

U.S. Department of Justice
Office of Justice Programs
National Institute of Justice



NATIONAL INSTITUTE OF JUSTICE

Searching for Answers

Annual Evaluation Report on Drugs and Crime: 1990

129576

Report to the President,
Attorney General,
and the Congress

April 1991

About the National Institute of Justice

The National Institute of Justice is the research and development agency of the U.S. Department of Justice. The Institute's mission is to conduct practical studies that Federal, State, and local agencies can use in preventing and reducing crime.

Specific mandates assigned by Congress in the Anti-Drug Abuse Act of 1988 (Public Law 100-690) direct the National Institute of Justice to:

- Sponsor research and development to improve and strengthen the criminal justice system;
- Evaluate the effectiveness of justice improvement programs, including innovative drug control projects funded by the Department of Justice, and identify programs that promise to be successful if continued or repeated;
- Test and demonstrate new and improved approaches to strengthen the justice system, and recommend actions that can be taken by Federal, State, and local governments, and private organizations and individuals to achieve this goal;
- Disseminate information from research, demonstrations, evaluations, and special programs to Federal, State, and local governments, and serve as an international clearinghouse of justice information; and

- Train criminal justice practitioners in research and evaluation findings, and assist practitioners and researchers through fellowships and special seminars.

The Director of the Institute is appointed by the President and confirmed by the Senate. The Director establishes the research and development objectives of the Institute, guided by the priorities of the Attorney General and the needs of the criminal justice field. The Institute actively solicits the views of police, courts, and corrections practitioners as well as the private sector to identify the most critical problems and to plan research that can help resolve them.

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National Institute of Justice, Bureau of Justice Statistics, Bureau of
Justice Assistance, Office of Juvenile Justice and Delinquency
Prevention, and Office for Victims of Crime.



U.S. Department of Justice
National Institute of Justice

Office of the Director

Washington, D.C. 20531

Honorable George Bush
President of the United States
The White House
Washington, DC

Dear Mr. President:

Pursuant to Section 520 of the Anti-Drug Abuse Act of 1988 (Public Law 100-690), I have the honor to transmit herewith *Searching for Answers*, the National Institute of Justice's Annual Evaluation Report on Drugs and Crime.

Respectfully submitted,

A handwritten signature in black ink that reads "Charles B. DeWitt". The signature is written in a cursive style with some capital letters.

Honorable Charles B. DeWitt
Director
National Institute of Justice

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Foreword by the Assistant Attorney General

Our Nation today is locked in a valiant battle against the drug-related crime and violence that ravages many communities across the country and terrorizes innocent citizens. If we are to win this struggle, we must determine what works in the fight against drugs, how it works, and how to transfer successful techniques to jurisdictions across the country.

For this reason, the Office of Justice Programs (OJP) has designated program evaluations as one of 10 priorities for funding in fiscal year 1991. OJP will spend more than \$7 million on evaluations this fiscal year, the largest amount in its history. Although evaluations are costly, Federal, State, and local governments have a responsibility to determine the effectiveness of the programs they fund, and to discontinue funding programs that have not been proven to be effective. We have to start saying no to requests to continue projects that are marginal at best, or that are simply not having a positive impact on drugs and violent crime. It is fiscally irresponsible to do otherwise.

The research and evaluations described in this report are the result of a cooperative effort between two OJP bureaus—the National Institute of Justice (NIJ) and the Bureau of Justice Assistance (BJA). NIJ is the Federal Government's principal criminal justice research and development agency. BJA administers the Edward Byrne Memorial State and Local Law Enforcement Assistance Program, which provides financial and other assistance to States and units of local government to control drug-related crime. As part of its mandate, the National Institute of Justice evaluates a number of projects supported under this BJA program. The findings from these evaluations will inform law enforcement and other criminal justice officials and policymakers of the most effective techniques for combating drug-related crime.

The initiatives described in this report exemplify the partnerships and spirit of cooperation that unite the Office of Justice Programs and its bureaus and offices in its mission to combat drug-related crime and improve the administration of justice in America. Through these partnerships, and in union with other Federal, State, and local officials, the Office of Justice Programs is working to help achieve the goal set by President Bush in his National Drug Control Strategy—a drug-free America.

Honorable Jimmy Gurulé
Assistant Attorney General
Office of Justice Programs
U.S. Department of Justice

Message from the Director of the National Institute of Justice

This report by the National Institute of Justice provides preliminary evaluation results for the Nation's war on drugs and crime. It begins to explain "what works and why."

Those on the front lines of this campaign deserve the best tools that our society can provide. Police officers, sheriffs, prosecutors, judges, court administrators, corrections officials, probation staff, county commissioners, legislators, and other dedicated personnel in the criminal justice system are fighting a battle against drugs and crime. This report documents their efforts and explains how the National Institute of Justice will share their successes with criminal justice agencies across the Nation.

The President has issued three successive *National Drug Control Strategy* volumes, in September 1989, January 1990, and February 1991. In the 1991 volume, the President noted signs that "we are embarked on the right path," but he cautioned that "much remains to be done and serious problems still confront us." That is what our report is about: evaluation of programs that will have an impact in coming years.

The President and the Congress have committed unprecedented resources to win the war against drugs and crime. Since 1988, the Congress has appropriated more than \$1 billion to the Bureau of Justice Assistance to help State and local governments take back the streets from drug dealers.

The Nation wants hard results from these costly efforts against drugs and crime. That is why the National Institute of Justice has been charged with evaluating drug control programs funded by the Bureau of Justice Assistance. This mandate of the Anti-Drug Abuse Act of 1988 complements the National Institute's central mission to serve as the

Nation's research and development center for improvements to the criminal justice system.

This report describes current NIJ efforts to measure the success or failure of new approaches for fighting drugs. An important lesson learned from earlier Federal programs is the need for a sustained effort to demonstrate what works and what does not work, and today there is a national consensus on the critical role of evaluation in the war on drugs and crime.

Our report contains preliminary findings, supported by data, from several of the fiscal year 1989 evaluations. More definitive results from all fiscal year 1989 evaluations will be reported in NIJ's next annual evaluation report. Chapter III of this report describes work in progress on fiscal year 1990 evaluations, and our next annual evaluation report will contain preliminary findings from those evaluations.

Our Nation now has much at stake, and Federal funds allocated for the war on drugs and crime must be spent wisely and effectively. Through research and evaluation, we will search for the answers to "what works and why." Armed with that knowledge, national leaders may win further victories against the scourge of drugs and employ those answers to shape a brighter future for America.

Honorable Charles B. DeWitt
Director
National Institute of Justice
U.S. Department of Justice

Executive Summary

The National Institute of Justice seeks to help those who fight the front-line battles against drug dealers and criminals by determining what works and what does not work at the State and local levels.

The Nation has committed formidable resources to the fight against drugs and crime. Congress has passed a series of major crime bills: the Omnibus Crime Control Act of 1984, the Anti-Drug Abuse Act of 1986, the Anti-Drug Abuse Act of 1988, and the Crime Control Act of 1990.

In the past 4 years, the Department of Justice has allocated more than \$1 billion — \$393 million in fiscal year 1990 alone — through the Edward Byrne Memorial State and Local Law Enforcement Assistance Program. These funds have been awarded to States and localities by the Bureau of Justice Assistance of the Office of Justice Programs.

Given that level of commitment, criminal justice leaders need to know what works and why so that they can replicate, innovate, and improve programs. One tool in that process is evaluation of existing efforts, an activity for which the National Institute of Justice is uniquely qualified. Comprehensive evaluation of the expanded national effort against drugs and crime is relatively new, and definitive answers are not yet available. But, as this report shows, an outline of new and innovative State and local strategies in the war on drugs and crime is emerging. Preliminary findings are available in some key areas, and promising evaluations are underway in many jurisdictions across the Nation.

NIJ's Anti-Drug Evaluations

The evaluations reported in this publication result from the work of the National Institute of Justice undertaken in fulfillment of the mandate from Congress in the Anti-Drug Abuse Act of 1988. Under

that Act, BJA awards anti-drug formula grants to States (Section 501) and discretionary grants to a wide variety of grantees (Section 510). The Institute is then directed by Section 520 of the Act to evaluate those grants—independently—seeking answers to the key questions of policymakers and criminal justice officials:

- Federal, State, and local leaders need to know: What works?
- Criminal justice agencies need to know: Why do certain programs work, and how can they be replicated and implemented?

Overall, the Administration and the Congress want to know how well the Federal program to encourage State and local innovation in the Nation's war on drugs and crime is working. In addition, both the Administration in requesting funds and Members of Congress in appropriating funds need to know which programs are most effective and successful to ensure that funding decisions are made wisely.

The Institute's approach to evaluation is based on Section 520, which establishes criteria for choosing which programs to review. Congress requires the Institute to consider (1) whether the program is new and innovative; (2) its cost; (3) whether it has a high potential to be replicated elsewhere; and (4) whether there is substantial public awareness of and involvement in the program.

With this guidance, the Institute's approach is as follows:

- Commission comprehensive studies by independent social scientists, research firms, and universities;
- Ensure through public solicitations that the competition for NIJ evaluations is national in scope; and

- Review evaluation proposals through an independent panel of experienced criminal justice professionals and academic experts.

NIJ coordinates its evaluation activities with BJA, and this report exemplifies the partnership between these agencies. The program called Expedited Drug Case Management, described in detail in Chapter II, illustrates this partnership. The program developed as follows:

- NIJ research led to the development of a new case management approach;
- BJA then funded this model as a test or pilot in five jurisdictions;
- Based on the results of that effort, NIJ and BJA developed and refined the Expedited Drug Case Management System, which BJA is now funding at demonstration sites across the country; and
- NIJ is now conducting a comprehensive evaluation of this approach, to show how it works and why.

Evaluation Methodologies

The evaluations reported in this document reflect the principles of sound research practice. At the same time, NIJ evaluators rely on knowledge of street-level activity, and during the research are often in direct contact with police, criminals, and neighborhood residents.

No single method of evaluation is best suited to all purposes and all projects. Typically, choosing an evaluation strategy requires accepting tradeoffs among time, cost, and the level of confidence that one can place in the study's findings. The optimal balance is one in which the evaluation provides the most valuable analysis of project implementation or the most plausible estimates of the project's effects, is most likely to be conducted successfully, and provides the most useful results for administrative, planning, and policy purposes.

Evaluators must consider unexpected or potentially negative outcomes that result from anti-drug programs. For example, police planners and commanders need to know that a massive and sudden crackdown may drive drug dealers from the street,

but may result in more clandestine drug-selling activity from inside nearby houses. Armed with this information, police can plan accordingly when mounting a crackdown.

Evaluation of comprehensive community anti-drug abuse programs involves the interaction of many factors, such as measuring the impact of these kinds of strategies:

- Changing policing practices and manpower levels;
- Increasing the number of focused, drug-oriented social services; and
- Establishing and maintaining a community-based drug prevention organization.

The challenge to the National Institute of Justice is to measure the relative effects of each variable. Investigators collect substantive information from program documents, minutes of meetings, interviews, and other sources to determine the intended impact of each variable.

Typically, too, evaluators collect operational information on, for example:

- Number and types of drug arrests;
- Policing patterns;
- Activities of community service organizations; and
- Changing patterns of community interaction, including level of cooperation with police.

Finally, NIJ is keenly aware that this effort is "applied" and not "basic" research. Evaluators are looking for technical results and answers that the criminal justice community can implement right away.

Evaluation is necessarily a time-consuming process. Because results from the fiscal year 1989 grants are expected during the spring and summer of 1991, *the findings reported in this publication are necessarily preliminary.*

NIJ Evaluations Cover Broad Front

Since enactment of the Anti-Drug Abuse Act of 1988, the National Institute of Justice has supported more than 30 evaluation efforts that address the most important aspects of the criminal justice system. Highlights that follow are representative of Institute evaluations in fiscal years 1989 and 1990. When available, preliminary findings are included; detailed discussions of each of these projects are included in Chapters II and III of this report.

Fiscal Year 1989 Evaluations: Preliminary Findings

The feasibility of **community-based initiatives** in fighting drugs is being tested in the Community Response to Drug Abuse National Demonstration Program in nine cities; the goal is to reduce drug abuse and fear and improve the quality of life in targeted communities. Some findings to date:

- Community relationships with local police have developed or been strengthened at all sites.
- Identification of drug "hotspots" and closing of drug houses provide the backbone of police-community partnerships in the demonstration projects.
- Closing drug houses was one of the highest priorities of these community organizations.

Massive crackdowns in drug-plagued neighborhoods are a powerful weapon available to police, but police planners and managers need to know more about the effects of such crackdowns. The New York City Police Department's Tactical Narcotics Teams (TNTs) deploy large numbers of plainclothes and undercover narcotics officers for short periods in areas where street-level drug trafficking is endemic. A key finding to date:

- In a 3-month intervention in one neighborhood, team officers made more than 1,000 arrests; approximately half were for felony drug sales, generally for crack. Officers also confiscated 70 vehicles from drug buyers coming into the neighborhood.

Asset seizure and forfeiture procedures offer law enforcement agencies a tool to reduce drug profits

and discourage drug sales. In the first year of demonstration programs at three sites across the country, these results were obtained:

- In Tucson, AZ, 101 seizures generated \$1 million, which netted to almost \$825,000 after deducting liens and other expenses.
- Prince George's County, MD, had 311 seizures worth \$1.8 million, which netted to more than \$224,000.
- Colorado Springs, CO, had 108 seizures worth \$780,000, which netted to more than \$615,000.

Using the net proceeds, all three programs became financially self-sufficient within their first year of operation.

Management of drug cases in the courts is a fact of life in most urban courts as the number of drug arrests continues to soar. The Institute and BJA are seeking ways to speed the administrative process and have cooperatively developed the Expedited Drug Case Management System, noted above. Evaluation of 10 months of data from the program in the Philadelphia Court of Common Pleas preliminarily shows:

- The case-processing system has been significantly improved; in 1990, more cases were closed than were opened as a result of the new procedures, the opposite of 1989.
- The average number of days from arraignment to trial decreased by 34 percent, from 116 days to 77 days; and the average days from trial to sentencing decreased by 60 percent, from 33 days to 13 days.
- The speed of case dispositions had a significant impact on jail census; incarceration time, from pretrial detention to case disposition, was cut in half, from an average of 167 days to 83 days.

Boot camps, also called shock incarceration, are a new correctional approach that tests high-impact but short-term incarceration. NIJ is evaluating the effectiveness of this approach in comparison with conventional long-term imprisonment. Inmates live under rigorous military-style conditions, learn self-discipline, and have the opportunity to rebuild their self-esteem. NIJ research to date indicates some emerging trends:

- The boot camp experience may be more positive than incarceration in traditional prisons.
- Although results indicate that recidivism rates are difficult to compare across different programs, rearrest rates are no higher or lower than those for groups who serve a longer period of time in a traditional prison or who serve time on probation. Further research is examining this issue.
- Research suggests the need for transitional supervision and services. Further study is needed on this issue.
- Success of boot camps may be contingent on training, treatment, and education needed to support new behavior during incarceration and during aftercare in the community.

Fiscal Year 1990 Evaluations

Looking beyond conventional solutions in the war on drugs and crime, law enforcement agencies are moving toward more comprehensive approaches than the criminal justice system itself allows. Law enforcement is actively involving the community and other governmental agencies in anti-drug efforts.

Police have worked with planning commissions to employ **local zoning ordinances**, and they have worked with schools, the business community, and park services to find solutions to illegal drug activities; a crack house closed for violating building regulations is a crack house closed. NIJ evaluations in two sites will document how police use these new techniques to counteract the devastating impact of drugs on neighborhood life.

Evidence shows that most delinquent youths in custody are drug users. Accordingly, NIJ has made it a priority to examine **custodial programs for youths**. The Nokomis Challenge Program, for example, was designed as an alternative program for juvenile offenders who are serving terms of approximately 12 months in Michigan's training schools. The goal is to prevent relapse into drug use. The 3-month residential stay heavily emphasizes life skills, addresses substance abuse problems, and includes an "outward bound" component. A following 9-month phase of intensive supervision in the community provides the youths with needed

services and child advocacy. The evaluation will measure the impact of the Nokomis program on drug use, continued delinquency, and recidivism.

Drug testing for probationers has attracted considerable interest and is a recommendation of the National Drug Control Strategy. NIJ is evaluating A Substance Abuse Program for Probationers (ASAPP) to seek answers to these questions, among others:

- What types of approaches, including drug testing and treatment, lead to successful results for high-risk probationers?
- What are the characteristics of probationers who remain drug-free after leaving the program?
- What association is there between reduced drug use and criminal behavior after leaving the program?

Every State authorizes **work release** for certain categories of inmates, but little is known about its effectiveness in producing higher employment rates, lower recidivism, and better community adjustment after release. NIJ is evaluating work release in the State of Washington, with particular emphasis on programs operated by Pioneer Human Services, a private company that has managed programs in partnership with private businesses in Seattle for some 25 years. Pioneer employs a unique drug-free job and life skills approach to returning ex-offenders to the community as productive citizens. NIJ evaluators want to know:

- How does the community experience of work release participants—in terms of employment, family situation, drug and alcohol problems, restitution, and community service—compare with that of similar offenders discharged directly into the Seattle community without having participated in a work release program?
- How do recidivism rates compare between offenders on work release and other offenders?
- What types of services are received by offenders on work release?

Future Directions

The National Institute of Justice is exploring new fields of interest that will extend the current evaluation effort of anti-drug programs. These new

fields include prosecutorial activities, financial investigations of drug dealers, drug testing, civil penalties, user accountability, use of fines, intermediate punishments, and drug night courts.

Specific subjects that are likely candidates for evaluation in fiscal year 1991 and beyond are:

- Drug abuse resistance education (DARE);
- Innovative neighborhood-oriented policing, which brings police and community residents into partnership to reduce drug sales, drug abuse, and drug-related crime;
- Drug testing of persons returned to their community to await trial or as convicted offenders under probation or parole supervision;
- Juvenile boot camps; and
- Drug testing to detect and measure drug use among those arrested and charged with criminal behavior.

Finally, an important focus for NIJ during fiscal year 1991 is on building the capacity of State and local jurisdictions to conduct their own program evaluations, a process that will ultimately enable jurisdictions across the Nation to document and measure the impact of their efforts.

Chapter I. Evaluation and the Nation's War on Drugs and Crime

Federal assistance to State and local law enforcement and criminal justice agencies has been a key element in the Nation's war on drugs and crime for more than 20 years. Only in the past decade, however, has the Federal Government—through the National Institute of Justice—made a sustained effort to determine which anti-crime programs work and which do not. That effort consists chiefly of evaluation projects undertaken by the Institute to establish the value, impact, utility, cost-effectiveness, and replicability of promising programs from around the country.

The Administration and the Congress strongly support this evaluation effort, which Congress authorized in the Anti-Drug Abuse Act of 1988. The Act provides financial assistance to State and local governments for increased drug abuse efforts. The Federal funds support a wide array of programs intended to strengthen enforcement of drug laws and control violent crime.

In Section 520 of that Act, Congress sought to ensure that the lessons of promising State and local programs were carefully and objectively documented, and that the results of that evaluation would be widely disseminated. To that end, Section 520 authorizes the Institute to carry out independent evaluations of State and local anti-drug programs and to report annually to the President, the Attorney General, and the Congress.

The Institute views the requirements of Section 520 as minimum requirements, however, and believes that Congress expects the Institute to be aggressive and wide ranging in seeking out programs that work and in reporting those programs to the widest possible audiences. This volume is the first step in a comprehensive plan to disseminate evaluation results for successful programs to criminal justice and law enforcement planners, managers, and practitioners.

This report is the second such report to the President, the Attorney General, and the Congress. The first reported on the implementation of Section 520 evaluation grants awarded in fiscal year 1989. Results of those evaluations are now just beginning to be seen, and, although preliminary, they are reported in some detail in this publication. Evaluation grants made in fiscal year 1990 are still in their early stages of implementation; thus, descriptions in this publication focus on the issues and problems these evaluations address and the questions they are expected to answer.

