to create estimates of driving activity and behavior, to better understand what patrol officers do, and to examine how motorists interpret motor vehicle stops. Essential to racial profiling research, the researchers are taking extreme care to produce appropriate baseline comparisons for driving behavior in order to establish how much of the racial/ethnic disparity in stops and outcomes is a function of driving behavior and how much is a function of trooper response (individual and organizational) to the race or ethnicity of drivers.

Discussion Panel: Operation Safe Streets—Changing the Paradigm in Law Enforcement

Operation Safe Streets—Changing the Paradigm in Law Enforcement, **James Kane, Michael Boykin, Timothy J. Brandau, Arthur Garrison, Joseph Paesani, William J. Stewart, III.** The panelists will discuss the history and the challenges in forming partnerships between youth and adult probation officers and police officers to reduce crime. They will discuss the effects of Operation Safe Streets, a law enforcement partnership program that has been in effect for three years and has been credited with reducing the number of shootings in the city of Wilmington by 47 percent. They will also provide advice on how similar partnerships can be formed in other jurisdictions.

Drug Court Evaluations

Findings from the Portland and Las Vegas Retrospectives: Utility of a Drug Court Typology, **John Goldkamp.** This presentation presents selected findings from the retrospective evaluations of the Portland and Las Vegas drug courts funded under NIJ's Drug Court Evaluation Initiative. The research was organized using the conceptual framework of a drug court typology and placed findings within critical dimensions of that typology. In addition, the research sought to consider the findings in the context of the larger environment and changes over time.

Case Studies and Impact Evaluations of the Pensacola and Kansas City Drug Courts **Linda Truitt, W.M. Rhodes, A.M. Seeherman, K. Carrigan, and P. Finn.** Abt Associates Inc. received a National Institute of Justice grant to evaluate adult treatment drug court programs, in two phases, at sites in Escambia County (Pensacola, Florida) and Jackson County (Kansas City, Missouri). Phase I of the evaluation is retrospective and involves case studies and impact evaluations. Phase II will recruit contemporary participants for a prospective study to monitor alcohol and other drug use relapse and criminal recidivism over 12 months. This presentation will summarize findings from Phase I.

The researchers first reviewed program development, key components, roles, resources, and case flow since the drug courts began in 1993. Extant data did not support detailed assessments of sanctioning, treatment participation, or drug testing in either site, but some of the lessons learned were documented. Both drug court programs modified case screening, outpatient treatment delivery, and various policies and practices in response to participant needs and other

concerns. These decisions pertain to law enforcement and other political support, staff cooperation, court disposition, and supervision and sanctions in the criminal justice system.

Survival analysis was used to assess the effects of the drug court programs on criminal recidivism measured as probability of, and time to, first re-arrest. A 24-month follow-up period was used. To reduce threats to validity (like selection bias) that would weaken the utility of the results, the evaluation uses instrumental variable techniques to compare time to first re-arrest for two consistently defined groups of defendants with similar criminal histories: those arrested before the drug court started versus those arrested since then (including drug court participants and non-participants). Results showed that males have a higher probability of recidivism than females in Pensacola. For both programs, recidivism rates are higher for Blacks (compared to Whites), lower among older offenders, and higher for offenders with more serious criminal histories. The findings imply that participation in the Pensacola drug court reduces recidivism for new felonies; it does not affect recidivism defined as any re-arrest (either a felony or misdemeanor) nor the timing of re-arrest. Probability of recidivism falls and the time to re-arrest increases with participation in the Kansas City drug court; these relationships hold for both new felonies and misdemeanors.

Drug Courts: A National Evaluation, **Susan Turner.** Over the past decade, drug courts have become popular across the country as innovative programs for drug-involved offenders. The federal Drug Court Program Office (DCPO) has provided financial support for many of these programs in their design, implementation, and enhancement. In 1998, RAND was awarded a grant by the National Institute of Justice with funds provided by DCPO to examine the "evaluability" of 14 drug court programs funded by the DCPO, as well as develop a typology of drug court programs more generally. This presentation focuses on the typology development. It will first describe existing approaches to the description of drug court structure and process and argue that a new approach is needed. To address that need, a conceptual framework of five drug court dimensions is proposed: leverage, population severity, program intensity, predictability, and rehabilitation emphasis. These dimensions, each of which can be scored on a range from low to high, lend themselves to a systematic set of hypotheses regarding the effects of structure and process on drug court outcomes. Finally, quantitative and qualitative methods are proposed for identifying such effects.

Building Evaluation Capacity at State and Local Levels: Ten Years of Progress

Capacity Building for Assessing Local Initiatives: Keep It Simple, **Kelly Dedel Johnson.** Over the past 12 months, the Institute on Crime, Justice and Corrections has provided technical assistance to the 31 programs funded under BJA's FY 1998 Open Solicitation Discretionary Grant Program. The goal of this technical assistance is to provide guidance and expertise in developing and implementing a comprehensive assessment plan. Using examples from current programs, the challenges and successes of the local assessment efforts will be discussed.

Provided with funds for "innovative programming in criminal justice," the grantees span the country geographically and cover a huge diversity of topics in the field. While each of the programs is different in its target population, local political influences, and level of sophistication, common themes highlight the need for *simplicity* in assessing short-term grants.

Common issues among the grantees who contracted with local evaluators to implement their assessment plans include frequency of contact and feedback, compatibility of research goals, and reliance on research expertise. The approximately one-third of grantees that are not receiving assistance from local resources have uniformly struggled to create practical data collection instruments and prepare data for meaningful analysis. Overall, programs have been challenged by typical process-related issues such as small sample sizes, vague interventions, and outcome measures that are not logically consistent with the type of intervention.

Programs with successful assessment strategies shared several elements. These programs developed practical data collection instruments and assigned responsibility for their completion at the outset of the grant period. Interagency agreements provided access to baseline and follow-up criminal justice data, which permitted an assessment of short-term outcomes. Many programs chose not to focus on traditional systemic outcome measures (e.g., recidivism, crime rates) in favor of intermediate outcomes that occur at the programmatic level (e.g., level of involvement in cultural activities, number of children removed from dangerous situations). Most importantly, successful assessment strategies were pragmatic, simple, and achievable, given the short time-frame and limited resources often inherent in local initiatives.

Frugal Evaluation: Capacity Building and Partnerships, **Michael G. Maxfield.** Recent writing in the U.S. and England recognizes the limits of formal evaluation models based on traditional social science research designs. Instead, evaluators are urged to embrace a perspective described by Ray Pawson and Nick Tilley as "scientific realism." The distinguishing feature of scientific realism centers on understanding highly disaggregated interventions in their field context. Understanding disaggregated interventions in context enhances internal validity, and cumulating small scale evaluations over a variety of settings strengthens external validity. Frugal evaluation methods draw on the rigor and professional credibility of scientific realism, while recognizing the needs and constraints of decision makers. Frugal evaluation adapts social science tools as needed to examine policy interventions; often this can be done at low cost.

Scientific realism is just the ticket for evaluating the large numbers of diverse activities funded under the 1994 crime bill. Grants for thousands of small projects implemented by a host of public and private organizations are coupled with requirements that project interventions be evaluated. This seems great for learning "what works," but is frustrating for policy makers who assume that evaluation experts and cumbersome, costly designs are necessary. While a Visiting Fellow at the National Institute of Justice, Michael Maxfield developed the concept of frugal evaluation. When expert assistance is needed, a variety of low-cost partnerships can enhance the quality and credibility of evaluation.

State Evaluation Development Program: Accomplishments and Lessons Learned, **Roger K. Przybylski.** In the latter 1980s, the federal government began a major spending initiative designed to help state and local government control violent and drug-related crime, improve operations, and build coordination and cooperation among components of the justice system. Evaluation of funded programs was an important component of the initiative, and building evaluation capacity at the state and local level was a key strategy to demonstrate the merit of evaluation and generate meaningful evaluation research. This presentation will trace the work and accomplishments of the State Evaluation Development Program, a targeted effort to build state and local evaluation capacity, model best practices, and document programs that

work. Emphasis will be placed on lessons learned for evaluation practice and the critical need to focus on utility for policy and practice.

Promising Results on Preventing and Controlling Juvenile Violence

Improving School Attendance among Students with Attendance Problems: Results of the First Year of the School Attendance Initiative, **Jimmy D. Brown, Helen Tesselaar, Mike Stark.** The School Attendance Initiative (SAI) is a system-wide expansion of a Byrne-funded demonstration project designed to reduce truancy among students with attendance problems. The intervention, implemented in grades K-9 in Multnomah County (Portland) Oregon, consists outreach to families, attendance monitoring, and provision of wrap-around services. SAI is a joint effort of local school districts, the county department of juvenile justice, and community-based organizations. Students are eligible for SAI if they are age 15 or younger, are absent at least three days within any three consecutive weeks, and are referred by their school.

During the first year (1998-99)**,** 126 of 130 targeted schools referred 4,651 students to the project. Referrals were highest for the lower (K-3) and higher (6-9) grades, with the largest number of referrals among 9th graders (n=921). Referred students were 52 percent female; 61 percent Caucasian, 18 percent African American, 13 percent Hispanic, 4 percent Native American, and 4 percent Asian American. SAI students did less well than others on standard achievement tests in reading and math, and 10 percent of the students or their families had a history of referral to Juvenile Court.

Outcome analyses show significant improvement in referred students' attendance (mean attendance was 73 percent in 45 school days before the SAI intervention and 83 percent in 45 school days afterwards). Using 90 percent attendance as a measure of adequate attendance, only 3 percent of referred students were attending at least 90 percent of the time before the intervention, while 36 percent were attending at that level afterwards. Elementary school students, those with greater pre-referral absences, and those served by one intervention team improved more than others. Student gender and ethnicity were not associated with outcomes.

Improvement in attendance between students who received the intervention within 2 days of referral was also compared to those who received the intervention after a 30-day delay. While attendance improved for both groups in the 30 days after referral, attendance improved significantly more for those receiving an immediate intervention (70 percent to 81 percent attendance) compared to those who did not (67 percent to 72 percent). Moreover, the students in the delayed condition improved significantly (72 percent to 83 percent) in the 30 days after contact with the intervention staff.

Developmental Analysis of Juvenile Day Treatment Centers, **James Klopovic.** Juvenile day treatment is emerging as a popular community-based alternative for court involved youth. Growth proceeds without detailing *why* local government should consider it and *how* to go about successful program development and implementation. This presentation will outline emerging effective practices in juvenile day treatment based on a multi-site review of programs in several states. Three pilot programs in North Carolina will also be examined in light of lessons learned from their experiences. The results of this study and the descriptive model of juvenile day treatment centers has become available in the fall of 1999.

Hate Crimes Prevention: A Preliminary Evaluation of the Maine Civil Rights Teams Project, **William K. Preble.** In this session, Dr. William Preble will discuss the Maine Civil Rights Teams Project, its goals and use of a student leadership model to promote change in school culture and social climate as a means by which to address hate language, harassment, threats, and violence towards groups protected by the Maine Civil Rights Act.

The presentation discusses the results of a pilot program evaluation, which is now being replicated in 30 Maine schools. Sampling and data collection techniques will be discussed. Research questions addressed though the study will be examined, along with conclusions and recommendations.

Children's Exposure to Lead: Research, Practice, and Policy

Identifying High Risk Areas for Lead Exposure: A Case Study, **Elizabeth R. Groff and Maureen O'Connell.** Exposure to lead has been linked with developmental and behavioral problems in children. This research explores the potential of geographic information systems (GIS) to identify high risk areas that can then be used to inform prevention efforts. The spatial pattern of high blood lead cases is being examined, and the locations of those cases are being used to test the predictive ability of a model. Specifically, the model includes individual and community level characteristics that predict risk of lead exposure of children under age six.

Paradox of Lead Poisoning Prevention, **Bruce P. Lanphear.** Subclinical lead toxicity, defined as a blood lead concentration of 10 micrograms per deciliter (μg/dL) or higher, is estimated to affect one in every 20 U.S. children. The preponderance of studies demonstrate deleterious and irreversible effects of low-level lead exposure on brain function, such as lowered intelligence, diminished school performance, and aggressive behavior, especially from exposures that occur in early life. Moreover, there is increasing evidence that adverse neurobehavioral effects occur below 10 μg/dL, the level currently defined as acceptable by the U.S. Public Health Service. The results of existing research argue that efforts to prevent neurocognitive impairment associated with lead exposure should emphasize primary prevention—the elimination of residential lead hazards before a child is unduly exposed. This contrasts, paradoxically, with current practices and policies that rely almost exclusively on reducing exposure to residential lead hazards only after a child has been unduly exposed. Despite a strong federal commitment to children's health, it is unlikely that EPA's final residential lead standards will adequately protect urban children from undue lead exposure, especially children who are impoverished. For too long, policy decisions about lead poisoning prevention have ultimately favored the lead industry or short-term economic considerations over children's health. The presentation will conclude with an outline of a comprehensive strategy for the primary prevention of childhood lead poisoning.

Adjudicated Delinquency and Lead Poisoning, **Herbert L. Needleman.** Lead exposure shares many risk factors with delinquent behavior, and bone lead levels have been shown to be related to self-reports of delinquent acts. This case control study in Allegheny County, Pennsylvania, was designed to evaluate the association between lead exposure, as reflected in bone lead levels, and adjudicated delinquency, and to estimate the population attributable risk for lead-induced delinquency. Study participants were 216 youth adjudicated as delinquent by the

Juvenile Court of Allegheny County and 201 non-delinquent high school students in the city of Pittsburgh. The main outcome measures were the odds ratios for delinquent status as defined by arrest and court trial, given elevated bone lead level ($\geq$25 ppm). The results showed a significantly higher mean concentration of lead in the bones of adjudicated delinquents than in the bones of the controls. Adjustments for special co-variates by stratification in Mantel-Haenzel analyses or by entering them into logistic regression models increased the odds ratios slightly for lead. Stratification by neighborhood crime rates did not affect odds ratios. The estimate of population risk for delinquency attributable to lead was 15.6 percent and ranged from 11 percent to 37 percent. Early lead exposure is a risk factor for delinquent behavior.

Workshop: Essential Gateways to Justice Information

Essential Gateways to Justice Information, **Bill Ballweber and James Fort.** This workshop, geared for mid-level to advanced researchers and Internet users, introduces directories and other large web sites that act as gateways to segments of the World Wide Web, with a focus on crime, justice, and drug information; statistics; demographic data; news; and bibliographies.

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

New Approaches for Evaluating Multi-Jurisdictional Task Forces

Evaluation of Mult-Jurisdictional Task Forces, **David Hayeslip.** The Evaluation of the Impact of Multi-Jurisdictional Tasks Forces (MJTFs) has been funded by the National Institute of Justice for Phase I of a two-phase research project. The goal of the first phase is to develop evaluation methodologies that can be tested by Abt Associates in Phase II, and that can be ultimately used by state planning agencies and others after the end of Phase II. The development of impact measures and evaluation methodologies will focus primarily on the impacts of MJTFs on drug trafficking and drug related crime, but will also address effects on police operations and other organizations within the jurisdiction of the task forces, both within and outside the criminal justice system.

Currently an assessment is being made of what MJTF evaluations have been and are currently being used. This assessment has been done through a review of the Bureau of Justice Assistance program database on Byrne funded task forces, a review of prior drug enforcement research, a survey of state administrative agency staff, and a survey of MJTFs. Based on these activities, a preliminary impact evaluation methodology will be developed and pre-tested in three states.

This presentation will provide a summary of the State Administrative Agency (SAA) and task force surveys and an overview of the next steps in this research project.

Mult-Jurisdictional Drug Enforcement Units: Who Is Being Arrested? **Gerard F. Ramker.** This presentation will discuss a preliminary report on a BJA-funded research project comparing persons arrested by multi-jurisdictional drug enforcement units in Illinois to persons arrested by local police departments. The presentation will include an examination of aggregated data on drug arrests, admissions to Illinois prisons, admissions to drug treatment programs, monthly activity reported by multi-jurisdictional drug enforcement units, and individual-level data for a sample of persons arrested by a unit and a local police department.