Although the program is new, the Institute has moved expeditiously to implement it. The timetable for the evaluation program is as follows:

May 1989	NIJ issues first solicitations for evaluation grants.
September 1989	NIJ awards fiscal year 1989 evaluation grants (almost \$3.2 million total).
March 1990	NIJ issues solicitations for fiscal year 1990 evaluation grants.
August 1990	NIJ publishes for the President, the Attorney General, and the Congress <i>Searching for Answers: The First Annual Report on Drugs and Crime Research and Evaluation</i> .
September 1990	NIJ awards fiscal year 1990 evaluation grants (\$4.3 million total).
April 1991	NIJ transmits to the President, the Attorney General, and the Congress <i>Searching for Answers: The Annual Evaluation Report on Drugs and Crime: 1990</i> .

Spring 1991	Initial evaluation reports from fiscal year 1989 grantees are received by NIJ.
Summer 1991	Additional evaluation reports from fiscal year 1989 grantees are received.
Fall 1991	All evaluation reports from fiscal year 1989 grantees are due.

National Institute of Justice: New Tools for Fighting Crime

Evaluation programs are an extension of the central mission of the National Institute of Justice, which is the principal research and development agency of the Department of Justice. Since its creation in 1968, NIJ has assessed a wide spectrum of criminal justice policies and practices, conducted demonstration projects, and tested new crime-fighting technology. NIJ's contributions to crime control include developing cost-effective approaches to expanding prison capacity, finding creative new ways to hold offenders accountable, and encouraging innovations in science and technology.

Following is a snapshot of selected NIJ programs.

Analysis of Drugs and Crime

NIJ is developing sophisticated computerized drug information and mapping systems that are helping police disrupt and, eventually, eradicate high-volume drug markets. The **Drug Market Analysis (DMA) Program** will demonstrate how police can harness the most up-to-date technological tools to attack open-air drug markets and keep the pressure on as dealers try to set up shop elsewhere.

Through the DMA program, law enforcement can incorporate a wealth of information from citizen complaints, narcotics and patrol officers, drug arrests, drug "hotline" calls, and other data to produce a computerized map of all known or suspected street drug markets. Police can use DMA as a strategic tool for launching street sweeps and other enforcement tactics against both drug sellers and users.

Phase I of this program began in 1989 and provided funding for four police departments—Hartford, CT; Kansas City, MO; Jersey City, NJ; and Pittsburgh,

PA. In fiscal year 1990, as discussed in Chapter III, San Diego, CA, received funds to develop a DMA system and use it as a tool for evaluating a number of BJA-funded anti-drug programs in the community.

NIJ's **Drug Use Forecasting (DUF) Program**, now in 24 cities, was identified by the Office of National Drug Control Policy (ONDCP) as one of the 8 leading drug indicator systems now available. The DUF program tests samples of arrestees in booking facilities in participating cities. ONDCP noted that the DUF program is unique because, "First, it determines drug use primarily through urinalysis; and second, it examines drug use among those charged with criminal behavior." (ONDCP White Paper, *Leading Drug Indicators*, Sept. 1990, p. 16.) Drug-testing data from DUF, for example, revealed that the rate of cocaine use among tested male arrestees is about twice as high as self-reports of recent cocaine use.

DUF results and trends for the second quarter of 1990 (based on the 23 cities then participating) show:

- More than 45 percent of the male booked arrestees tested in each DUF city tested positive for a drug at the time of arrest;
- Positives for males ranged from 46 percent in Detroit, MI, to 80 percent in San Diego;
- Among female booked arrestees, drug use ranged from 36 percent in San Antonio, TX, to 83 percent in San Diego;
- Multiple drug use was highest among male arrestees in San Diego (46 percent) and Chicago, IL, (37 percent), and among females in San Diego (46 percent) and Manhattan, NY, (31 percent);
- In the majority of sites, cocaine remained the drug most often detected among males; the exceptions were Denver, CO, Indianapolis, IN, Omaha, NE, and Portland, OR, where marijuana use was found to be higher than that of any other drug; and
- Similarly, cocaine was the most prevalent drug among female arrestees in all DUF cities excluding Indianapolis and San Antonio. In Indianapolis, females were most likely to test positive for marijuana, while in San Antonio they were most likely to test positive for opiates.

NIJ last year invited representatives of key State and local law enforcement organizations to Washington, DC, to examine the problem of clandestine laboratories and ways to control the exportation and diversion of legitimate chemicals to produce illicit drugs. This effort supports the Chemical Action Task Force, called for by the G-7 countries at the Houston Economic Summit in 1990 and hosted by the Justice Department. The Task Force, with representatives from more than 20 countries, is charged with defining the chemicals that should be controlled, reviewing existing diversion methods, and recommending appropriate legal and regulatory responses to control the exportation and diversion of precursor and essential chemicals at domestic and international levels.

In 1990, NIJ published a report on **multijurisdictional anti-drug task forces** that describes novel approaches as well as more traditional strategies now working in cities and counties across the Nation. They illustrate how to mobilize a variety of agencies—not just criminal justice, but health, education, business, and citizen organizations as well—in combating drug use.

NIJ is also researching **substance abuse prevention** for high-risk, inner-city youths nationwide. The study is designed to learn more about how programs work and the characteristics of their success. From the research will come a handbook for local program developers and practitioners documenting how to develop successful drug abuse prevention programs.

Community Policing

NIJ has been in the forefront in developing and evaluating a new public safety strategy that is rapidly being adopted by communities and police departments throughout the Nation. **Community policing** or neighborhood-oriented policing forges strong partnerships between police and community residents. **Problem-oriented policing** redirects police and community resources toward resolving underlying problems that breed crime.

Evaluations of community policing experiments in Houston, TX, and Madison, WI, are providing new information on the activities of the “community police officer” and on the police department reorganization required to make them work. Recently completed research in Seattle, WA, indicates that a

formally organized community policing effort stimulates citizen participation and leads to significant reductions in crime.

In Birmingham, AL, the police engaged in two forms of community policing to combat drug trafficking: police-citizen contacts through door-to-door interviews and the establishment of a police substation in a public housing development. NIJ’s research found that these actions had dramatic and significant effects on property crime and on citizen satisfaction with police services.

Holding Criminals Accountable

National attention increasingly has turned to the concept of intermediate punishments—new approaches that hold offenders accountable for their illegal actions and achieve the goal of increasing public safety. **Intermediate punishments** include shock incarceration (boot camps), intensive probation supervision, electronic monitoring, day reporting centers, fines, restitution, and community service.

More than 300 local, State, and Federal criminal justice officials, legislators, researchers, and treatment professionals gathered in Washington, DC, last fall for a 3-day **NIJ Conference on Intermediate Punishments** as sentencing options. The conference provided an opportunity to learn firsthand from experiments and programs of intermediate punishments, and encouraged participants to share information about the design and costs of new programs emerging across the country.

For the third consecutive year, NIJ survey data show a steady rise in the use of **electronic monitoring** as a criminal sanction. Electronic monitoring programs are in place in 38 States, with more than two-thirds of the sites collecting fees from offenders who are admitted to the program. Routine substance abuse testing was conducted in five out of every six programs. Most monitoring programs require that offenders have jobs, telephones, and fixed residences. Somewhat fewer than half of the States have specific enabling statutes for electronic monitoring.

Expanding Corrections Capacity

With further gains in combating illegal drug use and crime, the number of convicted offenders steadily grows. Federal and State prison populations rose 115

percent in the past decade; the current combined prison population stands at more than 750,000. Local jails now hold nearly 400,000 inmates, for an incarcerated population of more than a million. In many areas, the demand for additional space increases; many jurisdictions are under court order to increase their prison or jail space, or limit offender populations.

NIJ's **Construction Information Exchange** is helping States and localities solve prison and jail capacity problems. The program offers easy access to the latest concepts and techniques for planning, financing, and constructing new prisons and jails. State and local officials can tap into this valuable network and obtain the information they need through the Construction Information Exchange Data Base, the *National Directory of Corrections Construction*, and *Construction Bulletins*.

Strengthening Prosecution

Case disposition data show that prosecutors in some jurisdictions with a high volume of drug cases have nonetheless achieved more felony convictions and prison sentences than before the explosion in drug crime. NIJ is documenting the prosecutorial policies that succeeded in increasing both case processing and severity of punishment in a report to be published in the coming year.

Applying Advanced Technology

NIJ is helping police and crime labs adapt DNA analysis of hair, blood, and semen to increase precision in identifying evidence that links offenders to crimes and exonerates the innocent. Last year, NIJ, in cooperation with the Federal Bureau of Investigation and the National Institute of Standards and Technology, advanced the state of the art of DNA "fingerprint" testing by developing new ways to simplify its use and reduce its cost. A 1990 report by the Office of Technology Assessment noted NIJ's extensive research in and contributions to this complex field. NIJ is continuing to develop the research needed to reap the full potential of this scientific breakthrough.

Scientists and engineers, working under NIJ sponsorship, are developing minimum performance standards for testing technology and equipment used by police,

courts, and corrections agencies. NIJ publishes reliable guides to performance, safety, and economy for the field.

A new technology for detecting drug use, **hair analysis**, promises to expand the ability of criminal justice agencies to detect drug use by offenders. Urine and blood testing provide accurate evidence of use for most drugs in relatively recent time periods prior to testing, generally 2 to 4 days. Hair analysis, however, can detect traces of drugs such as cocaine and heroin in hair strands for several months. NIJ is supporting developmental projects for standardizing analysis techniques, which will make them more accessible to crime laboratories.

Support for Crime Victims

In 1991, NIJ will publish an update of its *Issues and Practices* study on crime victim compensation programs. The new volume describes changes in State practices since the enactment of the Victims of Crime Act. Findings from the updated study show that claims filed in 1988 were up 20 percent over the levels for the previous year, and awards were up 15 percent.

White Collar Crime

NIJ recently funded the publication of a manual on the detection and investigation of money laundering, which will include an inventory of strategies for use by State and local law enforcement agencies. NIJ is also examining Asian-organized criminal gangs and their crimes against Asian businesses in three Asian-American communities to identify types of gang activities, special law enforcement problems, and the impact of the gang activity on businesses and the community.

Information on What Works

Congress has also authorized NIJ to operate a national and international clearinghouse on criminal justice information. Founded by NIJ in 1972, the National Criminal Justice Reference Service (NCJRS) is the world's largest criminal justice clearinghouse. NCJRS is a database of information that brings the latest findings to the fingertips of law enforcement practitioners, professionals, and decisionmakers.

In 1990, NIJ launched the International Document Exchange, which provides 43 member organizations in 27 countries the same access to the wealth of NIJ's criminal justice information. NIJ has invited all United Nations members to join in this international program.

To fulfill its broad mandate to inform the criminal justice community of new and promising approaches to crime and drug abuse control, NIJ publishes a wide variety of bulletins and reports that provide useful information to criminal justice practitioners, law enforcement officials, and policymakers at the Federal, State, county, and local levels of government.

Future Directions in Drug and Crime Research

The heart of the Institute's evaluation effort lies in the evaluation of BJA's formula and discretionary grants. In the past 2 years, the Institute has supported more than 30 evaluation efforts, and these will provide findings needed for realizing the goals of the national drug control strategy and for models for State and local replication.

Institute staff, working with BJA, are exploring new fields of interest for future evaluation. These fields include prosecutorial efforts, financial investigations, drug testing, civil penalties, holding users accountable, use of fines, intermediate punishments, and drug night courts.

Among specific subjects that are likely candidates for evaluation are:

- Gang-associated violence and the movement of many gangs from drug use into illicit drug trafficking;
- Precursor chemicals, which are the necessary chemicals that are diverted from legitimate commerce to produce cocaine, heroin, and other illicit drugs;
- Drug abuse resistance education (DARE) and related prevention programs;
- Neighborhood-oriented policing that brings police and community residents into partnership to reduce drug sales, drug abuse, and drug-related crime;

- Drug testing of persons returned to their community to await trial or as convicted offenders under probation or parole supervision; and
- Shock incarceration programs and juvenile boot camps.

A second focus in fiscal year 1991 is on building the capacity of State and local jurisdictions to conduct their own program evaluations. State and local evaluations have grown under the Anti-Drug Abuse Act of 1988. Not only are more evaluations being performed, but there is also greater interest by program managers in evaluation findings. The Institute already sponsors one form of capacity-building: evaluation tutorials at the National Evaluation Conference. NIJ is examining ways to expand capacity-building efforts to reach a larger audience.

Effective communication of results of research, program development, and evaluation is essential. Legislators and Governors want to know about successful policy initiatives, planners and managers want to know about successful programs, and police and other practitioners want program training as well as information.

In fiscal year 1991, the Institute will increase its efforts to disseminate evaluation information. To that end, NIJ is adding an *Evaluation Bulletin* series to communicate results of individual evaluations quickly and cost-effectively to large audiences. The National Institute of Justice and the Bureau of Justice Assistance will also host a second annual National Evaluation Conference in July 1991 that will explain results and evaluations in progress and provide valuable assistance to members of the State and local law enforcement and criminal justice community.

Chapter II.

Fiscal Year

1989 Grants

It is appropriate to begin the detailed reporting of National Institute of Justice activities under the Anti-Drug Abuse Act of 1988 with descriptions of evaluations carried out in fiscal year 1989. In 1989, the Institute funded its first evaluations under the 1988 legislation: 14 grants totaling almost \$3.2 million.

The 1989 grants cover a wide range of criminal justice and law enforcement concerns: community anti-drug initiatives, narcotics enforcement strategies, and programs to keep offenders off drugs after release, among others. These grants provide equal coverage of both formula and discretionary grants made by the Bureau of Justice Assistance (BJA) around the Nation.

Many of the programs funded in the first year's evaluation efforts are nearing completion. Although in most cases it is too early to report definitive findings, Chapter II contains Institute findings that are supported by data and that can be immediately useful to the law enforcement community. Final results will be presented in NIJ's 1991 annual evaluation report. In the meantime, the information in this report should help law enforcement professionals to develop better approaches to drug enforcement and control, highlight the best ways to accomplish specific goals, and point out the potential as well as the limitations of emerging concepts.

A complete list of NIJ's fiscal year 1989 evaluation grants appears in the Appendix.

Communities Respond to Drug Abuse

Americans view drugs as one of the most serious problem facing inner-city neighborhoods. Throughout the country, communities have become increasingly angry and have begun to fight back. Realizing that local police and other law enforcement agencies cannot prevent drug abuse without help, community groups are now working hard to organize local residents around this issue and to develop a variety of anti-drug strategies.

The National Institute of Justice is evaluating the Community Responses to Drug Abuse (CRDA) National Demonstration Program. This multisite demonstration program, funded by the Bureau of Justice Assistance, is designed to test the feasibility of community-based initiatives. CRDA provided support for 10 community organizations in 9 cities. The general mission of this demonstration program is "the creation and testing of effective communitywide strategies that local groups can implement to reduce drug abuse and fear and to improve the quality of life in targeted communities."

The Institute is supporting a two-stage evaluation of the program carried out by the University of Illinois at Chicago. Phase I was completed in September 1990, and Phase II, a continuation study grant awarded by NIJ in fiscal year 1990, will be completed in 1992.

Evaluation findings are now available that provide practical information on:

- How 10 community groups planned and implemented their programs,
- The types of partnerships that these community groups developed in the war against drugs, and
- The types of technical assistance that have helped to date in achieving the program objectives.

Specific findings to date are as follows:

- Community relationships with local police have developed or been strengthened at all sites.
- Identification of drug “hotspots” and closing of drug houses provide the backbone of police-community partnerships in the demonstration projects.
- The creation of drug-free school zones at most demonstration sites provides a rallying point for nearby residents and community groups.
- Public rallies, marches, and conferences are raising public awareness about the drug problem and mobilizing local residents.

The Phase II evaluation effort will assess the effectiveness of community actions in six CRDA cities.

Empowering Communities to Act

Current evaluation results indicate that the 10 communities under study are being empowered to become active partners in defending their neighborhoods against drugs and drug-related crimes.

Developing or strengthening a relationship with local police was a central strategy for all sites. In several cases, community organizations accustomed to adversarial relationships with the police discovered this posture was unnecessary as police and the community worked together to achieve common objectives. In addition to the police role as task force participants, community groups in several locations pushed for stronger enforcement of laws regarding truancy, loitering, curfew, and the purchase of liquor. Communities also called for more police patrols and arrests in drug-infested areas. To ensure that police enforcement activity was not in vain, several sites developed court-monitoring programs to make sure that drug dealers received stiff sentences.

Seven of the 10 sites distributed hotspot cards to local residents for anonymous reporting of drug-related activity by location. All groups served as the liaison for collecting, mapping, and transmitting information to the police. Hotspot information often led to the arrest of individuals or groups and provided the basis for identifying and closing drug houses.

Closing drug houses was one of the highest priorities of these community organizations, although their approaches were different. The Oakland, CA, model—which relies on nuisance abatement laws, housing codes, and other civil procedures—has been very effective at reducing house-specific drug activity and closing crack houses. (Many cities have expressed an interest in learning from the Oakland model and experience.) This is an excellent example of what is meant by a cooperative activity or partnership. A successful closing requires the cooperation and coordination of many agencies and community groups. Closing drug houses seems to be an even more beneficial strategy when it is linked with the next logical step—rehabilitating and reoccupying these houses.

The creation of drug-free school zones was another important strategy that provided a good opportunity for community groups to mobilize nearby residents. Although the deterrent effect of these zones has not been determined, their potential for community-building seems clear.

Public events such as rallies and marches were seen as useful tools to reinforce the community’s values, celebrate victories in the drug war, overcome the fear of drug-related violence, and send a strong message to drug users and dealers. Such activities seem central to galvanizing the community.

Citizen Participation and Cooperative Partnerships

Communities are being empowered to fight crime and drugs in their own neighborhoods in a number of basic ways, including:

- Enhanced cooperation and liaisons with local police, schools, churches, and social service agencies;
- Focused efforts to identify street drug markets and close drug houses;

- Mobilization of community residents to monitor and report activities in drug-free school zones;
- Community support for expanded drug education in the classroom; and
- Public demonstrations of community solidarity in the fight against crimes and drugs.

Current evaluation findings are consistent with prior research on community crime prevention programs and citizen reactions to crime. Both underscore the importance of:

- Utilizing voluntary multi-issue groups to enhance citizen participation; and
- Developing cooperative partnerships in the pursuit of comprehensive approaches.

Through this evaluation, the general strategies employed by the 10 communities in the study have been extracted to benefit other communities that face similar drug problems.

Further Encouragement: Communities in Action

Other important findings are encouraging and will prove useful to police, community-based organizations, and policymakers in developing anti-drug initiatives:

- Citizen patrols have formed at several sites to combat the drug problem. Residential patrols are an exercise in informal social control and send a message to drug dealers and users. One neighborhood developed a school patrol to deter illegal drug activity in areas around their school.
- Enforcement activities have played a central role in many of the anti-drug strategies developed by CRDA groups. However, several organizations have shown an interest in strategies that go beyond enforcement to prevention and treatment. These sites have given considerable attention to developing community-based youth-oriented programs. These programs, which provide youths with recreation, counseling, and/or referral to social services, are intended to reduce delinquency, drug abuse, and gang involvement. One site is developing a comprehensive network of youth services, another has proposed street-

level counseling for youths at risk of gang involvement, and two others are working on developing youth centers.

- A number of housing-improvement strategies have been developed by participating communities. For residents living in low-income housing and exposed to high levels of drug activities, CRDA programs are improving physical security, organizing tenants, initiating tenant patrols, and working with landlords to develop drug-free leases and to evict suspected drug users and dealers.
- Some programs have focused on rehabilitating affordable housing and locating new tenants. Renovating property does not alone guarantee drug-free tenants, however, as some sites have found.
- The demonstration programs have also improved the physical environment of communities in many ways, including providing better lighting in local parks at two sites to reduce the use of the parks for drug transactions. Volunteer cleanups of vacant lots and lobbying efforts to change the laws that interfere with the sale of such property are also important strategies.

This evaluation sheds light on how communities can be organized in the drug war and the factors that appear to facilitate or inhibit community involvement. It will provide feedback that can be used to strengthen both current and future strategies for combating drugs at the community level.

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Grant Summary

Grant Title: Demonstration of Community Responses to Drug Abuse
Grant No. 89-IJ-CX-0026
Evaluator: University of Illinois at Chicago, Chicago, IL
Grant Amount: \$249,509

Supplemental 1990 Grant

Grant Title: National Demonstration of Community Responses to Drug Abuse
Grant No.: 90-DD-CX-0015
Evaluator: University of Illinois at Chicago, Chicago, IL
Grant Amount: \$294,709

Changing Police Practices and Community Responsibilities

Communities throughout the United States are mobilizing against drug-related crimes and violence—perhaps the gravest threat to their survival as viable, safe, healthful places to live and raise families. The Eastside neighborhood of Wilmington, DE, is one such community; its method of mobilization revolves around increased police presence in the community. The National Institute of Justice has selected this project for intensive evaluation as an example of comparable efforts across the Nation.

The goal of the Eastside Anti-Drug Abuse Program in Wilmington is to reduce drug-related activities in the neighborhood by:

- Improving the relationship between the community and the police;
- Encouraging residents to become more involved in community-based efforts to decrease drug-related activities; and
- Increasing the availability of educational, social, and rehabilitative services.

The Institute is supporting evaluation of the program in its three phases:

- Phase I—at normal police presence;
- Phase II—during increased police presence; and
- Phase III—after return of police presence to normal (Phase I level).

The evaluation, conducted for NIJ by the Delaware Statistical Analysis Center, will be completed in April 1993, and final impact findings will be available then. Assessment of the program to date has shown that it has successfully established its three program components:

- **Enhanced Community Policing Effort:** Special community drug enforcement officers assigned to the Eastside neighborhood meet routinely with community leaders to discuss

methods of identifying, reporting, and arresting drug traffickers in the neighborhood, as well as community drug prevention strategies.

- **Expanded Community Organization:** The Eastside Advisory Council, consisting of 38 members representing State and local governments, police, schools, private social service providers, churches, and community residents, is increasing its responsibility in combating drug-related activities in Eastside.
- **Focused Social Services:** Social service projects in place in the Eastside neighborhood include tutoring, parent training, substance abuse education, and counseling and treatment programs—all essential to maintaining a viable community after police presence returns to normal.

Encouraging Signs in the Community

Although the Eastside program has not moved into Phase III—return to normal police presence—and only preliminary findings are available on Phases I and II, the status of the three major program components suggests real progress toward greater community responsibility:

- The community policing effort has been enhanced; residents are more accepting of police presence and more willing to request their assistance.
- The Eastside Council—the primary community organization—is expanding its role and influence.
- Social services are focused more directly on the needs of community residents most affected by the drug trade.

Increased Police Presence and Community Accountability

Currently, the Eastside program is in the phase of increased police presence, Phase II. Significant results are evident.

One of the goals of the Eastside program is to increase the willingness of residents to call 911 or otherwise alert the police when they witness drug

activity in their neighborhood. Before the program began in 1987, there were 98 drug-related activities reported to the police. In 1988, the first year of the program, the number of reported drug-related activities increased to 379, and in 1989, they increased again to 462. This 371 percent increase since 1987 far outstrips that of any other district in Wilmington, indicating that the goal of increased reporting is being achieved.

The Eastside Advisory Council and the local police are training a network of volunteer block captains to recognize drug use and marketing patterns, work with the police to identify residents who need social services, and provide direct referrals to participating social service agencies as needed. The importance of this network will increase after the police presence returns to normal. Through this effort and others, the Council is becoming more visibly involved in, and accountable for, activities in its community.

The Eastside Advisory Council has learned that some services that may not appear to be directly related to drug abuse have an important indirect impact. For example, nontraditional daycare became an important social service goal when the committee realized that unsupervised youngsters on the streets in the evening were there not because of neglect but instead because many single parents work evening shifts.

An NIJ Guide to Decisionmaking

Progress is being made in a number of areas not yet highlighted, including the following:

- Documentation of drug arrests to determine (1) whether the increase in reported drug crimes resulted in a proportional increase in drug arrests compared with the remainder of the city, and (2) to what degree the problem is caused by neighborhood residents versus nonresidents.
- Documentation of policing patterns to verify that community policing practices are changing to meet community needs. (Notes and minutes from monthly police and community meetings indicate that police tactics have been successful in changing the location and time of drug marketing.)

- Survey of community service organizations to assess the level and extent of services offered. (The initial returns are in for 60 of the 76 identified organizations that may provide social services for Eastside residents.)
- Review of community interaction to determine changing patterns, the effect of the changes, and the extent to which certain activities affect the community.

Documentation in these areas will be useful to local officials in making decisions about the effectiveness of levels of police presence in the community.

Grant Summary

Grant Title: Eastside Wilmington Anti-Drug Abuse Program
 Grant No.: 89-DD-CX-0047
 Evaluator: State of Delaware, Statistical Analysis Center, Dover, DE
 Grant Amount: \$50,092

Supplemental 1990 Grant

Grant Title: Eastside Wilmington Anti-Drug Abuse Program
 Grant No.: 90-DD-CX-0059
 Evaluator: State of Delaware, Statistical Analysis Center, Dover, DE
 Grant Amount: \$105,950

Controlling Drug Abuse in Public Housing

Drug control in public housing developments is a focus of serious governmental concern. This concern has been motivated by a perception that public housing developments are centers for especially intense drug-related activity. Moreover, public housing is, by definition, a public responsibility; that is, government has the responsibilities of landlord and police to ensure the safety of public housing residents.

To help policymakers respond creatively and effectively to the problem, the National Institute of Justice is evaluating drug control strategies in public housing developments in five cities: Lexington, KY; Los Angeles, CA; Philadelphia, PA; Phoenix, AZ; and Washington, DC. In all five cities, data for 1986 to 1989 from police departments and housing authorities on drug and other crimes are being analyzed.

The evaluation, conducted for NIJ by the RAND Corporation, will:

- Identify basic characteristics of the drug problem in public housing developments;
- Compare the extent and character of drug and drug-related crime in public versus private housing to determine just how serious the problem is in the developments in relation to other housing;
- Identify the main public housing characteristics associated with different levels of drug-related activity; and
- Inventory different types of anti-drug initiatives in public housing developments.

Current Events at Study Sites

Efforts are underway to collect housing, program initiative, and crime information in each city. Public housing communities differ widely. The five cities being studied exemplify this diversity. The variation in amount, type, and location of public housing; type of housing management; and current drug control efforts will greatly enhance the ability to generalize the study's results and thus to apply them to other developments.

Public housing developments in Los Angeles, Philadelphia, and Washington, DC, each have tens of thousands of residents; Lexington and Phoenix, by contrast, each have public housing populations of roughly 4,500. Philadelphia's and Washington's housing, like that of most major East Coast cities, is fairly old, and has a large number of highrise buildings; the housing developments in the three other cities are newer, less deteriorated, and generally lowrise. In Los Angeles and Phoenix, many housing developments are grouped closely together, creating larger areas made up almost exclusively of developments.

Management of public housing developments also differs. In each of these cities, except Phoenix, independent housing authorities manage public housing developments. In Phoenix, public housing is under direct control of the mayor's office. In some cities, such as Los Angeles, enforcement responsibilities in public housing developments are shared by the city police and a Housing Authority Police Department; others have no housing police.

A variety of drug control initiatives is underway in each of the five sites. For example, Phoenix has implemented a walking beat program, in which public housing is intensely patrolled by teams of police officers on foot. Los Angeles has conducted undercover investigations, social service programs, passive security measures, and police sweeps. Other cities have pursued combinations of these approaches.

Records of arrests and crimes have been made available by each of the cities in the study. These can be used to describe trends in drug activity even though the data themselves are imperfect measurements of the underlying street drug scene.

Using the Results

Results of the study will be of interest to:

- Local housing authorities, who currently have little or no hard information on the extent of drug crime in the public housing developments. Such information will be particularly important as increasing numbers of housing authorities develop drug control initiatives under the Public Housing Drug Elimination Program.

- Officials who direct the Drug Elimination Program of the Department of Housing and Urban Development (the study will, for instance, provide a transferrable method for measuring drug-related crime in any geographic area).

The evaluation will also provide an important context for the upcoming evaluations of specific initiatives under the Public Housing Drug Elimination Program. Methodologies developed by this study for analyzing drug-related crime in public housing developments are potentially significant to those evaluations. In addition, the NIJ study's descriptions of public housing in major cities will provide these evaluations with benchmarks against which to compare their local situations.

The funding information will help local officials who need to determine the extent to which public housing should receive additional police protection, the replicability of urban drug control initiatives in the public housing context, and/or the potential for new initiatives. In addition, comparing the study locations with those in other communities that exist in a similar geographic, demographic, and crime context should yield benefits.

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Grant Summary

Grant Title: Narcotics Enforcement in Public Housing
Grant No.: 89-IJ-CX-0050
Evaluator: The RAND Corporation, Santa Monica, CA
Grant Amount: \$193,140

Special Problems for Drug Enforcement in Public Housing

The drug problem takes on an added dimension in the special environment of public housing. The residents are especially poor and particularly vulnerable to exploitation by narcotics traffickers. In many respects, public housing developments—particularly, relatively small, lowrise developments such as those in Denver, CO—also can be treated like residential neighborhoods. As such, it makes sense to try to mobilize community residents to initiate strategies on their own to combat drug use and crime and to cooperate with the police to regain control over conditions in their neighborhoods.

This NIJ evaluation, conducted by the Police Foundation, examines two police programs designed to tackle drug problems in public housing projects—one in Denver and the other in New Orleans, LA. Both programs are being conducted by Special Narcotics Enforcement in Public Housing Units (NEPHU) and supported by grants from the Bureau of Justice Assistance.

The principal goal of the New Orleans program was “to reduce the incidence of violent crime in public housing developments by focusing development-wide activities on the reduction of street narcotics trafficking.” The New Orleans team hoped to increase a sense of security among development residents, increase the risk of apprehension among potential offenders in and around the developments, and increase residents’ understanding of the severity of the narcotics problem and the ability of the police to help them to tackle it.

The programs in Denver and New Orleans emphasized an enforcement approach to dealing with drug problems in public housing.

The goal of the Denver NEPHU program was to reduce the availability of narcotics within targeted public housing developments. It was anticipated that the program would have a number of spinoff consequences, including decreased levels of crime and fear and increased confidence in the police. The stated goals of the project included:

- A 48 percent increase in drug arrests in public housing; and
- A 10 percent reduction in both violent and property crimes.

Evaluating the Denver and New Orleans Programs

In Denver, several kinds of data were collected for the evaluation. Survey interviews were conducted in the target housing developments at three points in time. The three waves will allow researchers to look at the onset and persistence of program effects. The first wave of the survey attempted to contact every household in the target projects; 520 residents were successfully interviewed.

In addition to the evaluation surveys, a great deal of official archival data on the two project areas and their surrounding neighborhoods was gathered. This includes data on recorded crimes and arrests for both the project and surrounding areas.

The Denver Police Department's computerized mapping capability is being used to produce computerized pin maps that identify the locations of crimes, drug-related arrests, and other incidents, in and around the two projects. Denver's computerized mapping capability is an application of NIJ's Drug Market Analysis Program. (For a description of this program, see Chapter I.) In addition, the Denver site observer has logged the progress of all drug-related arrests made by NEPHU during the evaluation period. This will enable tracking of the rate of "prosecution-quality" arrests—by location—before and after the unit went into operation.

To assess the impact of the New Orleans program, the researchers planned a field experiment. Three of the City's nine housing developments were chosen for this purpose. The experimental design was later modified to be a before-and-after study. Several kinds of quantitative data are also being assembled for the New Orleans evaluation. Interviews have been conducted with Resident Council members both before the program started and about 6 months after the program began. The Data Systems Branch of the New Orleans Police Department is providing listings of the following data, separately for each housing

development and as citywide totals: crimes known to police by detailed Part I categories; arrests by detailed Part I categories; drug-related arrests; and drug-related homicides. These data will show trends over time for all the housing developments in New Orleans.

Preliminary Findings

The Target Population

The Denver program was conducted in partnership with the Denver Housing Authority (DHA). With DHA assistance, two matched developments—one primarily housing Mexican-Americans and the other primarily African-Americans—were selected to participate in the NEPHU project.

The residents of these two developments closely resemble the national profile of public housing residents: families were predominantly poor (more than 85 percent had annual incomes of less than \$6,000), and greater than 92 percent of the household heads were female. With the exception of their different racial backgrounds, the two groups of residents proved to be strikingly similar.

Drug Problems in Denver

Pretest surveys in the two housing developments found very high levels of concern about drug problems and high levels of fear of crime. For example, 64 percent of the residents rated drugs as a "big factor" in causing crime in the development. A majority of the residents (56 percent) said that children and young adults actually used drugs "very frequently." In terms of drug availability in the area, more than 60 percent of the residents said drugs were easily available in the area. When asked, "How easy would it be for someone to find an apartment where drugs could be bought here in this development?", 48 percent said it was "very easy"; an additional 25 percent said it was "fairly easy."

The Denver NEPHU has worked to rid the developments of drug traffickers, and the impact of its efforts will be determined through analyses of two remaining citizen surveys and of official data.

The New Orleans Experience

Three housing developments were chosen for the experiment; one was to be confined to "normal" levels of police enforcement, while the NEPHU was to give the others special attention. Unfortunately and typically, soon after the project began, two youths were shot and killed in the control, or "normal," enforcement development, and in the ensuing months the level of police activity in that development was quite high. Because of this unforeseeable event, the NEPHU also started to operate in that development. As a result, the analysis shifted its focus to:

- Documenting the nature of the program and its activities; and
- Analyzing time-series data on crime, arrests, and policing efforts in all nine of New Orleans' major housing developments.

Remaining Issues

Results from both evaluations will offer valuable information on:

- The level of effort required to implement similar enforcement strategies designed for use in public housing developments; and
- The impact that can be expected on the developments from those efforts.

The staffing costs for implementing such programs will be fully documented, which will allow other law enforcement agencies to determine whether they have the resources for such a program before they decide to start one. The results from Denver might also provide insight into the different effects of enforcement strategies on predominantly African-American neighborhoods versus similar, predominantly Hispanic-American neighborhoods.

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Grant Summary

Grant Title: Drugs and Public Housing:
Toward the Development of an
Effective Police Response in
Denver and New Orleans

Grant No.: 89-DD-CX-0054

Evaluator: The Police Foundation,
Washington, DC

Grant Amount: \$499,893

Drug Crackdowns with Current Resources

Drug crackdowns—sudden, dramatic, and massive police suppression of illegal drug activity—are becoming increasingly popular with police departments around the Nation. Given limited budgets and levels of personnel, however, how do police executives capitalize on the benefits of crackdowns without impeding other services, including emergency response?

To assist policymakers and police executives in assessing the value of drug crackdowns, the National Institute of Justice decided to examine the effectiveness of drug crackdowns in Detroit, MI, conducted without any increase in police manpower. The test site of Detroit was selected to demonstrate the relative impact of contrasting approaches. At the end of the first year of the project, which received NIJ grants in both fiscal years 1989 and 1990, evaluators had completed their initial data gathering. To date, they report:

- Significant police resources were channeled or diverted into target areas; one neighborhood received a 50 percent increase in enforcement and another a 100 percent increase.
- Initial returns on a citizen survey found that communities perceived drugs as a major neighborhood problem; respondents cited drug selling as a more pressing issue than any other, including traffic, prostitution, and abandoned houses.
- Drugs were readily available in the target neighborhoods; three of every five respondents said they knew of a crack house within three blocks of their home.

Measuring the Effectiveness of Crackdowns

Police conduct crackdowns with several outcomes in mind. They expect, first and foremost, that a sudden increase in enforcement will disrupt drug distribution patterns and discourage buyers from entering the target area. Police expect the crackdown to suppress drug-related crimes—such as robbery, burglary, and

larceny—in the enforcement zone. They want the crackdown to increase the community's perception of safety and quality of life. Finally, police want a crackdown that disperses a drug market and reduces or eliminates associated neighborhood problems, such as noise, traffic, and loitering users, to raise the level of community involvement and organization.

The effect on community perceptions is important. For one thing, users' perceptions of increased risk, in addition to dealers' precautions that make purchases more costly in time and effort, may cause a reduction in drug consumption.

Perhaps more important, drug crackdowns may serve as a catalyst for community activities that greatly help police and reduce drug activity. Neighborhood residents may begin to feel empowered; they may feel that their own efforts can make a difference: a crackdown may generate increased citizen reporting of drug activity to police, anti-drug marches, and other manifestations of community determination to help police retake control of the neighborhood.

Cost of Sustained Crackdowns

Crackdowns drain police resources, especially if sustained over any long period of time. The Institute's evaluation is examining both the enforcement and manpower resources sides of drug crackdowns. On the enforcement side, for example, the Institute wants to know the effects of levels of intensity and duration of crackdowns. The fiscal issue explored in this evaluation is whether police can have an impact on trafficking by temporary assignments of personnel to crackdown targets rather than by hiring more police. Evaluators will assess the impact of crackdowns in terms of:

- Arrests and seizures; and
- Prosecutions, convictions, and sanctions.

Four Detroit neighborhoods were the subject of a crisscross experiment: two target neighborhoods—one in the eastern part of the city and one in the western part—received crackdown enforcement for a 6-month period. One neighborhood received an enforcement increase of 50 percent and the other an increase of 100 percent. Their experiences are being compared against two comparison neighborhoods

that received only conventional levels of enforcement during the same period. At the end of the 6-month period, comparison and treatment neighborhoods were switched. The evaluation is examining the effects of the varying enforcement activities on drug activity, street crime, and the quality of life during and after the crackdown period.

Research experience indicates that crackdowns are not uniformly successful. Similar techniques are successful in some neighborhoods, but not others. In some cases, too, crackdowns force the drug dealers to set up shop in different neighborhoods, with little overall reduction in drug activity; in other cases, crackdowns are effective when conducted at full force, but lose their punch when enforcement activity returns to normal levels. A crackdown may also have adverse effects, including raising the level of street crime if the price of drugs increases.

Citizen Concern in Four Detroit Neighborhoods

As part of the evaluation, investigators from Michigan State University surveyed the four neighborhoods under study. More than 52.5 percent of respondents in two of the neighborhoods indicated that drug selling was a significant problem, and 47.5 percent of respondents in the third neighborhood gave that response, as did 37.4 percent of respondents in the fourth neighborhood. Respondents rated drug selling as a significant problem more often than they did other local problems such as prostitution, abandoned houses, litter, and traffic.

In three of the four target neighborhoods, more than 60 percent of respondents said they knew of a crack house within the three-block area surrounding their home in the previous 6 months. A substantial majority—ranging from 64.4 percent to 73.9 percent—indicated that it would be “very easy to buy drugs” in the area right around their home.

Knowledge of community meetings to address neighborhood problems ranged from 53.1 percent in one target neighborhood to 36.9 percent in another.

Running Crackdowns Within Current Police Budgets

The Institute's evaluation in Detroit will offer insights into how police agencies can operate crackdowns within current budgets. The results should aid police executives who lack additional resources for increased drug enforcement.

The evaluation results will also shed light on how effective crackdowns are in achieving specific objectives, such as dispersing drug markets, reducing street crime, and improving the neighborhood's quality of life.

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Grant Summary

Grant Title: The Impact of Narcotics Crackdowns: Intermittent Enforcement and Residual Deterrence

Grant No.: 89-DD-CX-0049

Evaluator: Michigan State University, East Lansing, MI

Grant Amount: \$254,281

New York's Tactical Narcotics Enforcement

Street trafficking spells danger to community life—danger in the forms of drive-by shootings, street crime, and addicted children. Street dealers, not drug lords, fuel community demands for police action.

Police officials have struck drug-plagued neighborhoods through massive crackdowns, and the National Institute of Justice has launched a second study of this approach to provide a comparison with the Detroit model. While using a variety of tactics, crackdowns have several common points: they are temporary, they target visible drug traffic, and they concentrate on limited areas. Whether and how long crackdowns can disrupt local drug scenes is still an open question. Previous studies have pinpointed some apparent successes, but the hidden actions of dealers raise speculations about lasting effectiveness. NIJ continues to study the dynamics of the crackdown and its contributions as a mainstream police strategy.