Tennessee Statewide Evaluation of Multi-Jurisdictional Drug Task Forces, **Michelle Shaw.** This presentation about the statewide evaluation of multi-jurisdictional drug task forces in the State of Tennessee describes information provided to the State and feedback to the drug task forces. The evaluation was initiated by meeting with the drug task force directors to assure them that in the evaluation process, the primary goal was to gain support for the drug task force from the state legislature. The presentation describes how this process began and the current status of this evaluation.

Breaking the Cycle: Lessons Learned from Birmingham

Lessons on Implementing Systemwide Intervention for Drug Involved Offenders from the Breaking the Cycle Demonstration Program, **Adele Harrell.** This presentation will review the site-specific approaches to key components of Breaking the Cycle in Birmingham, Tacoma, and Jacksonville and present findings from the process evaluation on strategies the sites adopted, challenges they faced, and lessons for jurisdictions interested in identifying drug involved offenders and providing increased monitoring and treatment.

Some Preliminary Results from the Outcomes Analysis, **Jeffrey Merrill.** An outcomes analysis was conducted comparing the Breaking the Cycle (BTC) intervention group with a control group. The control group was drawn from a population entering the Birmingham jail approximately one year prior to initiation of the BTC intervention. Subjects for the control group were selected based upon a positive drug test and an arrest charge equivalent to one that would have made them eligible for the intervention. The control group included 192 subjects, compared to 350 in the intervention cohort. For both groups, an Addiction Severity Index (ASI) interview was conducted both at baseline and at approximately nine months. This interview provided information concerning drug and alcohol use, involvement with the legal system (recent and lifetime), physical and mental health status, and employment status and history. By looking at changes between the baseline and follow-up interviews, the researchers will be able to assess whether the intervention had an impact on the subjects along any of these dimensions, and to compare outcomes for the intervention with the control group. Combining this with MIS data from the site will also permit the researchers to look at what services might have made a difference with respect to outcomes. While these analyses are not yet completed, some preliminary results will be reported.

Innovative Approaches to Information Sharing

Largo Police Model for Responding to Domestic Violence, **Jerry Bloechle.** The Largo Police Department's Domestic Violence Internet Project combines the latest in crime scene technology with Internet technology in order to provide relevant evidence and information for prosecuting attorneys, judges, and victim advocates the very next day following arrest. Historically, domestic violence episodes have yielded a very low rate (16 percent) of actual charges made to arrestees. Using a quality customer service approach and the principles of community policing, Largo initiated a process that viewed the courts, advocates, and attorneys as

both customers and partners. The resulting Domestic Violence Project far exceeded the department's expectations.

Building an Outcome-Based Information System: Philadelphia's Program Development and Evaluation System, **Phillip W. Harris.** ProDES is an outcome-based information system that tracks every Philadelphia delinquent in the juvenile justice system and measures program outcomes, irrespective of the location of the program. Developed as a joint venture between the city's Department of Human Services (DHS), the Family Court, and the Crime and Justice Research Institute (CJRI), its primary focus is program development. That is, ProDES provides programs and the system as a whole with a continuous flow of intermediate (changes during the program) and ultimate (recidivism and community adjustment) outcome information. ProDES has been operational since January 1994 and holds more than 30,000 cases in its database.

ProDES has three objectives: (1) to facilitate the development of intervention programs for delinquent youths; (2) to facilitate planning of the entire array of delinquency services provided by the Department of Juvenile Justice Services; and (3) to facilitate the rational matching by probation officers and judges of adjudicated youths to programs that can meet their needs and the needs of the community. ProDES was chosen as a finalist from a field of 1,609 in the 1999 Innovations in American Government competition sponsored by the John F. Kennedy School of Government at Harvard University and the Ford Foundation. The American Correctional Association gave ProDES an honorable mention in its 1998 publication, *Best Practices: Excellence in Corrections*. ProDES has also been cited in recent federal and foundation publications as a model evaluation system.

PrOMIS, a companion system, tracks youths referred to DHS-funded delinquency prevention programs in the city of Philadelphia. PrOMIS, patterned after ProDES, is a joint venture between CJRI and DHS.

Problem Solving Tracking, **Colleen B. Laing.** The findings of a survey of patrol commanders in 60 large police departments across the United States will be presented. The primary findings are in the form of descriptions of problem solving tracking systems in approximately 15 cities. Additional findings include how police departments structure problem solving, how officers find time for problem solving, how (and whether) problem solving projects are assessed, structural changes created in response to problem solving, and venues for vertical communication about problem solving processes.

Transnational Organized Crime

The U.S.-Ukraine Connection: Organized Crime and the Transnational Experience, **Jay S. Albanese.** Preoccupation with "mafia-based" organized crime in the United States overlooks the changing nature of transnational organized crime, which is characterized by smaller, more fluid networks of criminals who engage in criminal activities far beyond the provision of illicit goods and services. A model is proposed that will be tested against case studies in the United States and Ukraine seeking similarities in the genesis, organization, and conduct of organized crime groups and their activities. Implications are examined for such a

model in predicting markets, businesses, and agencies at high-risk for infiltration by organized crime.

> *U.S. – Ukraine Research Partnership: Estimating the Flow of Illegal Drugs Through Ukraine*, **Mary Layne.** The proposed research will study the flow of illegal drugs through Ukraine, just one of the negative impacts of globalization on Ukraine since its independence. Ukraine has assumed increased importance as a transit corridor for narcotics destined for Western and Eastern European markets from Africa, South America, Turkey, and Asia. Numerous ports on the Black Sea, porous borders, and under-equipped law enforcement entities have made shipping narcotics through Ukraine increasingly attractive to traffickers, allowing them to circumvent stringent border controls in Western Europe. Ukrainian law enforcement entities responsible for anti-narcotics work are poorly coordinated, relatively inexperienced, understaffed, and under-funded. The U.S. Customs Service and the Drug Enforcement Administration have conducted anti-drug training programs in the areas of interdiction, border control, and money laundering; but these activities have been largely tactical. There has been no effort to measure the magnitude of amounts flowing through Ukraine. Creating a consistent yearly estimate of these amounts would be particularly valuable for measuring demand and judging the effectiveness of anti-narcotic activities.

The proposed research will estimate the magnitude of illegal drug trafficking through Ukraine and develop flow models that identify types of drugs, sources, smuggling routes, and amounts that are trafficked. Flow models can provide a consistent means to measure effectiveness of law enforcement efforts and consumption trends in relation to illegal drugs. The study will attempt to correlate such trends in drug flows and drug consumption with concepts and practice of anti-narcotic law enforcement in Ukraine. Ukrainian anti-narcotic legislation and enforcement will be analyzed critically in relation to evidence of both drug flow/consumption and available institutional resources. The research will help to establish a stronger public policy linkage between yearly estimates of drug flow/consumption and anti-narcotics efforts of the Ukrainian government.

Unique to the proposed research is the successful collaboration already established between researchers of Abt Associates and Ukrainian counterparts. The research plan reflects a fully collaborative effort.

> *Clans, Cliques, and Captured States: Transition and Organized Crime in Eastern Europe*, **Janine R. Wedel.** As we pass the ten-year mark of the beginning of "transition," it is clear that many countries of the former Soviet Union and Central and Eastern Europe have not developed the market democracies that the West had envisioned. Informal groups such as "clans," "oligarchies," and "mafia" persist amid attempts to create democracy, civil society, and market economy. These groups can crucially affect the reform processes of individual countries, as well as national and international security. An ever-growing body of literature on informal groups and networks in the region examines their roles in shaping state institutions in the context of emerging states and transnational organized crime. "Captured states"—the appropriation of the state to private individuals or bodies—come in an array of varying levels and types. Whereas the "partially appropriated state" might well describe the Polish model, the "clan-state" might more accurately identify Russia and Ukraine.