The New York City Police Department's Tactical Narcotics Teams (TNTs) have employed an approach that differs from Detroit's. New York has deployed large numbers of plainclothes and undercover narcotics officers for short periods in areas where street-level drug trafficking is endemic. In addition to a rapid buy-and-bust strategy, the police teams draw on a network of city, State, and Federal agencies to bolster their attacks on drug locations in target areas.

NIJ's evaluation is comparing two Brooklyn neighborhoods where the teams are operating with another area in Brooklyn that has not yet been assigned a Tactical Narcotics Team.

Conducted for NIJ by the Vera Institute of Justice in New York City, the evaluation is still underway, but preliminary assessment of the team's impact in the first experimental precinct has found:

- In a 3-month intervention in the first neighborhood, team officers made more than 1,000 arrests; approximately half were for felony drug sales, generally of crack. In addition, officers confiscated 70 vehicles from drug buyers coming into the neighborhood.
- The team's first assault virtually shut down street dealing in one block of the neighborhood.
- Street dealers quickly became aware of TNT's presence and learned to recognize the backup teams that surrounded locations where undercover officers were operating.
- Results may be shortlived: A substantial number of traffickers were arrested during the first few days of operations, but they were quickly replaced by others.
- Dealers adapted to the crackdown: they shifted selling hours, reduced hand-to-hand exchanges; moved out of the selling location after a sale; and used observers to spot team vehicles.

Selecting the Study Neighborhoods

The study team gathered an extensive array of data from three Brooklyn neighborhoods, two that hosted the experimental crackdowns and one targeted for subsequent TNT efforts. The experimental and comparison research areas were selected with the help of the New York City Police Department, which identified the hotspots of drug activity within those areas. For the evaluation, researchers are focusing on relatively small concentrations of hotspots within the projected crackdown target areas.

The research sites are substantially similar in demographic composition, income levels, and drug and crime convictions. All three areas include active street-level crack markets, and the precincts they are located in have a relatively high volume of crimes against the person—in marked contrast to other South Brooklyn precincts. Residents in the first experimental district were slightly more fearful than people in the other two at the outset, but these differences in fear were relatively slight.

Data collection is nearly completed in all locations, but only the earliest crackdown has been analyzed to date. There, residents, TNT officers, local precinct personnel, and researchers generally agreed on some of the effects of TNT in this first target area. Street markets were virtually shut down in one block of the target area. In the first neighborhood, approximately half of the more than 1,000 arrests were for felony drug sales, generally of crack. Officers also confis-

cated 70 vehicles from drug buyers coming into the neighborhood. Overall, street-level trafficking was less blatant and less visible than it had been before the enforcement period. Drug trafficking did not generally shift to other locations either within or outside the target area during the enforcement period, but drug sellers did shift the times at which they sold. Some trafficking moved into apartment complexes, increasing resident fear.

Undercover agents trying to make drug purchases found it harder to make connections during the enforcement period in the first study area. Some evidence indicated that established users, facing the same problems, may have increased their drug "binges" when they made a score and thereby kept the same overall consumption. Relatively few new crack users were identified in the area during the study period, but it is impossible to determine whether greater numbers would have been seen absent the crackdown.

Specially trained members of the evaluation team developed an extensive network of contacts among street users and dealers; most of these contacts had been using crack for at least 2 years. There appeared to be few newcomers to these circles and little evidence of new crack use among local teenagers. The research team believes these findings are related to a citywide leveling off in the demand for crack, even within inner-city markets.

Users in these circles viewed the market disruptions during the study period as temporary. They believed that normal drug trafficking would resume in full force once TNT was gone. Subsequent analyses corroborated junkie claims. Research data and police interviews indicated that, even during the peak of the enforcement period, overall levels of drug trafficking remained unchanged throughout most of the target area, although dealer practices shifted to avoid the team's activities.

Adaptations of the market to the enforcement activity had observable positive and negative effects on the community. For example, when markets moved indoors, the volume of visible street drug traffic declined, but drug conditions moved closer to the residents of buildings into which the drug operations had moved. Hence, disruption of street-level drug markets had a negative influence on quality of life for some members of the community.

Research on community attitudes—fear of crime, perceptions of disorder, attitudes toward the police—is still in progress. Some information on these issues is available from indepth interviews with community leaders, who may or may not be typical of community residents who are less familiar with public officials and local policy issues. In general, community leaders in the first experimental area were aware of the team's presence in the neighborhood, although they did not know much about its structure or operations.

Community leaders criticized what they perceived as insufficient efforts by TNT personnel to reach out to groups in the area. And they thought the intervention was too short to have any long-term influence on drug markets or the quality of life in their community, and that punishment meted out to offenders might be too lenient. Nevertheless, they generally supported the goals, tactics, and presence of the enforcement effort and welcomed the official recognition that "something must be done" about drug conditions in their community.

Policy Questions

The NIJ evaluation explores important questions of how drug market dynamics respond to this type of crackdown:

- Do marketplaces return after enforcement efforts are relaxed? If they do, how soon?
- Does drug trading simply shift to other established marketplaces or to as-yet-undeveloped locations?
- Are new drug purchasers deterred by visible enforcement? If so, do local markets feel the effects?

Researchers will document the reactions of community leaders and residents, police officers, street-level users and dealers, and TNT staff themselves to uncover any differences in their awareness of the crackdown and their assessment of its effectiveness. Researchers will be looking at whether the implementation of TNT varies according to a neighborhood's characteristics.

Improving the Quality of Neighborhood Life

Which of the many segments that compose a community are reached by law enforcement interventions of this type? Drug traffickers and users generally learned about TNT's tactics and methods, even if they had not been arrested by the unit. Community leaders, particularly those who were most in contact with political officials, were generally aware of TNT, although most had limited knowledge of its goals and tactics and few had seen it in action.

General survey findings from community residents, who are the intended beneficiaries of TNT efforts, will show whether police affected the quality of life in a particular neighborhood. The New York City Police Department will use the research results in balancing concerns about precinct staffing levels with community demands for stopping street drug markets.

Grant Summary

Grant Title: The Community Effects of Street-Level Narcotics Enforcement
Grant No.: 89-IJ-CX-0056
Evaluator: Vera Institute of Justice, New York, NY
Grant Amount: \$450,000

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Multijurisdictional Task Forces

Drug traffickers respect neither the law nor jurisdictional boundaries. Drug traffickers can move cash, drugs, weapons, people, vehicles, and contraband freely from one city to another, one State to another. Police authority stops at the city, county, or State line.

A key law enforcement response is multijurisdictional task forces. These entities marshal law enforcement's strengths by coordinating and capitalizing on communicating at high speed, sharing intelligence, and coordinating investigative activities of many people into one operating strike force.

Now estimated to number more than 1,000, task forces are looked upon as successful ways to achieve cooperation and coordination across both geographical and governmental boundaries. Some task forces coordinate agencies from different jurisdictions; others bring together officers from Federal, regional, State, and local agencies. Still others draw members not only from law enforcement but also from other government agencies, businesses, private organizations, and community groups.

Although the benefits of task forces are widely recognized, officials need to know what steps ensure that the benefits are realized. A National Institute of Justice evaluation in California, Kentucky, Minnesota, New Jersey, Oregon, and Texas is looking closely at the implementation process and identifying keys to success. Results to date indicate that the building blocks for success are:

- Computerized intelligence databases;
- Effective asset seizure and forfeiture programs;
- Active involvement of prosecutors in planning and in day-to-day operations;
- Supervisors with extensive experience in narcotics enforcement and complex surveillance operations;
- Open lines of communication and regular meetings; and
- Written interagency agreements.

NIJ Studies Model Programs at Six Sites

Working with law enforcement experts in task force implementation and operation, the Institute selected six sites in six States for study by the Criminal Justice Statistics Association as examples of successful task forces. The sites include rural, suburban, and urban settings; small, medium, and large narcotics task forces; street-level and sting operations as well as mid- and upper-level conspiracy investigations; and all four geographic quadrants of the country. The evaluation sites are located in Portland, OR; Toms River, NJ; Brainerd, MN; El Paso, TX; San Mateo, CA; and Paducah, KY.

Following are brief descriptions of what the Institute has learned about each of the six building blocks for successful task forces.

Computerized Databases

A computerized intelligence database is a must for two reasons. First, it acts as a collection point for large amounts of information, drawn from surveillance, informants, and other sources, that may bear on many different cases. Especially in the critical early stages of task force development, a computerized intelligence database facilitates data collection and sharing.

Second, it permits cross-referencing of suspect names, associates, charges, and past task force or agency contacts and gives prosecutors and officers quick access to information needed for search, asset seizure, and arrest warrants:

- Task forces are becoming increasingly sophisticated in their uses of computers.
- Some jurisdictions share intelligence with other task forces and with other law enforcement agencies, although this practice is not universal.

Effective Asset Seizure and Forfeiture Programs

Task forces that do the best job of seizing assets and gaining forfeiture have a better chance of succeeding than those that do not have such a program. A successful asset seizure program includes these characteristics:

- At least one full-time prosecutor, experienced in asset seizure and forfeiture procedures, is dedicated to the task force.
- The task force follows a documented routine for filing for asset seizures, investigating the derivative assets of suspected drug dealers, and pursuing asset seizures in civil proceedings.
- The task force sets monetary goals for asset forfeitures, generally setting as a goal the amount needed to cover task force operations for some time period (such as 1 to 3 years).
- Asset forfeiture laws support the seizure and forfeiture of real property, vehicles, financial instruments, and other assets besides cash found at or near the scene of arrest, and they allow forfeiture proceedings to be funneled back into the task force operation.
- The task force has good working relations with Federal authorities, so that asset forfeitures prohibited by local statutes may be realized through Federal law.

Asset forfeiture is a powerful weapon. For example, two task forces studied in this evaluation had each banked more than \$1 million within 2 years of startup, ensuring funds for continued task force operation for some time to come. Task forces that did not achieve such a level of success cited lack of training, lack of prosecutorial support, and restrictive statutes.

Active Involvement of Prosecutors

Active participation by a prosecutor in the daily surveillance and enforcement activities of a task force provides valuable guidance, training, and assistance to task force officers in preparing search and arrest warrants, wiretap applications, asset seizure and forfeiture documents, and other legal papers.

In most cases, evaluators found that prosecutors attached to task forces were active participants in planning, drafting of interagency agreements, and establishing task force operating procedures. They also:

- Trained and advised officers to ensure that evidence is collected in a manner that will support pursuit of warrants, seizures, and surveillance authorizations;
- Taught officers about the Federal, State, and local legal systems; and

- Attended tactical meetings at which officers planned surveillance and bust strategies.

Experienced Supervisors

In each of the six demonstration sites, task force supervisors had extensive narcotics enforcement experience; most had experience with Federal Drug Enforcement Administration task forces and extensive experience in the jurisdictions in which the task force operates. Most had experience in complex surveillance operations.

In terms of line staff, these patterns emerged:

- Most supervisors preferred more experienced officers with narcotics enforcement backgrounds, noting that experience lessens the need for off-site training, disrupts operations less, and does not hamper implementation.
- In one task force, supervisors preferred younger, less experienced officers, on grounds that fresh training and on-the-job experience were preferable to teaching seasoned officers how to operate under a new system.

Communication Is Vital

Most of the task forces studied maintain open communications within the task force and hold regular meetings. Weekly or more frequent meetings enable task force supervisors and narcotics officers to review current cases, plan surveillance, or discuss other developments relating to task force operation.

Evaluators found that frequent meetings, especially early in the implementation phase, perform these functions:

- Keep the group focused on goals and objectives;
- Iron out problems as they arise and before they become serious;
- Reinforce roles of participants; and
- Keep participants oriented to schedules and deadlines.

Interagency Agreements

Written interagency agreements are essential to successful task force operations. In some cases, agreements mention only the intent to cooperate, task force goals, and participating agencies. Others detail responsibilities of participants, methods of payment

or fund transfer, responsible parties for injuries and liabilities, hiring and dismissal procedures, and other technical matters.

Local Participation and Enforcement

Because task forces seek to present a united front, both to the public and to drug offenders, they adopt strategies that ensure participation by as many local departments as possible. Allocation of officers, equipment, facilities, or cash were all observed to constitute participation by local jurisdictions in the six sites studied. Task force supervisors talked of continuous outreach efforts to make resources available and to develop interest in participating.

Task forces also maintain flexibility regarding arrest policy. Most make drug arrests for offenses not in the purview of their targets or objectives, and most make arrests for non-drug offenses when the opportunity presents itself. Developing task forces can benefit from producing results early on, contributing to general law enforcement where possible. This approach deflects the potential image of the task force as an elitist operation among law enforcement agencies.

Whatever their policies, task force supervisors and officers alike can readily enumerate enforcement objectives and targets, which may include:

- Upper level conspirators and distributors;
- Mid- or lower-level dealers; or
- Particular types of narcotics.

Team Efforts Pay Off

Law enforcement planners and managers, who helped develop the concept of multijurisdictional task forces, no longer need to be convinced of the value of this approach. What they need, however, is detailed knowledge about why certain approaches to task forces work. NIJ's evaluation at the six sites in this study should go far in answering that question.

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Grant Summary

Grant Title:	Implementation of Cooperative Law Enforcement Narcotics Control Task Forces
Grant No.:	89-DD-CX-0058
Evaluator:	Criminal Justice Statistics Association, Washington, DC
Grant Amount:	\$104,758

Asset Seizure Reduces Drug Profits

Federal and State law enforcement authorities have aggressively employed asset seizure and forfeiture to reduce the profits of drug traffickers. In 1990, for example, \$460 million of drug traffickers' assets and contraband were forfeited to the Federal Government alone; State, county, and municipal governments seized assets worth millions more.

Asset forfeiture is a legal mechanism by which property and assets derived from, or used in the furtherance of, criminal activity can be seized by and forfeited to the government. The owner loses all rights to the seized property and any compensation for its loss.

The primary purposes of asset forfeiture programs are: to strike a blow against the lucrative illegal drug trade, disrupt distribution networks, and recoup some of the money the public spends on law enforcement. A National Institute of Justice survey shows that:

- Seizure and forfeiture programs now operate at all levels of State, county, and local government.
- These programs are directed and operated by law enforcement agencies, prosecutors, and task forces.
- Programs take many organizational forms: half are maintained as separate units and half are integrated into other operational units, such as narcotics or vice squads.
- Program personnel see a great need for more education and further training about asset forfeiture and its procedures.

An NIJ evaluation strongly indicates that asset forfeiture offers an increasingly powerful weapon to State, county, and municipal law enforcement agencies in the war against drugs. In the first year of demonstration programs at three sites across the country, these results were obtained:

- In Tucson, AZ, 101 seizures generated more than \$1 million, which netted to almost \$825,000 after deducting liens and other expenses.
- Prince George's County, MD, had 311 seizures worth \$1.8 million, which netted more than \$224,000.

- Colorado Springs, CO, had 108 seizures worth \$780,000, which netted more than \$615,000.

In short, all three demonstration sites reported success in starting asset seizure and forfeiture programs, and all three programs became monetarily self-sufficient within their first year of operation.

New Use for Old Procedure

Asset forfeiture has a long history, both in civil law and in State legislation. Colorado, for example, has allowed for the seizure of assets used to contribute to public nuisance—particularly the maintenance of bawdy houses and brothels—since the 1890s. It was not until the 1980s, however, that law enforcement extended asset forfeiture to drug trafficking.

In the 1980s, Congress passed laws to permit the seizure of money and proceeds from the profits of drug trading under the Racketeer Influences and Corrupt Organizations (RICO) laws. The States soon followed suit. The U.S. Supreme Court has consistently upheld the law of forfeiture as constitutionally sound and has upheld the power of law enforcement officials to seize criminals' assets, physical property, and profits (272 U.S. 465 (1926)).

The fact that forfeiture is based primarily on civil remedies offers the criminal justice community a new strategy in its war against drugs; however, it also creates new problems. A central purpose of the Institute's evaluation in this area is to address those problems.

Because asset forfeiture is so new to law enforcement, little information has been available to guide State and local agencies. As one of its first contributions, NIJ, in cooperation with the National Criminal Justice Association (NCJA), the Police Executive Research Forum (PERF), and the (cofunding) Florence V. Burden Foundation, developed a guide that helps legislators and law enforcement officials draft statutes and formulate appropriate policies. This pioneering reference work is *Assets Seizure & Forfeiture: Developing & Maintaining a State Capability* (NCJA, 1988).

While the Institute documented the practical steps for expanding use of this legal tool and the status of legislation in the mid-1980s, BJA awarded a grant to

PERF in 1988 to establish asset forfeiture programs in four demonstration sites, with the expectation that the sites would eventually become self-sufficient. Funds were also made available for training and technical assistance.

The demonstration sites are: Prince George's County, MD; Colorado Springs, CO; Tucson, AZ; and the Attorney General's Office of Arizona. The first three sites used their seed money to establish asset forfeiture programs; the Arizona attorney general's office used it to demonstrate the utility of State money-laundering statutes for forfeitures. In 1989, NIJ funded an evaluation, conducted by the Jefferson Institute for Justice Studies, to assess the effectiveness of the four program approaches, the success of the programs themselves, and the value of the training, technical assistance, and publications provided to the local jurisdictions.

Complexities of Asset Forfeiture Procedures

Asset forfeiture programs bring a new dimension to police investigations, search warrants, and arrests because they require officers and detectives to be sensitive to evidence of assets. They involve police departments in unfamiliar areas, such as: financial investigations, civil court processing, and the protection, management, and disposal of assets. They rely upon new specialists in the form of financial investigators and property managers. Finally, they affect prosecutors—especially those who have civil jurisdiction—and their relationships with other prosecutorial agencies at Federal, State, and local levels.

Asset forfeiture programs produce new strategies—ranging from simple to complex. The most common beginnings are simple programs in which seizures occur simultaneously with drug arrests. The most complex are found in multijurisdictional task forces that have extensive resources and ample time for attorney and investigator teams to trace the hidden assets of kingpins and major drug traffickers, conduct net worth analyses, and carry out covert investigations.

Each demonstration site adopted a different approach to establishing an asset forfeiture program. The State's Attorney's Office of Prince George's County created a special unit directed by the prosecutor. The

program first focused on training 14 law enforcement agencies to develop skills in seizures and investigations. In July 1989, the State changed its statutes to allow the seizure of real property—a move that will allow the unit to make its program procedurally more complex.

The Colorado Springs Police Department developed an areawide asset forfeiture team. The team is housed within its Metro Vice, Narcotics and Intelligence Division and is guided by the directors of the Special Intelligence Fund, which represents the participating agencies.

Tucson used its BJA seed money to establish an asset forfeiture program within the umbrella of the Metropolitan Area Narcotics Tactical Investigative Squads (MANTIS). The program is coordinated with the prosecutor's office, which provides attorneys to screen and review MANTIS cases. Because of the site's proximity to the Mexican border, the program has spawned the development of a number of independent asset forfeiture programs at the local level.

It is not yet clear whether the programs can be sustained because significant factors may affect their success. Chief among these are the formula used to distribute the proceeds, changes in legislation and court rulings, the presence and organizational placement of the financial investigators, and the ability of the program officials to monitor and track the assets. Continuous support is essential, especially in the form of coordination and clearinghouse activities.

At the Federal level, only the Department of Justice (DOJ) has responded organizationally to the need for coordination. DOJ established the Executive Office of Asset Forfeiture to coordinate the activities of 10 different programs within DOJ. The Jefferson Institute has compiled a *Directory of Resources for Asset Forfeiture Programs*. The *Directory* identifies all Federal Government agencies and programs that provide support to State and local asset forfeiture programs.

Findings Suggest Power of Forfeiture

Preliminary data confirm the diversity in the structures and roles of asset forfeiture programs in the United States. Results from a survey of 76 asset forfeiture program directors from 43 States show that:

- The programs operate at all levels of State, county, and local government: 39 percent are State, 30 percent are county, and 27 percent are local.
- The programs are directed and operated by law enforcement agencies, prosecutors, and task forces: 55 percent are in law enforcement agencies, and 43 percent are in prosecution agencies.
- The programs take many organizational forms: half are maintained as separate units and half are integrated into other operational units such as narcotics and vice squads.
- Program personnel say they want additional information on case law and model program descriptions. They also want a clearinghouse, more bulletins, and more updates.
- Program personnel see a need for more education about asset forfeiture and its procedures and for further training for program participants.

The preliminary results of asset forfeiture program efforts only *suggest* the power and potential that they can have in the war against drugs. In the first year of the demonstration, three jurisdictions seized \$3.7 million in cash and property, which netted \$1.7 million after liens and other expenses were deducted (see Table 1). The seed money and training provided to the sites and the access to publications were significant factors in making the jurisdictions monetarily self-sufficient.

These preliminary results present a compelling case for a strong Federal leadership role in guiding the design and development of effective asset forfeiture programs at the State and local levels.

Opportunities for Asset Forfeiture Programs

The Institute evaluations should be useful to law enforcement planners who anticipate starting or expanding an asset forfeiture program. The evaluations will take into account the diversity of legislative and criminal justice environments, procedures, operations, and resources. They will describe different approaches that can be adopted by local jurisdictions.

The potential of asset forfeiture as a strategy to reduce the profits of drug trafficking is evident, but the overall assessment of the significant factors that determine the success of programs is still underway. The findings will put the various pieces in their proper places and establish priorities for further attention. Perhaps even more important, the information will assist legislative officials, local government administrators, and the judiciary to understand the objectives of asset forfeiture and how it can benefit their jurisdiction.

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Table 1. Asset Forfeiture Activities in 1989 by Jurisdiction.

Jurisdiction	Seizures		Net Forfeitures	
	No.	\$ Amount	No.	\$ Amount
Tucson MANTIS	101	\$1,073,906	148	\$ 824,564
Prince George's County	311	1,849,078	116	224,450
Colorado Springs	108	780,285	90	615,325
Totals	520	\$3,703,269	354	\$1,664,339

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Grant Summary

Grant Title: Asset Seizure and Forfeiture Programs
Grant No.: 89-IJ-CX-0037
Evaluator: Jefferson Institute for Justice Studies, Washington, DC
Grant Amount: \$252,144

New Approaches to Detering Illegal Drug Use

Authorities are searching for effective penalties that hold drug offenders accountable without exacerbating pressures on the criminal justice system.

Law enforcement authorities are looking to civil law for new weapons in their fight against crime and drugs. For example, whether a crack house is closed in a police bust or is declared uninhabitable and shut down by a housing inspector, the result is the same—crack dealers lose a base of operations and the neighborhood takes a step toward a return to normalcy.

The National Institute of Justice is evaluating four of the most promising new approaches to punishing or deterring illegal drug use:

- Suspension and postponement of driving privileges;
- Local ordinances that punish minor drug offenses;
- Land use controls that close crack houses; and
- Asset seizure and forfeiture.

The Institute's evaluation, conducted by the Institute for Law and Justice, Inc., will answer several key questions, including the following:

- What were the concerns that led to the enactment of the intermediate punishment?
- Who are the target populations?
- What is the general awareness of the punishment?
- How many people have been punished in this particular manner?
- What is the recidivism rate of the punished offenders?
- Under what circumstances and with which groups is the punishment most likely to be effective?
- What other actions can be taken to increase the punishment's effectiveness?

The answers to these and other questions on innovative punishments will be useful to legislators, criminal justice professionals, and police officials as well as others.

Suspension and Postponement of Driving Privileges

Oregon, Missouri, and New Jersey have led the way in passing laws to suspend and postpone driving privileges for people convicted of drug offenses. Several other States now have similar laws.

New Jersey's Comprehensive Drug Reform Act, which became law in July 1987, mandates forfeiture or postponement of driving privileges for anyone—adults and juveniles—convicted of or adjudicated delinquent for any drug offense. The period of suspension is imposed by the court, but can last no fewer than 6 months or more than 2 years from the day of sentencing. For people under age 17, the period of suspension is postponed until they reach age 17.

Data on more than 600 persons adjudicated under New Jersey's driving suspension statute have been collected. The sample is from two counties—Hudson (Jersey City) and Middlesex (New Brunswick)—that have contrasting demographic characteristics and thus offer an opportunity for comparing results under the statute.

Suspension of driver's licenses occurred in all cases; it is mandatory—the judge may only decide on the length of suspension. Early results from Hudson County show that:

- Surprisingly, Municipal Court offenders (those with less serious charges, such as the possession of drug paraphernalia) frequently received stronger punishments than Superior Court offenders (those with more serious charges such as drug possession with intent to distribute). Suspension periods for Municipal Court offenders averaged almost 9 months compared with 7 months for Superior Court offenders.
- In addition, 73 percent of Municipal Court offenders received jail sentences (generally 30 to 60 days), while 73.4 percent of Superior Court offenders were granted probation.
- About 20 percent of Superior Court offenders received prison sentences—usually ranging from 3 to 5 years.

Another important item to consider is the amount of time—on average 8 months—that cases take from arrest to adjudication.

Local Ordinances Punish Minor Drug Offenses

Minor drug offenses often go unpunished, as police increasingly focus on the more serious cases. Detroit has developed an approach to overcome this problem. A controlled substance ordinance was passed in mid-1986 (Detroit Ordinance 16-86, Chapter 38, Article 11). Some features of the ordinance are identical to State code provisions, while other provisions reflect the city's local interests. The ordinance prohibits possession of controlled substances and paraphernalia for using controlled substances. The Detroit Police Department makes more than 2,000 arrests each year under this ordinance.

An unusual feature is that arrests under this ordinance are processed through the city's traffic courts. There are two apparent advantages to this approach. First, these cases stay out of the criminal court, which already has an overburdened caseload. Second, traffic court judges are accustomed to handling minor offenses, moving their cases rapidly, and imposing appropriate punishments. In Detroit, these judges impose fines and give short jail sentences under the provisions of the ordinance. The local drug ordinance in Detroit enjoys strong support from criminal justice professionals, but data on its effectiveness are incomplete.

Asset Seizure and Forfeiture

Virtually all States now have statutory provisions authorizing civil forfeiture of assets. Forfeiture provisions usually reside in a State's controlled substances act, although a few States have expanded forfeiture to other felonies. (For details on this subject, see "Asset Seizure Reduces Drug Profits," above.)

The evaluation is being conducted at the Miami, FL, Tucson, AZ, and San Antonio, TX, police departments and at the Denver, CO, district attorney's office with the Denver Police Department.

In terms of evaluating asset seizure and forfeiture, the San Antonio Police Department maintains a detailed database of more than 600 closed cases on people and assets handled under its forfeiture procedures. The database is currently being analyzed.

Land Use Controls That Close Crack Houses

The following hypothetical case illustrates how land use controls can work. The Department of Public Works, the Fire Marshal, and the Police Department work cooperatively to close a crack house. Prior to the closing, the police raid the crack house several times. Arrests are made each time, but those arrested are eventually released, and the house continues to operate. Apparently, the dealers consider the arrests a cost of doing business. During the latest raid, the police realize that the house has deteriorated so badly that they can have it closed permanently. The next day the Fire Marshal inspects the house and condemns it immediately. A few days later, the Department of Public Works seals it shut. These actions are accomplished under existing code regulations, which are one form of land use controls.

The Institute evaluation at three sites will identify factors that lead to successful use of land use controls in circumstances such as these. All the sites for evaluating land use control have been visited and interviews have been conducted on their procedures, but results are not yet available.

Grant Summary

Grant Title:	Alternative Sanctions for Drug Offenses
Grant No.:	89-DD-CX-0058
Evaluator:	Institute for Law & Justice, Inc., Alexandria, VA
Grant Amount:	\$197,298

Holding Drug Users Accountable

User accountability is a zero-tolerance policy of social and legal sanctions directed at occasional or recreational drug users. Maricopa County, AZ, has adopted this approach, linking it with education and treatment in a Comprehensive Demand Reduction Program. The National Institute of Justice is evaluating the Demand Reduction Program.

The program educates the general population and private-sector employers about the harmful effects of drug use and abuse and alerts those who use drugs—even occasionally—that they will be held legally accountable if apprehended. Billboards, placards, and public service announcements send the message that *all* drug users will be punished. The messages—designed both to win public support for the Demand Reduction Program and to deter would-be users—focus on and complement the general campaign slogan “Do Drugs. Do Time.”

A speakers' bureau offers presentations to schools and civic groups about the harmful physical and emotional effects of drugs. And employers have been targeted to receive information on the importance of a drug-free workplace as a part of the program's “Put Drugs Out of Work” media campaign.

Stepped-Up Enforcement

A highly coordinated, countywide task force has established uniform policies and enforcement practices to hold drug users accountable. It coordinates special operations against targeted areas such as nightclubs, recreational areas, and shopping centers. Uniformed patrol officers have been directed to take strong enforcement actions against users they encounter during the normal course of their duties.

In general, only first-time offenders are eligible for the diversion option of the program. Offenders who choose this option must admit guilt, pay a \$50 processing fee to the county jail, and pay a fee that ranges from \$500 to \$1,200 to the Arizona Drug Enforcement Fund. Diversion program participants must also submit to regular urinalysis tests and other

treatment program requirements and pay from \$135 to \$1,685 for the cost of their treatment programs. Marijuana users do not have to admit guilt, but are required to meet all of the other requirements—including fee payments—of the program.

The flow of offenders through the User Accountability Program—from arrest through either prosecution or treatment—is outlined here and is depicted in Figure 1.

Positive Results on Both Fronts

The Institute's evaluation, conducted by the Arizona Institute for Criminal Justice, Inc., will document how a concerted attack on the demand for drugs can work. Elements include the following.

The Education Program

The public education component is being assessed through the use of two telephone surveys to determine changes—over time—in the opinion and attitudes of Maricopa County residents. Results from the first survey showed many positive trends, including the following:

- “Do Drugs. Do Time.” is recognized by the vast majority of respondents (85 percent) as the general campaign slogan for the Maricopa County Program.
- Most respondents (58 percent) favored an approach that treats drug users for medical and/or emotional problems over an approach based solely on arrest and prosecution.
- Only a small minority of respondents favored leaving drug users alone unless they bother others or otherwise pose a public nuisance.
- Asked how they would allocate funds between treatment and enforcement, respondents indicated that out of every dollar spent on drug users, 57 cents should be spent on treatment and 43 cents on law enforcement and punishment.

The User Accountability Program

The primary focus of NIJ's evaluation is measuring the success of the program as implemented and the impact of program activities on the demand for drugs.

An important indicator of program success will be the impact of the program on the arrest, prosecution, and diversion of drug users. During the first 12 months of the User Accountability Program, the County Attorney's Office received 4,866 cases for review. Analysis of those cases shows:

- Of those eligible, 36 percent accepted the opportunity to participate.
- Of the eligible offenders, only 10 percent refused to participate.
- Of those eligible for diversion, 35 percent failed to respond to the offer to defer prosecution. For all such offenders, charges were filed and warrants were issued.
- By the end of the first year of the program, offenders who chose diversion had paid \$399,831 in fees to the Arizona Drug Enforcement Fund and \$17,808 in jail fees.

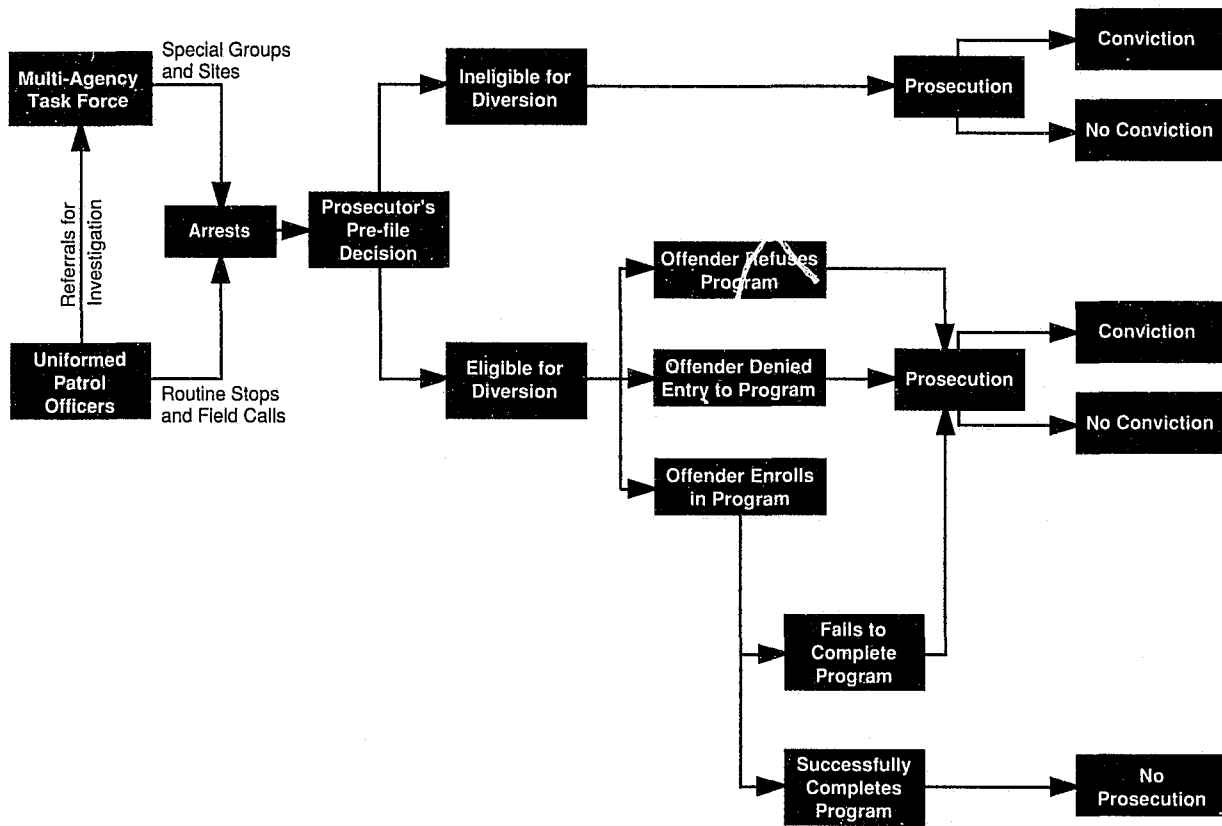
(Pending cases, totaling 19 percent, are omitted.)

In Phoenix, the key to the success of the User Accountability Program is police willingness and ability to change established enforcement strategies. Evaluators surveyed police officers to determine how field operations changed to focus on drug users and the priority that officers give to drug law enforcement compared with other duties. A followup survey is planned for the second year of the study to learn about any changes in police attitudes or actions.

Public Policy Implications

The Maricopa County Demand Reduction Program is a unique response to a growing concern over illegal drug activities and the so-called “casual user.” Rather than focus efforts on the supply side of the transaction—the manufacture, importation, distribution, and sale of illegal drugs—the Demand Reduction Program targets drug users in its efforts to reduce the demand for drugs in Maricopa County. An essential component of the program is user accountability. *All* drug users are legally accountable for their actions. If apprehended they will be arrested, prosecuted, or if eligible and willing, diverted to treatment at the users' own expense.

Figure 1. Flow of Offenders Through the User Accountability Program.



Because of its focus on user accountability, cooperative working arrangement among 26 agencies, involvement of the private sector with public sector agencies, and broad goals, the Maricopa County Demand Reduction Program has already received broad national attention and general acclaim. Moreover, the law enforcement community is pleased with the program and its preliminary evaluation, and efforts are underway to institutionalize it within the Phoenix area.

Evaluation results will aid in establishing the program more widely within Maricopa County and in adopting similar programs elsewhere.

Grant Summary

Grant Title: User Accountability in Maricopa County
 Grant No.: 89-DD-CX-055
 Evaluator: Arizona Institute for Criminal Justice, Inc., Phoenix, AZ
 Grant Amount: \$214,694

Expediting Court Management of Drug Cases

Drug case overload is now a fact of life in most urban courts as the number of drug arrests continues to soar. Most defendants remain within the court system well beyond the limits of efficiency or the interests of justice.

Improving on Traditional Approaches

The traditional approach to adjudication is to move all cases through a series of identical steps within the court system—as efficiently as possible. Today, it is becoming clear that this approach may no longer be appropriate to most congested urban court systems.

Differentiated Case Management (DCM) and Expedited Drug Case Management (EDCM) are new approaches to adjudication that streamline police, prosecution, public defender and court procedures with little additional costs. They have been shown to speed processing times, increase dispositions, and reduce jail crowding.

Research funded by the National Institute of Justice led to development of the DCM program, which was then funded by the Bureau of Justice Assistance and tested in five jurisdictions. DCM programs distributed court resources according to the amount of effort required to process different types of cases—a substantial departure from traditional case management approaches.

With the DCM approach as a starting point, the EDCM program strengthened its case management methods by improving points of contact and communication among law enforcement agencies, prosecution, public defenders, probation officers, jail, and the community. The program took findings from career criminal/repeat offender programs, which documented the importance of strong criminal justice interfaces, and applied them to drug case management. Because EDCM programs reach across the

criminal justice system, they require intensive management and coordinated procedures.

The NIJ evaluation of EDCM, conducted by the Jefferson Institute for Justice Studies, is taking place at three sites: Philadelphia, PA, Middlesex County, NJ, and Marion County, IN. The information below is drawn from Philadelphia.

The Effects of Expedited Case Management

Early findings show that the new case management systems may indeed be the breakthrough needed in today's delay-cost spiral. Evaluation of 10 months of data from the program in the Philadelphia Court of Common Pleas shows that:

- The case processing system has been brought under control. In 1990 more cases were closed (7,461) than opened (4,633) as a result of EDCM procedures. The reverse was true in 1989 when 9,263 cases were opened and 5,201 were closed.
- The average number of days from arraignment to trial decreased by 34 percent—from 116 days to 77 days, and the average days from trial to sentencing decreased by 60 percent—from 33 days to 13 days.
- The speed of case dispositions had a significant impact on jail census. Incarceration time, from pretrial detention to case disposition, was cut in half, from an average of 167 days to 83 days.

The Value of EDCM Programs

The statistics are encouraging; however, many other issues must be addressed if these types of programs are to be widely implemented. The NIJ evaluation will examine:

- The validity of the assumptions upon which programs are based—i.e., whether dispositional routes and processing requirements are predictable and whether they provide a basis for program activity;
- Program effectiveness in improving the efficiency of the adjudication and disposition of drug cases; and,

- The ultimate value and impact of EDCM within the criminal justice system.

The concept of assigning cases to different processing tracks is not new. However, translating the concept into an operational program for managing drug caseloads is. NIJ's study is determining how well different processing tracks operate and what are their ultimate effects. Evaluators are also measuring the demands these tracks place on criminal justice resources. For example, first offenders diverted at a first-appearance hearing are less of a drain on court resources than a drug trafficker who demands a jury trial.

The evaluation will distill the essential features of the organization, management, and operations and document "best practices" so that others can adapt the programs based on the experience and knowledge gained from the demonstration sites.

Evaluation Sites and Findings

Philadelphia and Middlesex County began their programs in January 1990. The Indianapolis program began 9 months later—thus there are no findings from this site as yet.

Although both Philadelphia and Middlesex have produced programs based on the same EDCM principles, their operational features are different. Each program is discussed below.

The Philadelphia Experience

Philadelphia's program concentrated on the early disposition of the large volume of cases clogging its system. With court leadership providing the planning and development by court administrators, Philadelphia marshaled its criminal justice resources into the program. To expedite drug cases, the court provided grant funds to hire a police crime lab assistant, prosecutors, and public defenders. It obtained facsimile machines to ease reporting with the crime lab and with the sheriff for prisoner transfers. The District Attorney agreed to assign experienced prosecutors to the arraignment courts and encouraged making plea offers at an early stage of the proceedings. The public defenders agreed to cooperate as long as plea offers were in the low or mitigated

guidelines ranges and the judge handling the cases was perceived to be fair and just. The judge and the clerks worked to process cases deemed most likely to go to an early disposition. The entire program was monitored on a daily basis by the court administrator's office.