National Evaluation of the Safe Schools/Healthy Students Initiative

Conducting the Process Evaluation for the Safe Schools/Healthy Students (SS/HS) Initiative, **Phillip Graham.** The Safe Schools/Healthy Students (SS/HS) Initiative is a comprehensive, community-wide approach to promote healthy childhood development and mental health, and to address problems of school violence and drug use. The process evaluation component of the National Evaluation of SS/HS was designed to examine the impact of each site's coalition/partnership and to collect data that would describe the implementation of the initiative to complement and inform results from the outcome evaluation. This presentation will describe the strategy for and approach to collecting the process evaluation data for the SS/HS Initiative and potential impediments and challenges to collecting cross-site data.

Safe Schools/Healthy Students Initiative: A View from the Field, **Pamela Jakwerth.** In the fall of 1999, the San Francisco Unified School District (SFUSD), along with 54 other communities across the United States, was awarded funding under the federally sponsored Safe Schools/Healthy Students Initiative. The project is being run through the SFUSD School Health Programs Department, and ETR Associates is the local evaluator. A cross-site evaluation is being conducted by Research Triangle Institute (RTI). The primary intended outcomes of the SFUSD initiative are for children and youth to resist drug use, weapon carrying, and violent behavior, and for staff, parents, and youth to develop the capacity to create a safe and healthy school environment. To attain these outcomes, SFUSD will build an infrastructure and institutionalize interagency coordination that creates and sustains comprehensive school health and safety activities at all schools.

At the core of this infrastructure is the "Wellness" school. The SFUSD Health Programs Department will establish "Wellness" schools in seven high schools and ten elementary schools in the district. This infrastructure will also include the district's School Health Programs Department and child-centered agencies throughout the city. In short, the SFUSD initiative will involve developing comprehensive wellness plans, allocating resources, designing and offering education and training, establishing interagency collaboration, and holding coordination meetings. To evaluate the local impact of the Initiative, ETR has designed a context, input, process, and outcome evaluation. Qualitative and quantitative data collection methods will include surveys, interviews, focus groups, record extraction, observation, and case studies. Sources include students, parents, teachers, school and district staff, and community agency personnel. Data will provide information on individuals, schools, programs and services, meetings, professional development, technical assistance, and collaboration and communication among individuals and organizations.

This presentation will provide the local perspective of the Safe Schools/Healthy Students Initiative. An overview of the evaluation design will be provided, and the challenges of designing and conducting the evaluation will be discussed. These challenges include operationalizing abstract outcomes, working with the district on program design, responding to the unique characteristics of each site, scheduling data collection and obtaining and maintaining school-level cooperation, and managing the logistics of data collection. In addition, preliminary data on the primary health and safety needs in participating schools will be presented. Finally, the presentation will provide information on some of the unique challenges faced in coordinating local and national evaluation efforts.

Evaluating the Safe Schools/Healthy Student Initiative: Barriers and Challenges,
Pamela K. Lattimore. The Safe Schools/Healthy Students Initiative is an ambitious effort by
the U.S. Departments of Justice, Education, and Health and Human Services to provide a
comprehensive, community-wide approach to promote healthy childhood development and
mental health, and to address problems of school violence and drug use. Funding focuses on six
domains (school safety/safe school policies; education reform; alcohol, tobacco, and other drugs
(ATOD); violence prevention and intervention; early childhood; and mental health) and has been
provided to 77 school districts nationwide. This presentation will describe the overall evaluation
strategy for measuring the implementation and impact of the Initiative on school crime, violence
and ATOD use, and the provision of programs and services leading to healthy children. The
presentation will also discuss the challenges of evaluating such a comprehensive initiative.

Crime Prevention Programs in Public Housing

Evaluating a Community Policing Initiative in Philadelphia's Public Housing, **Jack R.
Greene, Alex R. Piquero, Patricia Collins.** This presentation builds upon a four-year effort at
evaluating a community policing initiative throughout Philadelphia's public housing
developments. The purpose of this initiative was to implement a series of problem solving
tactics whereby citizens and community policing officers would work in tandem to identify and
solve problems in Philadelphia's public housing. This presentation will examine several aspects
of this process, as well as perceptual data from citizens residing in the developments. In
addition, comparable data were analyzed for citizens in areas directly contiguous to public
housing developments. Implications for community policing in general and the policing of
public housing in particular will be addressed.

*Juvenile Court Truancy Reduction Program Study Abstract, Nashville, Davidson
County, Tennessee,* **Nancy Hepler.** The Metropolitan Development and Housing Agency in
Nashville, Tennessee, received a National Institute of Justice grant to study the effectiveness of
Nashville's Juvenile Court Truancy Reduction Program. The Truancy Reduction Program is a
collaboration among the public housing authority, juvenile court, metro schools, and metro
police. Evaluation results had indicated the program's success. The purpose of this study was to
confirm the evaluation results and study specific components to try to determine the contribution
each made to the success. The study will be completed by August 2000.
 The study is collecting two years' school attendance data and certain independent
variables, including prevention and treatment programs in addition to the truancy reduction
program in which the students and their parents participated. Attendance of students who
participated in the program in the first school year (1998-1999) but not in the second (1999-
2000) will be examined to determine no-treatment follow-up outcomes. The Truancy Reduction
Program has served more than 1,000 students (duplicated count) in the past two school years.
The database for the study has 539 students who participated in the program during the 1998-
1999 school year. It is anticipated that the two-year database will include approximately 750
students. Step-wise multiple regression techniques are used to examine the relationship of the
prevention and treatment programs to the outcome. Preliminary results indicate fewer students
are missing buses or suspended from bus riding, walkers are arriving safely, no shooting occurs

during arrivals/departures, and suspended students are better supervised through the juvenile court offices.

Evaluation of a Comprehensive Service-Based Intervention Strategy in Public Housing, **Denise E. Stevens.** The goal of this project is to evaluate a comprehensive service-based intervention program in a targeted public housing community in New Haven, Connecticut. The program promotes self-sufficiency and drug-free lifestyles for over 600 at-risk residents and their families. The central components of this on-site comprehensive service model include both clinical (e.g., substance abuse treatment) and non-clinical elements (e.g., extensive outreach, community organization, and job training and placement), as well as high profile police involvement. The objectives of the program include (1) increasing significantly the proportion of residents entering and completing intervention services, and (2) reducing substance-related activities and crime post-intervention. The longitudinal evaluation is both process and outcome oriented and includes a control site matched to the intervention site for age, gender, and ethnicity. The general analytic strategy involves drawing comparisons between the intervention and control site at baseline, and following implementation of the intervention at 12 and 18 months. The results at one year post-intervention demonstrate the program is having an impact on the community. The implications of these preliminary findings will be discussed in the context of using this program as a model within public housing, considering whether on-site services are efficient and cost-effective when delivered in a systematic way.

Workshop: Effective Strategies for Working with Evaluators

Getting Value from Evaluators: A Guided Discussion, **Paul D. Steele and Douglas Young.** For several years, government funding and policy making groups have placed unrelenting pressure on criminal justice administrators and private program contractors to be "accountable" for the success of programs and other intervention strategies. While administrators and contractors have come to accept the need to measure performance and outcomes, their ability to maximize the skills and potential contributions of outside evaluators, alone or in combination with their own staff, has been limited. The goal of this workshop is to discuss strategies by which effective evaluation partnerships can be created that can both aid in documenting and facilitating the refinement of program efficiency and outcomes. This is an interactive workshop, in which the experiences of the presenters and attendees will be used to explore the roles that evaluators can play at different stages of system and program development. The importance of engaging and using evaluators from the earliest stages of planning and implementation will be discussed. The workshop will also address the utility of collaborating with evaluators in devising action plans to improve performance, and the critical but rather narrow role outside evaluators play in conducting rigorous impact evaluations. Strategies for building in-house capacity to perform evaluation functions will also be discussed.

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

New Problem Solving Paradigms

Strategic Approaches to Community Safety Initiative (SACSI): Integration of Research into Public Safety Problem Solving Processes, **James R. Coldren, Jr.** The National Assessment of the U.S. Department of Justice's Strategic Approaches to Community Safety Initiative (SACSI) includes process and impact evaluation components, with research ongoing in five U.S. cities: New Haven, Winston-Salem, Indianapolis, Memphis, and Portland. The process evaluation component focuses on the utilization of research and data as well as on the integration of research partners into multi-agency, collaborative, crime problem solving teams. This presentation focuses on how the SACSI sites build collaborative problem solving teams, the integration of research partners into SACSI decision making processes, and most importantly, the challenges to successful integration of research partners into problem solving teams.