Early in the program, Philadelphia designated all cases into one of four tracks—a fifth track was added later. Track A was composed of cases where adjudication could be expected on the day of arraignment. Track B was for defendants who are in custody, but are not adjudicated in Track A. It is 90 days long and provides for all cases to be scheduled for a trial readiness conference 20 days after arraignment. Track C was reserved for defendants with more than one case pending in the court: it is 14 days long. These cases are consolidated and routed to a designated judge who entertains guilty pleas. Track D was the standard track for all cases that had not been selected for other tracks. Track E, which was only recently created, was designed for serious felony cases.

Cases were assigned to tracks through an automated system operated by the court administrator's office. On the morning of arraignment, the prosecutor and public defender met to discuss all cases assigned to Track A. If they could agree on a plea, the case was referred to the designated judge for immediate adjudication and, if possible, disposition. Cases approved for diversion were scheduled for a diversion hearing no later than 14 days after adjudication.

Management of the program was impressive, and the results to date are dramatic. After 8 months of program operation, a single judge had adjudicated 1,718 cases, in an average of 1.3 days each. This represents 38.6 percent of all adjudications within that time period.

A comparison of caseload statistics for the 10 months from January 1, 1989, to October 30, 1989—before the program was implemented—and for 1990 highlights some preliminary effects of the 1990 EDCM program (see Table 1). The volume of cases entering the system during the EDCM months decreased by about 15 percent from 16,050 in 1989 to 13,603 in 1990. However, the percentage of cases closed during the same time period rose from 32 percent in 1989 to 55 percent in 1990. This substan-

Table 1. Comparison of Philadelphia's 10-Month Caseload—Before and After EDCM Implementation.

Characteristics	Number		Percent	
	1989 ¹	1990 ²	1989	1990
Volume				
Cases Open	9,263	4,633	57.7	34.1
Cases Closed	5,201	7,461	32.4	54.8
Fugitive/Bench Warrant	1,586	1,509	9.9	11.1
Total Cases	16,050	13,603	100.0	100.0
Pretrial Status: Defendant³				
Bail	7,411	6,658	51.2	55.1
Detention	7,053	5,434	48.7	45.0
Total Cases	14,464	12,092	100.0	100.0
Type of Disposition⁴				
Plea	3,383	5,535	65.0	74.2
Bench (Waiver) Trial	902	903	17.3	12.1
Jury Trial	138	24	2.7	0.3
Other	778	999	15.0	13.4
Total Cases	5,201	7,461	100.0	100.0
Average Days				
All Cases	Average Days	Average Days	Percent Change	
	1989	1990		
Indictment to Arraignment	13.96	15.39	10.2	
Arraignment to Trial	115.97	77.08	(33.5)	
Trial to Sentence	32.98	13.21	(59.9)	
Average Days For Detention Cases³				
	Average Days	Average Days	Percent Change	
	1989	1990		
Indictment to Arraignment	14.2	16.0	12.7	
Arraignment to Trial	114.3	68.3	(40.2)	
Trial to Sentence	43.5	16.0	(63.2)	

Notes:

¹ Cases entering between 1/1/89 and 10/30/89

² Cases entering between 1/1/90 and 10/30/90

³ Reflects status of defendant at time of disposition

⁴ Cases disposed between 1/1 and 10/30

tial increase in case closings effectively reduced the court's backlog by 23 percentage points. More important, it indicates that within only 10 months, the case processing system was brought under control—more cases were disposed than entered during a given time period.

Much of this control was attributable to the increased efficiencies in case processing times. The largest reductions occurred in case movement from arraignment to trial where the average number of days was reduced by one third, from 116 to 77 days; and from trial to sentencing where the average number of days dropped 60 percent, from 33 to 13 days.

Perhaps the most significant impact of the program has been on the crowded jails, where the average number of days spent in detention was reduced by 50 percent for those cases closed during this time period from an average of 166.5 to 82.8 days. If this rate holds for the open cases, the effect of the EDCM program should be even more extensive—especially if the number of defendants detained continues at the current reduced levels.

Philadelphia has applied EDCM procedures to its entire caseload, not merely to drug and drug-related offenses. Thus, the impressive results indicate the power of this case management approach even beyond its more narrow focus.

The Middlesex County Program

In Middlesex County, the EDCM program is being implemented in a community that has experienced a 51 percent increase in felony case filings over a 3-year period. A unique feature of Middlesex's program is the mobilization of the community as an integral part of the case management system.

The program was initiated in New Brunswick and has been expanded recently to include three other towns within the county. It ties court case management with the development of a community network to support the court's diversion, treatment, and punishment decisions. The program is directed by the courts with the full cooperation of the prosecutor and public defender.

In Middlesex, cases are first screened for diversion by the prosecutor. Defendants deemed eligible for diversion are then placed in one of a variety of programs—as dictated by the prosecutor. Cases that are not diverted are scheduled for a "5-day judicial conference." The conference includes all of the participants in the adjudication process. A pre-indictment report, prepared by the probation department, is also prepared for the conference. (The report serves as a mini-presentence report for use if a disposition is reached during the conference.)

Before the conference, the prosecutor assigns all cases to tracks:

- Track A includes mandatory presumptive incarceration cases (e.g., school zone, juvenile solicitation, recidivist) or cases that are likely to result in incarceration. Expected disposition is 90 days.
- Track B targets cases that are likely to be disposed of at the conference—cases that do not carry mandatory sentences or a high probability of incarceration. Expected disposition is 30 days.
- Track C was created to handle Track B cases that will go to trial. Expected disposition is 90 days.

The full effects of Middlesex's EDCM program are not yet known. Within the first 12 months (January 1, 1990, to December 31, 1990), however, 698 of 725 cases had been assigned to tracks. Sixty percent of the cases were assigned to Track A and 35 percent to Track B. The median age of these cases reflects their outcomes: median Track A cases (mandatory incarcerations) were 49.4 days old at disposition; Track B cases had a median age of 17.6 days at adjudication; and the median Track C cases were 92 days to disposition.

The Middlesex County EDCM program created a community network that enlisted citizen volunteers, businesses, and local "crime watch" and neighborhood organizations to support community treatment and to monitor court conditions imposed on offenders. Its goal is to put an end to the "revolving door" of drug enforcement through treatment, education, employment, and oversight for compliance with court-ordered activities. To that end, services are divided into several functional areas, which are activated as support and resources are found in the community. To date, drug treatment, community

service, and monitoring of such court-ordered conditions as drug testing or employment are operating. Development of education and employment services is underway.

The Future of Expedited Management

If these program findings can be replicated at other sites, the movement for using this new and different case management rationale will be strengthened. Much will depend on how well EDCM programs can be institutionalized. Judging from preliminary findings in Philadelphia, the programs, or parts of them, may be most valuable to congested urban courts where their effects can be felt not only within the court, but also within other parts of the system—particularly the jails and the community.

Selecting Readings

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Grant Summary

Grant Title:	Expedited Management of Drug Cases
Grant No.:	89-DD-CX-0057
Evaluator:	Jefferson Institute for Justice Studies, Washington, DC
Grant Amount:	\$288,210

Focused Sentencing and Treatment

Evidence that offenders who commit serious crimes are also drug abusers continues to mount. In 1988, for instance, as many as 85 percent of those arrested in major cities tested positive for drug use at the time of arrest. Drug-abusing offenders have been shown to commit more crimes during periods of heavy drug use. They have higher rearrest rates and exhibit worse behavior before their trials than arrestees who do not use drugs.

The Emergence of Urine Testing

During the past decade, urine testing has become the most common means to identify and monitor drug users. And, although knowledge about the benefits and limitations of urine testing is growing, the severity of the crimes and community risks posed by drug-using offenders dictate the need for additional research. Researchers know, for instance, that random urine testing alone reduces drug use by some offenders during their period of supervision—particularly if a positive drug test triggers an *immediate* sanction. It is not known, however, if other offenders would respond better to increased supervision and monitoring or benefit from specific types of treatment programs such as therapeutic communities or counseling.

Tailoring treatment methods both ensures that offenders receive the treatment best suited to their needs—thereby reducing the likelihood of recidivism—and conserves the limited resources available to the criminal justice system by reserving the most intensive and expensive treatment options for those who most need them. NIJ has, therefore, designed an evaluation to examine the effectiveness of offender-tailored drug testing, drug treatment programs, and punishment. This study will document:

- The effectiveness of urine testing—alone or in combination with alternative interventions; and

- The effectiveness of a combination of treatment programs and criminal justice controls, such as house arrest or electronic monitoring, urine testing, and punitive sanctions for drug use during community supervision.

Focused Offender Program

The Drug Testing Technology/Focused Offender Disposition (FOD) Program, established by the National Association of State Alcohol and Drug Abuse Directors (NASADAD) and funded by the Bureau of Justice Assistance, is one facet of NIJ's overall analyses of tailored drug-treatment programs. The specific goals of this study are to determine:

- If urinalysis monitoring by itself is as successful as urinalysis monitoring in combination with other standard forms of treatment in deterring subsequent drug use; and
- The relative effectiveness of the standardized NASADAD drug-screening instrument, the Offender Profile Index (OPI), and local assessment instruments in determining the appropriate level of treatment and/or supervision for criminals who have a history of drug use.

Evaluators have been studying programs in Birmingham, AL, and Phoenix, AZ, for more than a year. Chicago has been added to the study through a supplemental grant in fiscal year 1990. In both initial cities, program participants are drug-using offenders who have been sentenced to probation—most typically for possession of drugs or a charge of burglary/theft. Most have had one or more prior arrests within the past 5 years.

The five levels of treatment participants are receiving within the program range from urine testing only (for minor offenders), through two levels of outpatient care, to two levels of residential treatment. They are moved up or down this scale of treatment/supervision depending upon their response to the program.

Evaluations, conducted for NIJ by the Arizona Institute for Criminal Justice, Inc., at each of these sites are focusing on three basic questions:

- For which types of offenders are particular combinations of urine monitoring and treatment intervention strategies most effective?

- For which types of offenders is urine monitoring alone more—or less—effective when compared with treatment-based intervention strategies?
- How does the reduction in drug use among offenders receiving urinalysis only compare with the reduction in drug use found in those who receive other, treatment-based intervention?

The study is examining offenders' behavior both while they are in the programs and after they are released. The inprogram evaluation measures include the number of individuals who successfully complete the program, the duration of time spent in each specific program phase, and the total time spent in the program. These data are being linked to measures of postprogram performance: successful completion of probation, technical violations of probation rules, drug-free status while on probation, new arrests and number of probation revocations.

Grant Summary

Grant Title: Drug Testing Technology/Focused Offender Disposition Program
 Grant No.: 89-DD-CX-0056
 Evaluator: Arizona Institute for Criminal Justice, Inc., Phoenix, AZ
 Grant Amount: \$198,782

Supplemental 1990 Grant

Grant Title: Drug Testing Technology/Focused Offender Disposition Program
 Grant No.: 90-IJ-CX-0064
 Evaluator: Arizona Institute for Criminal Justice, Inc., Phoenix, AZ
 Grant Amount: \$91,726

Preliminary Findings

It is too early in the evaluation for definitive results. However, preliminary findings suggest an important difference in the level and type of drug use between the two sites has emerged. Offenders in Phoenix are more likely to be assessed as needing urinalysis only and less likely to be assessed as needing short-term residential care than offenders in Birmingham. The study is examining these differences and their importance in the offenders' success during treatment.

Uses of Study Results

This NIJ study will provide criminal justice practitioners with valuable information on the benefits and limitations of drug testing and treatment programs, and the relative effectiveness of needs assessment indexes in determining the appropriate treatment for the individual offender.

Boot Camps

The first White House *National Drug Control Strategy* (September 1989) noted that "military-style boot camps, with their rigorous regimes and austere conditions, bring a sense of order and discipline to the lives of youthful, non-violent first-time offenders, and perhaps serve as a deterrent against future crimes. These are the sorts of alternative sanctions that the criminal justice system must explore if it is successfully going to deter and contain drug use."

The National Institute of Justice has been tracking the development of "boot camp" prisons—also called shock incarceration programs—throughout the Nation. Since 1983, 21 boot camp prisons have been opened in 14 State correctional jurisdictions. This total does not include the additional programs that are being considered in city and county jurisdictions or those being developed for juveniles.

Preliminary Findings

NIJ research to date indicates some emerging trends:

- Shock incarceration programs vary greatly, and any evaluation must begin with a description of the program and its objectives.
- Evidence indicates that the boot camp experience may be more positive than incarceration in traditional prisons.
- No evidence exists that those who complete boot camp programs are more angry or negatively affected by the program.
- Those who complete shock programs report having a difficult but constructive experience. Similar offenders who serve their sentences in traditional prison do not view their experiences as constructive.
- Although results indicate that recidivism rates are difficult to compare across different programs, rearrest rates are no higher or lower than those for groups who serve a longer period of time in a traditional prison or who serve time on probation. Further research is examining this issue.

- Programs differ substantially in the amount of time offenders spend in rehabilitative activities.
- Success may be contingent on the post-release support—giving offenders the training, treatment, and education needed to promote new behavior.

Although conclusions are not yet definitive, it appears that offenders may change in a positive way during their brief shock incarceration. Parolees who complete the programs are generally much more positive about their experiences than those released from regular prison. Those who are not ready to change, however, may drop out of the program.

Research also suggests that returning to the home environment may present such overwhelming difficulties for offenders that positive changes during incarceration cannot be sustained. New York, with the largest shock incarceration program of any State, has identified maintaining positive changes as a possible problem and has developed an "after-shock" program to help offenders while they are under supervision in the community.

Most of these programs are not merely a time of punishment through hard labor and exercise. In almost all shock programs, offenders receive more counseling and education than they would in the general inmate population. One question raised by research is whether the boot camp atmosphere enhances the effect of treatment or whether an intensive treatment program alone would have the same effect.

Offenders who are near the end of their time in shock incarceration report that these programs result in "getting free" of drugs and becoming physically fit. Physical training, drill, hard labor, and the boot camp regime may, however, be important in several ways. Offenders mention the advantage of learning to get up in the morning and to be active all day.

The radical changes these activities produce in everyday living patterns may have other effects. They shake up the offenders, creating stress at a time when offenders may be particularly susceptible to outside influences. This is an excellent time for them to reevaluate their lives and change their thinking and behavior with the help of constructive experiences in the boot camp.

The Boot Camp Concept

The specific components of shock incarceration programs vary greatly, although all programs have a highly structured environment modeled after a military boot camp. Offenders must participate in drills and physical training. Programs are also similar in that offenders are incarcerated for only a short period of time. Other than this short-term incarceration in a boot-camp-type atmosphere, programs differ substantially. Some programs emphasize counseling and education, others emphasize work. Programs also vary in how offenders are selected for the program and how they are released. In some cases the offenders are intensively supervised; in others, they are placed on standard parole.

NIJ has funded three shock incarceration studies. One, an early review and comparison of programs throughout the United States, was published by NIJ in 1989. The second, an evaluation of shock incarceration in Louisiana, has just been completed. Because of the great diversity among shock programs, NIJ launched a multisite study of shock incarceration programs, including some designed for drug offenders. A total of nine boot camp programs in New York, Texas, Louisiana, South Carolina, Georgia, Florida, Illinois, and two in Oklahoma are being studied. Four of these are innovative State shock incarceration programs for drug offenders funded by the Bureau of Justice Assistance. As a BJA funding requirement, each site must participate in the NIJ multisite study of shock incarceration. The NIJ evaluators are Louisiana State University (fiscal year 1989 grant) and the University of Maryland (fiscal year 1990 grant).

The Issues

The Institute's multisite evaluation will answer two major questions:

- How successful is shock incarceration in fulfilling its goals?
- What particular components of shock programs lead to success or failure in fulfilling program goals?

A national survey was completed to document differences among shock programs (see Table 1). Sites were selected to participate in the multisite study because of their variations in: selection

decisions; type of release from the program; program characteristics; and program location (see Table 2). Each of these variables will help evaluators pinpoint the components of shock incarceration that are working. Evaluating programs in various States will make it possible to generalize findings on how programs are working in one specific location to other locations that may have many different characteristics.

The study design, modeled after NIJ's evaluation of Louisiana's IMPACT program, involves four components: (1) a system-level analysis (such as the impact of the program on prison crowding); (2) an examination of inmate changes and comparisons (including recidivism) among offenders receiving different punishments; (3) a description of the shock program, including interviews with program staff and inmates; and (4) an examination of the cost-effectiveness of the programs.

Phase 1

The qualitative and descriptive analysis was completed first by researchers at the sites to facilitate developing the research design. In their report, the researchers described the history and development of each program and detailed the goals (see Table 3). Finally, interviews with program personnel and with shock and comparison inmates revealed the perspective of program participants.

Phase 2

This second phase of the evaluation will:

- Continue to coordinate evaluations among the nine shock incarceration sites;
- Ensure that data collection and statistical comparisons of the performance of shock offenders and control groups during and after incarceration at nine sites are completed;
- Conduct cross-site comparisons; and
- Conduct system-level analyses at the different sites.

Use of Results

The results of this evaluation will be valuable in guiding criminal justice officials in deciding whether and how to implement and run boot camp programs.

Table 1. Characteristics of Shock Incarceration Programs, January 1990.

State	Year Begun	No. of Programs	No. of Participants	Average No. Days Served	Placement Authority	Voluntary Entry	Voluntary Dropout	Located in Larger Prison	Release Supervision
Alabama	1988	1	127	90	Judge	no	yes	yes	regular
Arizona	1988	1	150	120	Judge	yes	no	yes	varies
Florida	1987	1	100	90	Judge	no	no	yes	moderate
Georgia	1983	2	250	90	Judge	yes	no	yes	varies
Idaho	1989	1	154	120	Judge	no	yes	no	varies
Louisiana	1987	1	88	120	Corrections Dept/Judge	yes	yes	yes	intensive
Michigan	1988	1	120	120	Judge	yes	no	no	intensive
Mississippi	1985	2	240	110	Judge	no	yes	yes	regular
New York	1987	5	1602	180	Corrections Department	yes	yes	no	intensive
N. Carolina	1989	1	54	93	Parole Commission	yes	yes	no	varies
Oklahoma	1984	1	150	90	Corrections Department	no	no	yes	varies
S. Carolina	1987	2	111	90	Judge	yes	yes	yes	varies
Tennessee	1989	1	42	120	Corrections Department	yes	no	no	varies
Texas	1989	1	200 (capacity)	90	Corrections Dept/Judge	no	no	no	varies

Table 2. Characteristics of Shock Incarceration Programs Participating in Multisite Study: Differences Among Programs.*

State	Entry Decisions	Release Supervision	Rehabilitation Focus	Voluntary Entry	Voluntary Dropout	Located in Larger Prison
Florida	Other	Moderate or Mixed	Low	No	No	Yes
Georgia	Judge	Moderate or Mixed	Low	Yes	No	Yes
Louisiana	Other	Intensive	High	Yes	Yes	Yes
New York	DOC	Intensive	High	Yes	Yes	No
Oklahoma	DOC	Moderate or Mixed	High	No	No	Yes
S. Carolina	Judge	Moderate or Mixed	Low	Yes	Yes	Yes
Texas	Other	Moderate or Mixed	Low	No	No	Yes

*Illinois and a program for female offenders in Oklahoma will begin participation in the study in 1991.

Table 3. Goals of the Programs Participating in the Multisite Study.

System-Level Goals	Individual-Level Goals	Public Relations	Prison Control/ Management
<ul style="list-style-type: none"> • Reduce Crowding • Alternative to Long-Term Incarceration • Lower Cost • Model for County Programs 	<ul style="list-style-type: none"> • Change Offenders: Less Negative Behavior Less Criminal Activity • Change Offenders: More Positive Attitudes/ Behavior • Improve Confidence/ Responsibility • Discipline • Motivation • Positive Social Values • Positive Social Behavior, e.g., Work Ethic • Reduce Drug Use • Accountability • Respect for Authority 	<ul style="list-style-type: none"> • Improve Image of Corrections • Politically Acceptable Alternative • Public Safety 	<ul style="list-style-type: none"> • Clean, Healthy, Secure Environment • Environment Promoting Rehabilitation • Positive Offender/Staff Contact • Offender Accountability

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Grant Summary

Grant Title: National Study of Shock Incarceration Programs
Grant No.: 89-DD-CX-0026
Evaluator: Louisiana State University, Baton Rouge, LA
Grant Amount: \$100,000

Supplemental 1990 Grant

Grant Title: Multisite Study of Shock Incarceration
Grant No.: 90-DD-CX-0061
Evaluator: University of Maryland, Institute of Criminal Justice & Criminology, College Park, MD
Grant Amount: \$284,028

Assessing the Drug Grant Process

Federal grants are the major source of funding for new and innovative drug control efforts in communities throughout the country. Thus, Congress, the executive branch, and organizations representing the Nation's governors, mayors, State legislators, and counties all want to document how programs are working and how they can be strengthened.

Now in its fourth year, the Bureau of Justice Assistance Drug Control and System Improvement Program has distributed more than \$1 billion to the States—\$395 million in fiscal year 1990 alone. As such, it is one of the most important Federal programs for combating drug abuse at the State and local level. Together with the BJA discretionary criminal justice grant program, and with the Federal grants for drug treatment (the Alcohol, Drug Abuse, and Mental Health Administration grants), drug prevention education (the Drug-Free Schools grants of the Department of Education), and drug prevention in public housing (the Public Housing Drug Elimination Program of the Department of Housing and Urban Development), it forms the package of Federal assistance to States for drug control. BJA disbursements are made under the Edward Byrne Memorial State and Local Law Enforcement Assistance Program.

The National Institute of Justice is evaluating the effectiveness of Federal requirements that States develop a drug control strategy to implement the Federal assistance program. A key consideration is the extent to which the Federal requirements help States to focus on the right problems and allocate resources to appropriate priorities. Under a supplemental award, evaluators are examining the extent to which the States are implementing the strategy-building mechanisms through their subgrantees, which are the line law enforcement and criminal justice agencies that actually carry out the program.

Drug Control Strategies

Under the block grant system, BJA awards funds to States on the basis of a statutory formula. Each State receives a base allocation of 0.25 percent of available

funds or \$500,000, whichever is greater, plus a share of remaining funds distributed on a population basis. To receive funds, a State must both submit an annual drug control strategy and make provisions for monitoring and evaluating progress of each element of the strategy, including the performance of subgrantees such as county and municipal governments.

Each State must submit its annual strategy and formula grant application to BJA within 60 days of the enactment of the fiscal year appropriation for BJA. BJA must review and approve all complete applications within 45 days of their receipt. These submission milestones were added to the provisions of the Anti-Drug Abuse Act of 1988 to formalize the application process and to help ensure timely award of State subgrants to localities.

This legislation machinery is unique to criminal justice. The State strategy must include an analysis of the drug problems that local communities face and a plan to address those problems. Through the State's annual report to BJA on subgrantee performance, BJA is able to monitor how effectively the State administers its formula grant program.

Drug control program planning, monitoring, and funding activities take place at the Federal, State, and local levels:

- **At the Federal level**, each year BJA calculates individual State and territory allocations, prepares guidance and application materials, and reviews each State's strategy for compliance. BJA also provides technical assistance and monitors compliance with fiscal guidelines throughout the life of the grant.
- **At the State level**, planning procedures are adopted and the State strategy is developed. Even as the State submits its plan to BJA for approval, the State must request applications from potential subgrantees, review their needs, and make grant awards. The State must then monitor each subgrant for both programmatic and fiscal compliance, and evaluate its contribution to the overall State strategy.
- **At the local level**, applications must be filed and State officials must be kept apprised of local progress—even as localities assess their needs and conduct their programs. State planners

frequently ask that local projects undertake major data collection and evaluation efforts and provide results to them.

Evaluating Drug Control Strategies

NIJ has awarded funds to the RAND Corporation to evaluate the block grant process and development of State strategies. (The Institute made a supplemental fiscal year 1990 award for continuation of the study to explore such issues as the amount of time required to process State applications at the Federal level and for compliance with other statutory milestones.)

The evaluation will provide insights into the Federal and State roles under the block grant structure and the impacts on drug control programming at the local level.

The primary goals of the evaluation are:

- To provide the Congress with an objective report on the performance of the agencies that administer the program.
- To document the planning and monitoring procedures that States have adopted to meet program requirements;
- To assess how well these procedures meet the goal of strategic planning for drug control at the State level;
- To describe the types of projects that have been funded through the State plans; and
- To develop monitoring principles, with a view to helping States create more effective program monitoring techniques.

Preliminary findings include these points:

- All State strategies were in compliance with the planning requirements;
- Many States have gone well beyond the coordination requirements set out by Congress, and even beyond BJA's coordination recommendations; and
- More than 50 percent of the States covered issues relating to drug treatment and prevention in their strategies.

The evaluation is two-staged. Stage one focuses on strategy development issues and the Federal-State relationship during strategy development. Stage two examines State monitoring of subgrant activities. Some of the strategy development issues being examined by evaluators include:

- Institutional and administrative arrangements for drug control planning services;
- Preparation of the strategy required by the 1988 Act;
- Drug control planning that the States conducted independently of the Federal requirements; and
- State assessments of BJA's performance, the legislation, and the effectiveness of the program.

Preliminary Findings

Phase one of the evaluation is now near completion. Results to date show that the planning mechanisms and procedures vary widely among the States and territories. Although all the State strategies were in compliance with the planning requirements, they interpreted those requirements very differently. Some presented general plans for their entire criminal justice systems; others presented much more detailed plans, but only for the disbursement of Drug Control and System Improvement funds.

The agencies designated by the governor to conduct program activities also varied widely—ranging from State Planning Agencies that had existed during the time of the Law Enforcement Assistance Administration (LEAA) to newly created departments concerned entirely with drug policy and drug control services. Although nearly half of the States and territories that participate in the program vest responsibility for it in State Planning Agencies, 10 States assigned their Departments of Safety or State police to the programs directly from their governor's office.

Coordinating Drug Control Activities

Many States have gone well beyond the coordination requirements set out by Congress, and even beyond BJA's nonbinding coordination recommendations. Nearly all States report that they consult with criminal justice practitioners, drug treatment and prevention agencies, local elected officials, their

legislature, their governor, and the general public; of greater importance, most of them assert that these consultations have been of value and will be continued. Forty-four States have created Drug and Violent Crime Policy Boards to coordinate drug planning and 41 have created other State commissions with planning and coordination functions.

States have also created their own coordination mechanisms. Many have assigned specific individuals the task of coordinating drug control activities across State agencies. Others have created working groups of agency heads, similar to the Federal National Drug Policy Board of the mid-1980s. Eighteen States have even created new State agencies with specific responsibilities for State drug policy, planning, and services. Some drug policy departments, often headed by State "drug czars," have mandates and powers similar to the Office of National Drug Control Policy; others go further and actually control funding decisions.

Meeting Planning Requirements

The States also interpret planning requirements differently. Slightly more than 50 percent of the States covered issues relating to drug treatment and prevention in their strategies—an approach strongly urged by BJA; the remainder did not. Many States that limited their strategies to criminal justice noted that the congressional decision to create independent block grant programs that fund drug treatment (the Alcohol, Drug, and Mental Health Services grants) and prevention (the Drug-Free Schools grants) made such inclusion either unnecessary or infeasible.

Rating BJA Performance in the Grant Process

Several strong themes emerged when States were asked to discuss the performance of BJA and the provisions of the Act itself. Program participants reported a high level of satisfaction with BJA during the planning and application process. The remaining States were asked to rate the usefulness of consultations with BJA on a scale from 1 ("not at all helpful") to 5 ("extremely helpful"). The agency received an average score of 4.36. No State described BJA as unhelpful, and all but four States rated BJA as "quite" or "extremely" helpful.

Many States praised the agency. "BJA staff are always helpful and knowledgeable" was a typical comment. Respondents also noted that BJA provides important assistance not only during the application phase but also throughout the year, as management and other difficulties arise.

A frequent concern was the lack of opportunities for contact with BJA onsite, including training and technical assistance, a complaint made frequently by small and remote States and territories. Several States urged prompt notification of timetables and regulatory changes and suggested improved applications materials. Many States suggested ways in which BJA could expand its role in distributing program-related information, especially information on other States' successful programs and approaches; more frequent regional conferences were often suggested as a possible mechanism. Respondents also asked for relevant research and evaluation results; specific suggestions for project and evaluation design; information on applications and awards made to localities within the State by the BJA discretionary grant program; and feedback, either formal or informal, on State strategies already submitted.

Three States mentioned difficulties in making contact and in obtaining answers from their BJA representatives. One respondent suggested regional offices as a possible solution; another suggested assigning backup staff who could be reached when regular contacts are unavailable. The tenor of most of these comments, however, suggests that such incidents are isolated.

Assessing Strategy Development Requirements

Most States and territories support the requirement that States develop a State strategy. Forty-six of the 55 respondents say that they would "probably" or "definitely" develop a strategy even if it were not required. Forty of 49 respondents believe that strategy development is a worthwhile use of time and money. No respondents suggested that the strategy requirement be eliminated.

Forty-four percent of respondents, however, did suggest that strategy requirements be modified. Three basic suggestions were made:

- Bureaucratic requirements should be reduced;
- Strategies should be submitted less frequently; and
- Strategies should cover less material.

Those who made the last criticism often suggest a system like those required for the Alcohol, Drug, and Mental Health Administration and the Department of Education's Drug-Free Schools, which require much less detailed applications than the criminal justice program. Those suggesting longer intervals between strategies generally suggest 2- or 3-year strategies; one suggests submission every 5 years, with adjustments to be made annually.

A few States said they considered current strategy requirements too elaborate. One State said simply: "Less strings on money—like the health strategy requirement."

A majority of respondents support maintaining the strategy requirement, however, giving a wide variety of reasons:

- The strategy requirement "does not impose an unreasonable burden and does force coordination activities which might otherwise be neglected."
- The requirement "forces States into planning, which faded after LEAA."
- The requirement ensures that States make a serious effort to establish goals and benchmarks.

Matching Funds and Grant Period Constraints

In the Anti-Drug Abuse Act of 1988, Congress increased the statutory match requirement from 25 percent to 50 percent for fiscal year 1990 and subsequent fiscal years. Congress later maintained the match at 25 percent, however, through provisions included in the appropriations bills enacted for the Department of Justice for fiscal years 1990 and 1991. Respondents expressed dissatisfaction with two of the program's fiscal requirements: the 50 percent cash match, now scheduled to be implemented in fiscal year 1992, and the 48-month limit on funded projects (recently extended to 60 months for fiscal year 1991 only for multijurisdictional task forces).

States were asked to rate the effects of these requirements on their ability to direct funds most effectively

on a five-point scale from "strongly inhibits" to "strongly promotes." No State said that the match requirement promoted its efforts; only two stated that it had no effect. Roughly 75 percent said that the 48-month project limit had a negative effect.

More important, when asked in an open-ended question about how the program could be improved, many States brought up the issues of match and the 48-month rule. Twenty-seven States criticized the 50 percent match requirement; 22 condemned the 48-month rule. A typical comment: "If the match money is increased to 50 percent, I believe [my State] would have to drop out of the Federal initiative. Currently we have problems meeting the 25 percent match." Similar comments were made about the 48-month limit on funded projects.

Evaluating Subgrant Applications

When stage one of the evaluation is completed in mid-1991, information on the States' mechanisms for selecting applicants and distributing subgrant funds will be reported. Specific issues being addressed are: elapsed time from application to award, the distribution of funds over the criminal justice system, and the distribution of grants across cities, counties, multijurisdictional regions, and State agencies. Many of these issues will be investigated more fully as the assessment moves into its second phase.

Using Evaluation Results

The evaluation's results will be useful to:

- **State-level agencies.** The findings will permit States to compare their procedures and decisions with those of other States, which will allow them both to investigate the feasibility of new approaches to planning and coordination and to join forces with other States whose problems and/or procedures are similar. And, it will give States more specific assistance in improving their monitoring procedures.
- **BJA and Congress.** BJA can use the results to revise its guidance and technical assistance procedures to make them more relevant to States' needs and activities and to guide changes in the way in which States are advised to prepare

their State strategies. Congress can use the findings both to judge whether its goals for the program are being met and to assess the impact of various legislative provisions on State activities and opinions.

Grant Summary

Grant Title: State Planning Strategies for the
Drug Abuse Improvement Formula
Grant Program
Grant No.: 89-IJ-CX-0043
Evaluator: The RAND Corporation, Santa
Monica, CA
Grant Amount: \$154,600

Supplemental 1990 Grant

Grant Title: State Planning Strategies for the
Drug Abuse Improvement Formula
Grant Program
Grant No.: 90-DD-CX-0003
Evaluator: The RAND Corporation, Santa
Monica, CA
Grant Amount: \$111,621

Chapter III.

Fiscal Year

1990 Grants

The National Institute of Justice's second year of evaluation under the Anti-Drug Abuse Act of 1988 represents a substantial expansion of effort, as funding for the program was increased to \$4.3 million. This action reflects greater commitments by the Institute and the Bureau of Justice Assistance to use evaluation research in program development.

New awards concentrated on determining program effectiveness in the priority areas designated in the legislation:

- Innovative approaches to controlling drugs and crime;
- Programs that can be widely adopted; and
- Community-action initiatives.

Six supplemental awards built on efforts begun in fiscal year 1989; they extended existing studies to examine new measures of program impact, evaluated the expanded scope of activities in continued BJA initiatives, and launched impact evaluations in areas where implementation studies had been conducted before. NIJ also launched an expanded effort to communicate evaluation findings to the law enforcement and criminal justice personnel who need the information.

The first Evaluating Drug Control Initiatives Conference, which took place in June 1990, attracted 280 participants to learn about local, State, and Federal experiences from evaluations in progress. Evaluators reviewed ways of solving practical problems encountered in assessing programs under real-world conditions. The attendance and participant feedback to the agencies was very positive and prompted the establishment of the conference as an annual event.

NIJ will publish a special *Evaluation Bulletin* series to communicate results from the evaluation program rapidly and succinctly. Many criminal justice

professionals and local officials want to build their own programs. They need information on the nuts and bolts of program operation. Policymakers want to be aware of new ideas so they can initiate more penetrating inquiries on programs that meet a need in their community. *Bulletins* are planned for all successfully completed evaluations, and will start appearing in 1991.

Findings from fiscal year 1990 grants are expected in 1992. The project summaries that follow describe the new initiatives that are being supported, and give officials sources of information on programs that attack drugs, gangs, and urban drug markets.

A complete list of NIJ's fiscal year 1990 evaluation grants appears in the Appendix.

Case Studies in Police Decisionmaking

Drug enforcement is one of the most complex issues in policing. Illicit drug manufacturers and sellers are organized: they have their own manufacturing laboratories, their own transportation, their own "banking" systems, and a virtual army of people willing to risk their lives to make easy money selling illegal drugs.

What actions can police take to end the manufacture and sale of illegal drugs? Should they target street sellers? Should they raid "open air" markets or crack houses? Should they go after gangs or organized crime? Or, should they attempt to arrest individual buyers?

The enforcement decisions of police departments can be critical to both the safety of their officers and the communities they protect. Providing law enforcement with a better basis for decisionmaking is, therefore, essential to their efforts against drugs and crime. The National Institute of Justice is developing case studies to help law enforcement decisionmakers achieve better outcomes.

Case Studies as Aids to Decisionmaking

Case studies describe real-life events. They provide examples of how problems arise, how they are handled, and the consequences of specific decisions in the problem-solving process. In law enforcement, case studies frequently have an added value in that they describe some of the side effects—or unintended consequences—of drug enforcement, especially with regard to police-community relations.

These case studies in police decisionmaking will focus on drug-related enforcement and on the decisionmaking process itself. The studies are being prepared for the Institute by the Police Executive Research Forum in five locations throughout the United States. To ensure the value of the series, the focus and sites for the case studies are being selected on the basis of:

- The relevance of the topic to police decisionmaking—problems that involve legislative issues will not be covered;
- The size of the department and its willingness to participate fully in the project—police departments with 300 to 1,500 employees are considered appropriate;
- The value of the topic as a subject for policy debate—the focus issue must offer more than one point of view in the decisionmaking process if it is to be of value to police;
- The complexity of the decisionmaking process—cases will depict situations that are influenced by outside or environmental factors that are beyond police control; and
- The uniqueness of the issue—issues being addressed by other NIJ studies will not be used as case study points.

Focus on Gangs

Two of the five cases in the series will involve the problem of gangs and drugs, touching on such subjects as the ethnic component of gangs, gang violence, gang control of drug markets, and enforcement tactics for gang control. A second case study topic is organized crime's role in drug distribution in terms of types of drugs distributed, distribution networks, enforcement strategies, and intelligence gathering.

The final two cases will describe anti-drug efforts that are being funded by the Bureau of Justice Assistance and meet the criteria listed above. Possible issues for these cases involve public housing, money laundering, drug laboratories, and community- and problem-oriented policing.

Case Study Issues

Each of the five case studies will cover:

- The factors that opened the topic for decisionmaking, including: local economy, crime rates, politics, and racial tensions; departmental cultures, leadership styles, policies, procedures, organizations, resources, and the nature of the problem being addressed;

- The decisionmaking process, including: the identification of the police personnel involved in making the decisions, their decisionmaking process, their decisions, and the outside individuals who helped or hindered the decisionmaking process; and operations funding; and
- The immediate results of enforcement decisions, including: departmental and community perceptions and support for the decision; press accounts and local reports; and statistical analyses of the impact of the decision.

Preparing the Studies

One of the special features of this case study series is the involvement of police personnel in the actual preparation and writing of the cases. Although the writers will not come from the study sites, all will have had experience with drug and gang policing activities. Together with the evaluation staff, these writers will conduct interviews with department members and develop data on outside factors that influenced department decisions, such as special reports that are available within the jurisdiction.

Case Study Audiences

The two primary audiences for these case studies are:

- Police executives, who will be able to use individual cases as discussion focal points during management training exercises; and
- Criminal justice officials, who will be able to use the cases to learn how crime control grants influence local programs and local problems—which may also help design better methods for assisting local police agencies.

Selected Readings

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Grant Summary

Grant Title:	Police Response to Drugs and Gangs: Case Studies in Police Decisionmaking
Grant No.:	90-IJ-CX-K008
Evaluator:	Police Executive Research Forum, Washington, DC
Grant Amount:	\$249,852

Problem-Oriented Narcotics Enforcement

Police departments across the country are increasingly turning to policing that relies on a closer link to the community and more systematic analysis of underlying conditions causing fear and deterioration in urban neighborhoods. Research has shown the benefits of the new approach in tackling a wide range of concerns about crime and disorder. As noted earlier in this report, the National Institute of Justice is examining the impact of community-oriented policing in a number of jurisdictions. One ingredient of the community-oriented approach is the use of systematic problem-solving techniques by police to bring a coordinated community response to bear on a specific neighborhood problem. This NIJ evaluation will document how problem-solving techniques can counteract the devastating impact of drugs on neighborhood life.

The evaluations, conducted for NIJ by the Institute for Social Analysis, will analyze the elements of model drug programs in Tulsa, OK, and San Diego, CA. These cities were part of a Bureau of Justice Assistance program to employ police problem-solving techniques to deter and control drug use and related crime. The study will not only indicate what works in the cities being studied but will also identify program elements that may work in other cities with different drug problems and circumstances.

Besides assessing the impact of the programs on drugs and crime, the study will detail officers' performance on the street. Evaluators will analyze the organizational factors that influence the shape and character of this new approach to controlling drugs. Some of the major questions that will be answered are:

- How do individual officers apply the problem-oriented policing framework to drug problems?
- What are the effects on drugs and crime of the solutions crafted by the officers?
- How do organizational factors (such as management and supervisory roles, and reward structures) influence the use of problem-solving approaches by police?