CompStat and Organizational Change: A National Assessment, **Rosann Greenspan, Stephen Mastrofski, Ann Marie McNally, David Weisburd.** CompStat is an innovation in police organization that combines state-of-the-art management principles with cutting edge crime analysis and geographic information systems technology. This assessment is identifying the central elements of CompStat that are emerging in the broader framework of strategic problem solving: mission clarification; geographic organization of operational command; data-driven analysis of problems and assessment of the department's problem solving efforts; organizational flexibility; internal accountability; and external accountability.

In this study, the researchers will (1) provide a national profile of CompStat in American police agencies; (2) describe emerging patterns and identify varieties, if any; and (3) provide an in-depth process evaluation of model programs that illuminates how CompStat and strategic problem solving actually work at all levels of the organization. This presentation will report on the first stage of the three-stage national assessment—a national survey examining what local police departments are doing and planning concerning the various elements of CompStat. The survey provides a first national view of the use of CompStat and CompStat-like programs and provides a portrait of the nature of such programs as they are being implemented by diverse types of police agencies.

COMPASS: The Process of Innovation and the Politics of Accepting Money, **Michael R. Pendleton.** COMPASS (Community, Mapping, Planning, and Analysis for Safety Strategies), a new criminal justice initiative that involves multiple policy partners, diverse data sources, and strategic analysis and interventions, is providing early lessons in the process of innovation. This NIJ pilot project has been launched in Seattle, Washington, in the wake of the World Trade Organization demonstrations and the subsequent change in leadership in the Seattle Police Department. As part of the pilot initiative, a qualitative study to document the process of innovation is quickly yielding interesting lessons in the politics of innovation. Normally a routine city council procedure, the process of formally accepting the project launched an intense discussion over citizen privacy and data status/ownership, and ultimately was the vehicle for a dramatic change in leadership in the COMPASS project. Early lessons to be discussed include the subtle but profound distinctions between "technical vs. research" data, the importance of

positive relationships between funder and recipient, the community/political context of innovation, and the solutions to challenges that threatened the project before its birth. Next steps in the process will also be discussed.

Evaluation of Local Weed and Seed Programs

Savannah, Georgia, Weed and Seed Evaluation, **Michelle M. Johnson.** This evaluation was conducted to compare the Savannah Weed and Seed efforts from 1997 to 1999 with the two preceding years of the program. Baseline data for this comparison were provided by a previous program evaluation conducted by the College of Charleston in September 1997. The present evaluation employed three sources of information to arrive at the findings: (1) a household survey of a randomized sample of residents in the Savannah Weed and Seed area; (2) a survey of police officers participating in the weed portion of the program along with Weed and Seed committee meeting minutes and quarterly reports; and (3) reported crime incident data from the target area and from the city of Savannah. The household survey, conducted over a period of 45 days, obtained a sample of 341 respondents. More than 20 law enforcement officers were surveyed, including managerial personnel from the two agencies and the Savannah Weed and Seed office. Crime data from 1996 to 1999 was collected and analyzed. One of the interesting aspects of the evaluation was looking at the difference in responses and crime statistics in light of decreased federal funding for the Weed and Seed area, which resulted in decreased law enforcement resources.

Weed and Seed Project in Des Moines, Iowa, **Richard Moore.** Des Moines, Iowa, was recognized as a Weed and Seed site in December 1995. The evaluation of the Weed and Seed project was conducted by the Child and Family Policy Center, a local research organization, in collaboration with the Iowa Statistical Analysis Center. Through a variety of methods including structured interviews, focus groups, town meetings, content analysis of community planning and program documents, and examination of demographic and law enforcement data, the evaluation was structured primarily as a retrospective examination of the original intent and focus of the project and a review of how the project has changed over time. Findings of this evaluation validated the perception that sustaining momentum for a broad-based community plan is often difficult as issues, people, and priorities change.

Evaluation of Albuquerque, New Mexico, Weed and Seed Sites: Trumbull and La Mesa Neighborhoods, **Shannon Morrison.** A number of criminal justice programs have been implemented in the Trumbull and La Mesa neighborhoods to "weed out" violent crime, gang activity, drug use, and drug trafficking, and to restore these neighborhoods through social and economic revitalization. In particular, the Weed and Seed project manager and the neighborhood members work very closely with the Community and Prosecutions Coordinator (CPC) at the District Attorney's Office. One of the vital roles of the CPC is working with neighborhood associations to assist them in following drug offenders as they are processed through the legal system.

The primary goals of the evaluation were to examine and document the coordination efforts between the CPC and the Trumbull and La Mesa neighborhood associations and to determine whether court monitoring by neighborhood members is associated with favorable

prosecution outcomes for drug trafficking cases. Extensive interviews were conducted with active association members, and detailed information on the various facets of the relationship between the CPC and the neighborhood associations was collected. It is hoped that documentation of the coordination effort can show the strengths and weaknesses of this relationship and highlight any necessary structural changes needed. The documentation may also make available valuable information on promising practices and lessons learned. In addition, the data collected on the drug trafficking cases and their outcomes helps to determine the effectiveness of the neighborhood members' participation in the prosecution efforts.

Changes in Substance Abuse Treatment Programs for Prisoners

Evaluating Substance Abuse Treatment Programs for Prisoners: Needed Changes for Future Efforts, **Steve S. Martin and Lana D. Harrison.** Several preliminary findings from the national evaluation of Residential Substance Abuse Treatment (RSAT) for State Prisoners Program and the 13 completed local-site process evaluations point toward needed areas of change both in providing and evaluating substance abuse treatment for prisoners:

- Where significant delays in program implementation have occurred, the RSAT state survey respondents have reported difficulty locating appropriate facilities, constructing facilities, recruiting trained treatment staff, and contracting with treatment providers because of state bidding and proposal processes.
- The need of the treatment program to keep beds separate from the general prison population was compromised by the prison's need for additional general population beds.
- Structural and substantive changes occurred in some RSAT programs that were so extensive that identical treatment of participants did not occur for a significant length of time after the start of the program.
- Treatment gains in prison are frequently lost after release without aftercare programs in the community.
- Programs should not be formally evaluated until they have matured adequately, because significant delays in new program implementation cause equally significant delays and validity problems for local-site evaluation efforts.

The implications for change across these and other process findings will be discussed. Further, the implications for change in conducting evaluations of substance abuse treatment for prisoners within a practitioner/researcher partnership will be discussed.

Process Evaluation of Prison-Based Drug Treatment for Technical Parole Violators in Pennsylvania, **Rachel Porter and Douglas Young.** This presentation will discuss process findings from the first part of a three-year collaborative evaluation of the Residential Substance Abuse Treatment (RSAT) program in Pennsylvania. The RSAT program is designed specifically for technical parole violators (TPVs), a population that accounts for an increasing percentage of the state correctional population, and is the first corrections-based program targeting this group in the state. Using a collaborative interagency strategy, RSAT expands the intermediate options available to the state in addressing the substance abuse of its TPV population.

The three-phase program consists of six months of intensive treatment in a prison-based therapeutic community followed by six months of community corrections living and intensive outpatient care, and finally, six months of outpatient care while on parole. The evaluation tracks

the first 18 months of program implementation. Data was collected using two measures: the addiction severity index, which was used as a baseline instrument; and an exit interview, which was developed by project researchers and which incorporates elements of the treatment services review, the community oriented program environment scale, and instrumentation developed by researchers in the Institute of Behavioral Research at Texas Christian University. Findings include descriptive information on the experimental sample (n=160); observations and participant reports about the quantity and utility of services received and perceptions of program environment, staff, and structure; and program retention. These findings will form the foundation of a discussion about program treatment philosophy and service delivery within a correctional setting.

Evaluation of Prison-Based Drug and Alcohol Treatment in Pennsylvania: A Research Partnership, **Wayne N. Welsh and Gary Zajac.** Conducted in collaboration with the Pennsylvania Department of Corrections, this research project consisted of three stages: (1) a descriptive assessment of prison-based drug and alcohol programming (through surveys and a "mini conference" of treatment staff); (2) an intensive on-site process evaluation of drug and alcohol programs at two institutions; and (3) design of an outcome evaluation study. First, a survey of drug and alcohol treatment programs was designed and implemented at each of 24 state institutions. Surveys collected descriptive information about program content (e.g., type, duration), program staff (e.g., duties, staffing ratios), and inmates (e.g., eligibility, intake procedures). Staff completed one survey for each program (n=118). Second, in-depth, on-site assessments of drug and alcohol programming were conducted at two institutions. The researchers completed a total of 44 program observations, 18 staff interviews, 31 inmate interviews, and 5 case file reviews. Data collected from the first two stages describes the chain of critical elements that influence treatment program design, implementation, and effectiveness. This presentation will examine variations in programming and program strengths and weaknesses, and will discuss implications for program planning and outcome evaluation. In particular, accurate program descriptions are essential precursors to outcome evaluations.

Discussion Panel: Information Integration Planning Model: Toward Improved Criminal Justice Information Sharing

An Information Integration Planning Model: Toward Improved Criminal Justice Information Sharing, **Kenneth Lee Chotiner, John Firman, Paul F. Kendall, and Mark Perbix.** The International Association of Chiefs of Police (IACP), through a grant from the Bureau of Justice Assistance, has conducted an in-depth on-site analysis of how five states— Louisiana, Michigan, California, North Carolina and Colorado—approached the problem of integrating and sharing criminal justice information. From this evaluation, IACP has developed an innovative Information Integration Planning Model for use by states, counties, and cities, to approach integration in a cost-effective and successful fashion. The model and the final report will be highlighted in this presentation.

Prospective Study of Serious Adolescent Offenders

***Pathways to Desistance: Measures and Methods,* Elizabeth Cauffman.** The focus of this study is on desistance from crime and the transition to adulthood in a sample of serious adolescent offenders. This transition will be affected by individual characteristics of the adolescent as well as by changes in his or her social environment. The task of this investigation will be identifying the most powerful main effects and interactions that are operating within this group of serious adolescent offenders. The factors chosen to be measured in the interviews are those that have empirical support as potentially influential factors related to this transition in late adolescence. The researchers will measure individual characteristics related to successful adaptation during this period and changes in social context likely to have a lasting impact. Background characteristics (e.g., service and sanction history), mediating factors (e.g., vocational opportunities), changes in functioning (e.g., antisocial/prosocial behavior), and involvement with interventions and sanctions during the follow-up period will be documented. Data analysis will focus on identifying subgroups of offenders and estimating the impact of life events, interventions, and sanctions on patterns of antisocial and prosocial behavior, mental health, psychological development, and social functioning. The information generated will be useful for both improving juvenile justice practice and focusing policy debate. It will provide a significant addition to the sparse empirical basis needed to construct useful risk assessment approaches for juvenile justice practitioners and judges.

***Pathways to Desistance: Sanctions and Interventions,* Jeffrey Fagan.** Evidence is sketchy regarding the relative influences of interventions, sanctions, and developmental events on outcomes for serious adolescent offenders. Meta-analyses of intervention studies have identified certain aspects of programming that appear to produce better results, but variability in the types of interventions reviewed and the necessarily broad characterization of programming in these overviews provide only limited guidance for program and policy debates about serious adolescent offenders. The purpose here is to enrich the field's understanding of how interventions, sanctions, and developmental events exert influences and interact in the lives of these adolescents.

The researchers will assess basic characteristics of the interventions and sanctions imposed on these youth. The assumption is that effective treatment is the product of treatment content and program dynamics of the intervention. As a result, descriptive information will be collected about the theoretical orientation of the program and the type of services offered. Sanctions, on the other hand, are imposed by the legal system for the purposes of incapacitation, retribution, or punishment. They are not meant to be rehabilitative, although some argue that they can promote positive rehabilitative activities. Basic characteristics of the sanctioning environment may have a deterrent or other effect. Researchers hypothesize that the impact of any intervention on the short- and long-term functioning of the offender will be mediated by certain identifiable social psychological processes of change. These have been grouped into three categories: changes in the offender's *human capital*; changes in the offender's *social capital*; and the offender's *appraisal* of procedural justice and legitimacy of law (beliefs about the costs and benefits of, and opportunities for, pro-social behavior). Overlapping patterns on these dimensions can be examined to identify "clusters" or types of offenders. Using these clusters, hypotheses may be tested about which sorts of interventions are effective for which sorts of offenders.

Such data will provide policy audiences with evidence about the utility of different sanctioning and processing options, a topic that is hotly debated in today's trend toward a more retributive juvenile justice process. A more refined picture of this sort should promote debate based on more on reason than rhetoric.

***Pathways to Desistance: Conceptual Framework and Research Design,* Edward P. Mulvey.** Recent debate in the juvenile justice system has focused on what to do about serious adolescent offenders. This debate is occurring, however, with little data on either (a) the patterns of desistance or escalation among serious adolescent offenders, or (b) the effects of interventions or sanctions on trajectories of offending from adolescence to adulthood. Although some studies suggest that most offenders curtail or stop antisocial behavior in late adolescence, this research tends to rely on very small samples of serious offenders or very limited measurement of antisocial behavior patterns and developmental changes during this period. The present study plans to address these issues by investigating three specific aims: (1) to identify distinct initial pathways out of juvenile justice system involvement and the characteristics of the adolescents who progress along each of these pathways; (2) to describe the role of social context and developmental changes in promoting desistance or continuation of antisocial behavior; and (3) to compare the effects of sanctions and selected interventions in altering progression along the pathways out of juvenile justice system involvement.

The Pathways to Desistance project is a multi-site longitudinal study designed to document and understand the desistance processes among serious adolescent offenders. This study will follow 1,200 serious adolescent offenders from two major metropolitan areas for three years after a court involvement. An equal number of adolescent subjects (n=600) will be drawn from each locale and will range between 14 and 17 years of age. The enrolled adolescents will be offenders with sufficiently serious charges and histories to be relevant for policy discussions, yet heterogeneous enough to provide a picture of the relative impact of interventions, sanctions, and life changes. The proposed study attempts to provide a rich picture of how serious adolescent offenders change in late adolescence and the factors that influence these patterns of change.

Workshop: Program Theory and Evaluation: The Critical Linkages

***Program Theory and Evaluation: The Critical Linkages,* Robert A. Kirchner and Roger K. Przybylski.** This workshop will present criteria and methodology to enhance evaluation designs for criminal justice programs. To produce findings and results that are useful and directly applicable for decision making is often difficult, but not impossible. If program evaluation is to be a fundamental part of effective public policy, the primary responsibility for program evaluation should rest with responsible officials. By integrating program evaluation and program administration, program managers must ensure that program evaluation functions: (1) demonstrate to the satisfaction of oversight officials the extent to which the program is effectively administered, and (2) support the program manager in producing an effectively administered program. Program managers need better methods to guide program development and to demonstrate success. Policy makers and funding sources need results that answer their questions and identify what works and where to focus future resources. Criteria are recommended that define an effectively managed program and a set of ideal conditions for

program implementation and performance. These conditions can be brought about through linkages between management direction and program logic.

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

New Approaches to Criminal Justice Research Methodology

Why We Need New Methods, and Some Ideas as to What They Might Be, **Michael D. Maltz.** The goal of statistical analysis is to find patterns in data. Most statistical methods rely on analyzing the effect of the same set of variables on the population under study. So when data are collected for analysis, most often they are put in a framework (or table) that resembles a spreadsheet: each row represents a separate individual, and each column represents a separate characteristic (or variable) that pertains to that individual. However, not all individuals in the study are affected by the same set of variables. Each individual may have his or her own individual set of relevant variables, suggesting that methods be developed that consider them individually. Moreover, lives are lived chronologically and are often best described in narrative form. These narratives usually have to be condensed, or abridged in other ways, in order to fit the data framework and permit what one might call "algorithmic analysis." The advantage of standard statistical methods is that they generate general laws that apply to all; their disadvantage is that they overlook possible causal relationships that are unique to each individual.

This presentation describes another data collection and analytic framework, one that (a) is chronological; (b) recognizes that different people may have experienced entirely different events and thus may need different "variables" to understand their behavior; (c) recognizes that, even if people experience similar events, they may have entirely different reactions to them; and (d) can be studied (and patterns inferred) using exploratory graphical analysis, which is less restrictive than algorithmic analysis. Examples of this type of analysis used in different medical and criminal justice contexts will be given, and suggested directions of research in this area will be described.

Perils of Action Research in a Politicized Environment, **Wellford W. Wilms.** The setting for this discussion is the Los Angeles Police Department (LAPD) and a four-year action research project supported under NIJ's Locally Initiated Partnerships. Researchers at UCLA and USC have collected qualitative and quantitative data on employees' perceptions on a variety of issues each year from half of the LAPD's areas. Each year the information is tabulated, analyzed, and fed back to area captains, supervisors, and chiefs in aggregate form to help them manage the department's direction. Assurances of confidentiality have been made, and so far kept, on both sides. The presentation will focus on mutual rights and responsibilities in research of this type and how to insure they are not violated.

Using the Rival Explanations Method for Evaluating Complex, Community-Based Programs, **Robert K. Yin.** Community interventions have become important and promising ways of preventing crime and reducing other social ills. Traditional evaluations would commonly call for the selection of comparison communities to implement most quasi-experimental designs. However, communities are sufficiently complex and unique in real life, so that the concept of a "comparison community" may largely be fictitious. This presentation offers a "rival explanations method" as a viable alternative.

Innovations in School Safety

Jersey City/Police Foundation Safe Schools Partnership, **Rachel L. Boba.** The Police Foundation, in cooperation with the Jersey City Police Department and the Jersey City Board of Education, has developed a partnership with the goal of improving information sharing and responses to school related crime in Jersey City, New Jersey. Funding for this objective was obtained through the National Institute of Justice's Safe Schools Technology Solicitation in 1999. The Jersey City Police Department and the Jersey City Board of Education are currently partners in the School Based Partnership program sponsored by the Office of Community Oriented Policing Services (COPS Office). The Jersey City/Police Foundation Safe Schools Partnership has built upon this existing relationship to enhance the partners' goal of safer schools by advancing their technical capacity to capture information concerning incidents of school related crime and calls for service.

The goal of this project is to develop a cutting edge geographic information system for tracking crime and calls for service in Jersey City elementary, middle, and high schools and in surrounding neighborhoods. The Jersey City safe schools geographic information system will rely on data provided by the police department and the Board of Education and will emphasize accessibility and usability. The application will guide users through a set of easy to use windows and pull-down menus to perform quick analyses, create maps, and produce reports. The system will be designed for the Jersey City public school system; however, the application will be compatible with commonly used PC systems and with available mapping software programs. Upon completion of this project, the Jersey City application will be available for use by police and education personnel throughout the country, along with both a technical manual and an analysis guide.

Routine Activities of Youth: Conceptualizing a Model to Understand Victimization In and Around Schools, **Caterina Gouvis.** The objective of this research is to use the routine activities approach to further develop a sociology of place by examining the effect of place—in particular, schools—on victimization rates at the block level. Does the actual *place* create opportunities for violence? Or is the proximity to a dense pool of offenders or "bad neighborhoods" the problem? What role does the *time of day* play? A research model has been developed in an attempt to disentangle the effects of the activities going on at a place, the supply of offenders and targets, and the physical characteristics of that place. This presentation will discuss the details of the model, hypotheses, and the strategies being used to test the hypotheses. The presentation will also cover the challenges encountered in collecting the data elements.

A Mapping and Crime Analysis Tool for Enhancing School Safety, **Thomas F. Rich.** The National Institute of Justice provided funding to Abt Associates to develop and test a software application for supporting crime prevention and problem solving efforts at elementary, middle, and high schools. The application will enable school safety officers or school administrators to enter, maintain, analyze, and map school incidents (both criminal and non-criminal), victimization data, and attitudinal data regarding school safety. The underlying rationale for this software application is that it will improve decision making on school violence prevention and help build support for school violence prevention initiatives. The application,

which is currently available for testing, will not require any special software or software licenses to run, other than the Windows operating system, and will be offered free of charge to any interested school district or other user. The software will be pilot tested at a small number of schools in 2000, with a fully functioning package available via the Internet in early 2001.

This presentation will discuss the need for mapping and incident analysis in schools, describe our approach to mapping, discuss the methodology and results of recently conducted map-based school safety surveys, and discuss implementation and distribution plans.

Results from Domestic Violence Research

Evaluation of Evidence-Based Prosecution in Domestic Violence Cases, **Robert C. Davis and Barbara Smith.** Four sites in which prosecutors are pursuing no-drop or evidence-based prosecution of domestic violence cases were selected for this study. In these sites, domestic violence misdemeanors, once filed with the court, are prosecuted regardless of the expressed wishes of victims. Since historically many domestic violence cases have resulted in dismissals because victims fail to cooperate with authorities, this approach is significant. In the four sites examined, prosecutors use alternative sources of evidence (e.g., excited utterances, physical evidence, injury photos, etc.) to prove cases in which victims refuse to testify or testify for the defense. In each of the sites, prosecutors, defense attorneys, judges, and others were interviewed about how the prosecution policy was implemented and how it is affecting domestic violence prosecution. Case samples were gathered to determine the effects of the no-drop policies on domestic violence convictions and sentences. Finally, victims are being interviewed to determine their perspectives on whether the case should have been prosecuted and what the impact is on victims and their families.

Extent, Nature, and Consequences of Intimate Partner Violence: Findings from the National Violence Against Women Survey, **Patricia Tjaden.** This presentation will summarize results of a nationally representative telephone survey that queried 8,000 U.S. women and 8,000 U.S. men about their experiences as victims of various forms of violence, including intimate partner violence. The survey produced the following major findings:

(1)   Intimate partner violence is pervasive in American society. Approximately 1.5 million women and 834,732 men are raped/physically assaulted by an intimate partner annually.

(2)   Rates of intimate partner violence vary significantly by specific race, with Asians/Pacific Islanders reporting less violence and Native Americans reporting more violence.

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

(4)   America's medical community treats millions of intimate partner rapes and physical assaults annually. Of the estimated 7.8 million intimate partner rapes and physical assaults perpetrated against women and men annually, approximately 2.6 million result in an injury to the victim, while 695,456 result in some type of medical treatment to the victim.

(5)   Women living with female partners experience less intimate partner violence than women living with male intimate partners. Conversely, men living with male intimate partners experience more intimate partner violence than men living with female partners.

(6)   Intimate partner violence is underreported. Only about one-fifth of all rapes, one-quarter of all physical assaults, and half of all stalking perpetrated against women by intimates is reported to the police.

Children and Domestic Violence: Research toward Coordinated Interventions, **Debra Whitcomb.** A growing body of research indicates that children who grow up in violent homes are at risk for a wide range of adverse behavioral and psychological effects. Recognizing this risk, criminal justice agencies, child protection systems, and domestic violence service providers are developing training, screening protocols, and specialized interventions to address the multiple needs of battered women and their children. Some state legislatures have also enacted laws creating a new criminal offense for committing domestic violence in the presence of children, imposing harsher criminal sanctions when children are exposed to domestic violence, or including exposure to domestic violence among the types of child maltreatment subject to mandatory reporting laws. These laws have sharpened the debate over how best to balance society's needs to hold batterers accountable while ensuring the safety of women and children. Some are concerned that battered women will be increasingly subject to charges of failure to protect their children and risk losing custody.

The National Institute of Justice supported this exploratory study with a focus on prosecutors and the following research goals: to examine the ways in which prosecutors have applied laws, policies, and practices toward protecting women and children in violent homes; to document promising approaches; to articulate areas of agreement and controversy; and to identify additional questions and recommendations to guide further research and policy analysis.

A national telephone survey of prosecutors with responsibility for domestic violence and child abuse cases revealed that most would charge battered mothers with child abuse crimes *only* if the mothers themselves abused the children, were actively complicit in the batterers' abuse of the children, or repeatedly failed to take steps to protect their children from violence. Field research in five communities suggests that the new research and recent laws may have minimal impact on outcomes for battering offenders. More commonly, they have encouraged widespread reporting of exposure to domestic violence to child protection agencies, even where such reports are not mandated. However, child protection agencies are overwhelmed by the sheer volume of these reports and are not equipped to respond adequately unless the children are physically injured. This presentation will review the results of the telephone survey, describe promising strategies identified in these five communities, and consider the implications for practice and policy.

CJ 2000: Measuring Crime

Self Report Surveys as Measures of Crime and Victimization, **David Cantor.** Self report surveys of victimization have become commonplace in discussions of crime and criminal justice policy. Changes in the rates at which residents of the country are victimized by crime have taken a place alongside the Federal Bureau of Investigation's index of crimes known to the police as widely used indicators of the state of the society and efficacy of its governance. While

a great deal has been learned about this method for producing data on crime and victimization, a number of fundamental issues concerning the method remain only partially explored. This presentation outlines what we have learned about victimization surveys over the last 30 years and how this source of information has been used as a social indicator and a means of building criminological theories. It also identifies major methodological issues that remain unresolved and suggests some approaches to exploring them. The evolution of the National Crime Victimization Survey (NCVS) is used as a vehicle for this discussion, since the survey has been conducted continuously for 25 years and has been the subject of extensive methodological study.

Self-Report Method for Measuring Delinquency and Crime, **Terence P. Thornberry and Marvin D. Krohn.** The self-report technique is one of three major ways of measuring involvement in delinquent and criminal behavior. The basic approach of the self-report method is to ask individuals if they have engaged in delinquent or criminal behavior, and if so, how often they have done so. This presentation will review the origins of the self-report method in the 1950s, the growth and refinement of this measurement technique since then, and its role in criminological research, especially longitudinal research on the etiology of delinquent and criminal behavior. Particular attention will be paid to assessing the reliability and validity of self-reported measures of delinquency. The presentation will also discuss specialized data collection methods, such as random response techniques and audio assisted computer-based interviewing, that have the potential to increase the accuracy of responses. Overall, the psychometric quality of the self-report method has increased considerably since its inception in the 1950's. While there is much room for continued improvement, self-report data appear acceptably valid and reliable for most research purposes.

Juvenile Sex Offender Research: What Do We Know and Where Should We Go?

Developing a Research Agenda for Juvenile Sex Offender Treatment, **Mark Chaffin.** The last 15 years have seen increasing numbers of adolescents identified and labeled as juvenile sex offenders and a corresponding increase in the number of treatment programs specifically developed for this population. Juvenile sex offender treatment is generally held to be a specialty area, and the juvenile sex offending population is often held to have intervention needs that are distinct from those of other juvenile justice populations, paralleling the intervention philosophy for adult sex offenders. Yet some key treatment assumptions have not been supported by the available research, and many more remain unexamined. To advance the field, it will be important to establish a research agenda that identifies and prioritizes key research questions.

In addition to developing clinically meaningful typologies and answering basic questions about recidivism, key questions include the following: Is specialized sex-offense focused treatment necessary for all juveniles who have committed a sexual offense? Can too much focus on sexual material (e.g., fantasy logs, repeated disclosure, etc.) be harmful to some juveniles? To what extent should treatment focus on sexual material vs. more general areas such as social skills or anger control. What is the relative importance of intra-individual factors (e.g., cognitions or empathy) vs. environmental factors (e.g., supervision or peer group affiliation)? Are constructs such as compulsivity, relapse prevention, or offense cycles relevant for most juvenile sex offenders? What is the role of treatment for sexual victimization history in offender treatment— is it necessary or relevant? Can risk and changes in risk be accurately assessed? What is the

appropriate "dose" of treatment? How often is removal from the community really necessary? Although these and any number of other questions could be posed, it will be important for policy makers, researchers, and treatment providers to collaborate in developing a coordinated agenda that prioritizes and sequences critical research questions.

Understanding Juvenile Sex Offender Subtypes: A Research Update, **John Hunter.** Juvenile sex offenders appear to be a heterogeneous population representing various offending patterns, levels of risk, and intervention needs. This presentation will provide an overview of on-going research efforts in support of developing a juvenile sex offender typology and decision support tools. Results from a recent OJJDP funded pilot study will be presented, and the goals and objectives of a newly funded and expanded study will be outlined.

Juvenile Sex Offender Comparative and Recidivism Studies: What Do We Know? What Is Next? **Cindy J. Smith.** Policy makers and juvenile justice administrators frequently are interested in understanding how juvenile sex offenders compare to non sex offenders and the rate of recidivism. As one facet of a feasibility study funded by the Office of Juvenile Justice and Delinquency Prevention (OJJDP), we collected all publications written to date that could be identified and located. Over 400 publications spanning more than 40 years were collected. One finding of this study indicated that very little is known about juvenile sex offenders because it is a relatively new field and much of the literature is drawn from the adult offenders. This presentation will examine a framework for that literature development and discuss the findings from examining two of the topical areas identified. First, we will summarize and analyze the comparative studies, identifying how the literature developed and the types of research involved, and provide a summary of the findings from those articles. Second, we will review the studies that included some measure of recidivism using the criteria identified with the comparative studies. Finally, the presentation will discuss the policy implications of these limited findings.

What We Have Learned About Sentencing

Integrating Intermediate Sanctions into a System of Structured Sentencing, **Brian J. Ostrom.** Judges often assert that the public is best served by giving intermediate offenders some form of community-based sanction rather than long-term incarceration. Moreover, many judges believe that what is needed for nonviolent offenders is not a single program, but an array or range of programs that represent the criminal justice system's best judgment on the most cost-effective way to sanction such offenders. However, important questions concern the way in which such an array is assembled and how the different types of community-based sanctions relate to the prominent goals of sentencing, such as punishment, rehabilitation, and restitution

The goal of this study is to examine how judges perceive and use different types of intermediate sanctions. Currently, there is no clearly defined linkage between the goals of sentencing and the community sanctioning process. The research community has yet to address the essential complexity a judge faces when she or he decides to impose one or more of the basic types of intermediate sanctions. Judges are asked to balance and integrate the often-competing goals of sentencing (e.g., retribution, restoration) through the use of a wide range of alternative sanctions (e.g., treatment, electronic monitoring, fines, jail) with no clear framework of how they interrelate. The problem is greater than simply laying out a list of goals and then attempting to

match them with another list of sanctions (e.g., restoration is a goal of sentencing and imposing a fine meets that goal). Conceptual clarity is needed to better understand the interrelationship between the goals of sentencing and potential sanctions, and to develop a process for judges and policy makers to better gauge the effectiveness of alternative sanctioning strategies. The need to engage in this somewhat abstract conceptual effort is not a call for more ivory tower theorizing, but a critical step in coming to terms with the complex and often-conflicting decisions judges must make in handing down community-based sanctions. The information gleaned from this study will be used as the basis for integrating alternative or community-based sanctions into a more comprehensive and coherent overall system of structured sentencing.

Health Care Needs of an Aging Prison Population, **William Rhodes.** Health care needs typically increase as people age. This is also true of prisoners, but the patterns are not the same as they are for people outside of prisons. This presentation will discuss patterns of health care needs for aging prisoners based on an empirical examination of health care services delivered to federal prisoners.

National Evaluation of Violent Offender Incarceration and Truth-in-Sentencing, **Susan Turner.** The federal Violent Crime Control and Law Enforcement Act of 1994, as amended, provided for federal Violent-Offender Incarceration and Truth-in-Sentencing (VOI/TIS) grants to the states and U.S. territories. These grants are to be used to increase the capacity of state correctional systems to confine serious and violent offenders. RAND received a grant from the National Institute of Justice, with funds transferred from the Corrections Program Office, to conduct a national evaluation of VOI/TIS. This project provided a unique opportunity to learn about the impacts of various sentencing strategies on patterns of confinement, crime rates, and state finances, and to examine how states interpreted and responded to the 1994 Act, as amended. Specifically, this presentation will focus on whether VOI/TIS motivated states to pass Truth-in-Sentencing laws; how the VOI/TIS funds have been spent by the states; and changes in crime rates, prison admissions, length of time served, and state correctional spending.