- What is the nature of the relationship between citizens and police?
- What are the major characteristics of effective problem-solving approaches?

Key Evaluation Elements

- **Case Studies.** In each city, at least 20 anti-drug efforts will be studied as they unfold during a 6-month period. The impact will be gauged through citizen interviews, the tracking of offenders, and calls-for-service data.
- **Management.** By using surveys and focus group discussions, evaluators will assess the roles, attitudes, and perceptions of all management levels as they relate to the use of problem-oriented approaches by police officers.
- **Line Level.** Surveys and discussion groups of line officers will explore their use and acceptance of problem-oriented approaches.

Policy Implications

The study will specify the precise nature of police problem-solving and assess its effectiveness in addressing drug problems. Police and local officials in the two cities being studied will use the evaluation findings as feedback on their efforts. Police in other cities can draw upon the results to refine and implement community- and problem-oriented policing in their departments.

Selected Readings

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- Police Foundation, 1981. *The Newark Foot Patrol Experiment*. Washington, DC, The Police Foundation.
- Trojanowicz, R. C. (n.d.). *An Evaluation of the Neighborhood Foot Patrol Program in Flint, Michigan*. East Lansing, Neighborhood Foot Patrol Center, Michigan State University.

Wilson, J. Q., and G.L. Kelling, 1982. "Broken Windows: Police and Neighborhood Safety." *The Atlantic Monthly*, (February) 29-38.

Drug Market Analysis in San Diego

Grant Summary

Grant Title: Drug Enforcement Techniques Implemented Within a Problem-Oriented Policing Framework in Two Cities
Grant No.: 90-DD-CX-0058
Evaluator: Institute for Social Analysis, Washington, DC
Grant Amount: \$394,064

Combating street-level drug trafficking is a major priority of law enforcement agencies across the country. As noted in Chapter I, the National Institute of Justice's Drug Market Analysis (DMA) Program will help police strengthen street-level enforcement by systematically collecting and employing information on drug enforcement strategies. Under this program, five police agencies—including the San Diego Police Department—are creating innovative computer information systems that centralize up-to-the-minute data on street markets and enforcement activities.

As part of the evaluation partnership of NIJ and the Bureau of Justice Assistance, the San Diego Police Department's DMA system will be used as a tool to assess certain BJA-funded programs in the city, including problem-oriented policing, anti-gang efforts, and a multijurisdiction task force. The San Diego Police Department is conducting the evaluation for NIJ with the assistance of the Police Executive Research Forum.

San Diego Police Move Toward Computerized Maps

San Diego police have a critical need for the types of data provided in drug market research. The city is a major transshipment zone for narcotics flowing into the country from Mexico and South America. According to the San Diego police, major quantities of cocaine, heroin, methamphetamine, and marijuana can be found on the city's streets in volumes that far exceed the current capabilities of local law enforcement. Recent NIJ Drug Use Forecasting (DUF) Program results indicate that San Diego ranks at or near the top of positive tests of drug use by arrestees in 24 participating cities: in the use of any drug by arrestees, including marijuana; in the use of two or more drugs; and in the use of methamphetamine. (The DUF system detects and measures drug use among those arrested and booked for criminal behavior.)

Typically, narcotics personnel deployment is based on detectives' assessment of drug markets. With the DMA system, drug-related data may be entered into automated mapping systems and analyzed by narcotics units. This approach is more timely, detailed and comprehensive, yielding a complete picture of narcotics trafficking in the City of San Diego.

As the technology is refined, it will be made available for transfer to other law enforcement jurisdictions in the San Diego region. This transfer will allow other communities to examine the nature of their drug problem and to assess the extent to which drug traffickers from the city may have moved operations elsewhere.

The San Diego Approach to Drug Market Analysis

The San Diego Police Department has both support and operational programs that will assist in shaping their drug market analysis. Each of the following units will play a critical role in using the computer system and in determining the drug enforcement strategies that will be evaluated.

Crime Analysis Unit. In conjunction with the Narcotics Section, this unit administers the DMA Program. The unit provides extensive support to patrol and investigative units and will develop research efforts both within and outside the department. A major function of the Crime Analysis Unit has been to supply reports that assist in strategic and tactical planning. These detailed reports provide a comprehensive analysis of suppressible crimes (robbery, burglary, and sex crimes) when a pattern or series is identified. Crime analysts also provide quantitative evaluations of tactical plans.

Narcotics Section. This unit functions as the department's response to street-level narcotics sales. It also co-directs the administration of the DMA Program. The main avenues of enforcement used by the Narcotics Section are the use of informants and controlled buys from narcotics dealers from their residences and on the street. Detectives frequently conduct intensive buy/bust programs at various locations to make a significant impact within a short time period.

Narcotics Task Force. Focusing on major drug traffic, this program operates in conjunction with the Federal Drug Enforcement Administration. It includes all major law enforcement agencies in the county. Although the primary target of the DMA research is street-level sales, this regional unit will be invaluable when drug research findings are transferred to other agencies.

Special Enforcement Division. This division was formed to target gang and drug-related violence. It places several units—uniformed, undercover, tactical motors, and a special response team—under a single command.

Problem-Oriented Policing. The major objectives of this effort have been to improve the department's effectiveness in addressing problems by developing and promoting a cooperative effort between the police and the community. Most of the projects carried out under this program have targeted narcotics sales and use. For example, in low-income areas, problem-solvers worked with city officials and community members to clean up the neighborhoods and rid them of drug traffickers.

Major Policy Issue: Effectiveness

The major policy issue being examined by this evaluation is the effectiveness of the current approach that police departments are using to address street-level drug trafficking. The specific questions to be addressed during the course of the research are:

- How can police departments identify and monitor the narcotics activity and physical characteristics of drug markets in an accurate and timely manner?
- How can police departments focus their resources more quickly and with greater impact?
- How can these drug market and police enforcement activity data be integrated into an automated system, and more specifically, an automated mapping system?
- How will this new, comprehensive drug data system assist narcotics detectives in their approaches (selection of tactics, resources, and equipment) to specific drug markets?

- What is the impact of anti-gang strategies on drug trafficking?
- How can successful program elements be transferred to other law enforcement agencies?

Detailed, current information describing active drug markets will help police to formulate safer, more effective tactical plans to eradicate these markets. Additional data, measuring the strength of markets and the movement and displacement of trafficking activity, allow for more accurate evaluations of ongoing efforts to disrupt drug transactions.

Communities and neighborhoods will learn how they can help police to keep the pressure on street drug dealers. In this way, DMA may provide the information that will help communities to take back the streets.

Grant Summary

Grant Title:	San Diego Drug Market Analysis and Street-Level Enforcement
Grant No.:	90-IJ-CX-K006
Evaluator:	San Diego Police Department, San Diego, CA
Grant Amount:	\$458,846

Urban Boot Camps

Many jurisdictions around the United States are proceeding to launch boot camp programs that employ military-like discipline and rigorous living conditions to help young offenders to overcome their propensities for drugs and crime. National Institute of Justice surveys show that almost half of State correctional systems have or are planning to start boot camp programs, also called shock incarceration.

Correctional system planners and managers need reliable research findings on the major effects of boot camps on recidivism, prison costs and crowding, and other elements, and the Institute is actively evaluating boot camp programs in several States (see Chapter II). Until NIJ undertook an evaluation of the county-operated Los Angeles Sheriff's Department Regimented Inmate Diversion (RID) Program, all other boot camp evaluations had focused on State prison inmate populations. NIJ awarded a grant to the National Council on Crime and Delinquency to study the RID program.

Characteristics of the RID Program

The Los Angeles Sheriff operates the Nation's largest county jail system; because of heavy emphasis on anti-drug law enforcement, it is also one of the Nation's most rapidly growing correctional systems. The County Board of Supervisors approved a boot camp program in May 1990 that has the following characteristics:

- Inmates receive a thoroughly military-type training, including traditional boot camp indoctrination and regimentation.
- Intensive drug counseling is an integral part of the program.
- Remedial education and vocational training are essential components of the program.
- While on probation, participants receive 90 days of intensive community supervision.

Goals of the Los Angeles Sheriff's program, like those of many other boot camp programs, are generally to:

- Reduce recidivism by discouraging further criminal activity;
- Reduce costs of incarceration by speeding release;
- Improve inmate control by instilling self-discipline; and
- Reduce jail crowding by processing inmates through the program in 90 days.

Information for Correctional System Managers

This project will document operations of an urban boot camp, which should assist correctional system planners and managers who contemplate establishing a similar system.

Grant Summary

Grant Title:	Boot Camp for Jail-Bound Drug Offenders
Grant No.:	90-DD-CX-0055
Evaluator:	National Council on Crime and Delinquency, San Francisco, CA
Grant Amount:	\$197,482

Youth Challenge Camps

Evidence indicates that most delinquent youths in custody are substance users. Controlling drug use by providing treatment is a priority in juvenile corrections. Still, most youths receive only minimal substance abuse treatment while incarcerated, and little is known about the impact of that treatment or about the programs themselves.

The Nokomis Challenge Program

The Nokomis Challenge Program is an integrated program of 3 months of residential custody and 9 months of intensive supervision in the community. It was designed as an alternative program for juvenile offenders who are serving terms of approximately 12 months in Michigan's training schools. The goal of the Nokomis Challenge Program is preventing relapse into drug use. The 3-month residential stay heavily emphasizes life skills, addresses substance abuse problems, and includes an "outward bound" component. Providing needed services and child advocacy, the 9-month community phase intensively supervises and tracks youths.

The evaluation of the Nokomis Challenge Program is measuring its impact on drug use, continued delinquency, and recidivism. This study, funded by the National Institute of Justice and conducted by the RAND Corporation, is part of a series of evaluations of correctional programs designed to control delinquency and drug use.

Key Research Questions

The goal of the Nokomis evaluation is to determine the program's effectiveness in:

- Teaching juvenile offenders the skills they need to change their behavior, thereby reducing their level of criminal activity and drug use and thus recidivism, and
- Suppressing and detecting criminal activity and drug use while the youths in the experimental

group are under intensive supervision in the community (and the control youths are still in residential placement).

In accomplishing its goals, the evaluation will address the following questions:

- What are the characteristics of a "successful" community-based supervision program?
- Is it less costly, in terms of actual dollars and in terms of crimes prevented, to treat youths in short- or long-term residential programs?
- Is one type of offender better suited to this type of program than another? If so, what are the characteristics of the offenders who are better suited?

Research Design and Evaluation Tasks

Officials of the Michigan Department of Social Services have agreed to implement a field experiment so that the Nokomis Challenge Program can be evaluated. A sample of 200 youths will be randomly drawn from the pools of youths determined to be eligible for the Nokomis program for inclusion in this evaluation; 100 will be assigned to the experimental group and 100 to the control group.

Three data sources will be used in the evaluation: youth interviews, program observation and staff interviews, and official records. Data will be collected at three stages: on entrance into the program; at exit from the experimental or control program; and 12 months after release.

The evaluation will measure:

- The proportion of youths rearrested,
- The proportion of youths reincarcerated,
- Rearrest rates,
- Self-reported delinquency rates,
- The proportion of youths employed, and
- Self-reported levels of substance use during the 12-month followup period.

Policy Relevance

Two primary features set this study apart from previous studies:

- The study represents a true alternative to secure custody; and
- The study incorporates a more balanced combination of supervision and assistance than any other program currently being evaluated.

The results from this study will be useful to juvenile corrections policymakers and practitioners, most notably because the study will contain data on the comparison of the cost-effectiveness of an integrated short-term residential program—with a community component of intensive supervision—with a traditional long-term residential program. Also, information on the public safety risks of supervising juveniles within the community and information on the types of juveniles who do best in this type of treatment will help others in the criminal justice system and social service providers as well as residents of the communities to which offenders will be returned.

Selected Readings

- Fagan, J., and E. Hartstone, 1986. *Innovation and Experimentation in Juvenile Corrections: Implementing a Community Reintegration Model for Violent Juvenile Offenders*. Washington, DC, Office of Juvenile Justice and Delinquency Prevention.
- Greenwood, P., and S. Turner, 1987. *The VisionQuest Program: An Evaluation*. Santa Monica, CA, The RAND Corporation.
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- U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, 1988. *A Private-Sector Corrections Program for Juveniles: Paint Creek Youth Center*. Washington, DC, U.S. Government Printing Office.

Grant Summary

Grant Title: Michigan's Nokomis Challenge Program
Grant No.: 90-DD-CX-0053
Evaluator: The RAND Corporation, Santa Monica, CA
Grant Amount: \$264,035

Intensive Community Supervision

Local and State policymakers are grappling with how best to meet rising public demand to punish offenders without bankrupting government. The Office of National Drug Control Policy recently identified intensive community supervision as one of the few sanctions that may accomplish this goal—simultaneously punishing and rehabilitating drug-involved offenders.

By 1990, intensive community supervision had been implemented in every State; virtually all such programs were probation or parole *enhancement* programs, however, where offenders already in the community are supervised more closely, rather than *prison-diversion* programs. Some corrections officials consider intensive community supervision programs useful in diverting low-risk offenders from prison, thus helping to relieve the high costs of imprisonment. Before embracing intensive community supervision programs, however, the impact of such programs on public safety, offender reintegration into the community, and justice system costs must be determined. This National Institute of Justice study is evaluating these aspects of the Minnesota Program.

The Minnesota Program

The Minnesota Program is the Nation's first prison-diversion program of intensive supervision in the community within a sentencing guidelines system.

Minnesota's program provides for maximum community surveillance and supervision in four phases, including a lengthy period of home detention and close contact by specially trained agents with small caseloads. At the core of the program is offender participation in a mandatory work and/or training program.

Key Evaluation Questions

This evaluation is designed to assess program costs and effects. Following are the key evaluation questions:

- How many prisoners were diverted? What are the characteristics and backgrounds that define the population that eventually is diverted?
- For those offenders offered the option of participating, how many declined? What factors contributed to the offender's decision to accept the option or to reject it in favor of serving his or her full term of imprisonment?
- How fully were each of the planned program components actually delivered? What were the levels of service and surveillance-intensive community supervision participants actually received?
- How many offenders were tested for drug and alcohol use? What were the results? What action was taken when tests showed drug and/or alcohol use?
- How did offenders behave while in the program? How many were arrested again and for what kinds of crimes? What offender characteristics and/or program methods seem to relate to program success or failure?
- How many offenders were able to maintain employment, pay victim restitution, and participate in chemical dependency treatment? What relationship exists between these activities (particularly treatment program participation) and various measures of recidivism?
- How did costs compare with prison incarceration costs during the 2-year period?

Research Method

Minnesota officials have agreed to implement a random field experiment so that their program can be evaluated. Officials in Minnesota will identify low-risk, incoming inmates who fall within certain categories of the Minnesota Sentencing Guidelines for possible supervised release to the community in lieu of serving the imposed prison term. After receiving concurrence from the sentencing judge, half

of the inmates who accept the option—the experimental group—will be returned to their communities on the condition that they participate fully in the program. The other half—the control group—will serve prison terms.

Each offender in both groups will be tracked for the full calendar year following his or her program assignment. Data will be used to assess the impact of the program on offenders in terms of social adjustment and recidivism, the corrections system, and overall costs. Data will also assess the relative costs of the two punishment options.

The Minnesota Office of Drug Policy and the Bureau of Justice Assistance are jointly sponsoring this program, and the RAND Corporation is conducting the evaluation.

Policy Relevance

This research represents the first experimental evaluation of a prison-diversion program of intensive supervision. The results and by-products of the evaluation should be of immediate value nationwide, particularly to State legislators and corrections policymakers. By the end of this experiment, they should know whether the stated intensive community supervision objectives were achieved and at what costs. This evaluation should also yield important information on how intensive community supervision and other intermediate punishments can be incorporated into a sentencing guidelines structure.

Selected Readings

Morris, Norval, and Michael Tonry, 1990. *Between Prison and Probation—Intermediate Punishments in a Rational Sentencing System*. New York, Oxford University Press.

Petersilia, Joan, and Susan Turner, 1990. *Intensive Supervision for High-Risk Probationers: Findings from Three California Experiments*, R-3936-NIJ/BJA. Santa Monica, CA, The RAND Corporation (December).

Grant Summary

Grant Title: Minnesota's Intensive Community
Supervision Program
Grant No.: 90-DD-CX-0062
Evaluator: The RAND Corporation, Santa
Monica, CA
Grant Amount: \$295,456

Specialized Probation Programs

With inmate populations in prisons and local jails burgeoning across the Nation, policymakers and criminal justice administrators are seeking ways to control offenders without increasing risks to communities. The National Institute of Justice is evaluating specialized probation programs that serve this end.

Specialized probation programs vary widely in target populations, components, and measures used to assess effectiveness. The associations between drug use and crime have been well documented, but the use of drug treatment as a primary component of specialized probation programs has not been effectively evaluated because of the unavailability of drug treatment resources in most jurisdictions.

This NIJ evaluation assesses specialized probation programs in San Diego in which probation staff work with drug treatment staff to supervise high-risk, drug-abusing offenders while maintaining the safety of the community. The program incorporates graduated punishments that offer program staff a wide range of options in working with offenders. Graduated punishments range from house arrest, electronic surveillance, curfew, and telephone check-in to urine monitoring, counseling, and—the ultimate sanction—return to custody. Offenders are required to participate in intensive drug treatment and life-skills training by order of the court. Results from this evaluation of "A Substance Abuse Program for Probationers" (ASAPP) will indicate the most promising probation options for certain offenders.

ASAPP addresses five primary areas of interest that are important to the National Drug Control Strategy: user accountability, drug treatment for offenders, sentencing alternatives, graduated punishments for offenders, and expanded use of drug testing.

User Accountability

Studies funded by the National Institute of Justice and others have shown that more than 60 percent of criminal offenders return to the criminal justice system. Crowded jails and State prisons and limited

local resources have made holding offenders accountable for their behavior increasingly difficult. By limiting caseloads and incorporating intensive probation supervision with mandatory drug treatment, the ASAPP program enforces graduated punishments—swiftly and appropriately.

Drug Treatment

An increasing body of research suggests that for many drug-involved offenders, a reduction in drug use corresponds to a decrease in criminal activity. Therefore, the public safety objectives of the criminal justice system are furthered by incorporating mandatory drug treatment into an intensive supervision program for high-risk probationers. It is now widely recognized that the responsibility for treating drug-involved offenders must be shared by the criminal justice system and the treatment community.

Sentencing Alternatives

Because of ever-increasing populations of local jails, policymakers are seeking alternatives that will simultaneously control offender behavior and protect the safety of the community. But more information is needed to address the cost-effectiveness of programs of intensive supervision, particularly those with a drug treatment component. Definitive data about costs are needed to balance risk control and risk reduction.

Graduated Punishments

The concept of user accountability is tied to graduated punishment. Too often, large caseloads and limited resources preclude creating an atmosphere for holding offenders accountable. With appropriate punishments based on offender-risk classification, offenders should get the message that they are expected to comply fully with probation conditions.

Expanded Use of Drug Testing

The National Drug Control Strategy recommends increased drug testing of offenders at all levels of the criminal justice system (such as, during supervised release, before trial, and at sentencing) to identify, monitor, and control the drug-abusing offender.

Evaluation Questions

This research, conducted for NIJ by the San Diego Association of Governments, will address the following questions, which are important to understanding the effectiveness of specific intervention strategies and their effects on particular types of offenders:

- What probation services, including drug testing and treatment, lead to successful results for high-risk probationers?
- What are the characteristics of probationers who remain drug free after release from prison?
- What association is there between reduced drug use and criminal behavior after release from the program?
- How does the program affect daily life patterns of offenders? And, how is this related to successful results?
- Which specific strategies are more effective with a particular type or classification of offender?
- Which punishments are better alternatives to revocation for probation violators?
- What are the appropriate measures of success for offenders in the program?
- What are the financial costs and public safety benefits of providing drug treatment to high-risk probationers?
- What is the most cost-effective approach to drug treatment for specific types of high-risk probationers?

How the Evaluation Will Study These Issues

Two groups—one experimental and one control—of 250 probationers each will be studied. The experimental group will receive more contacts with probation staff, have more drug tests, and receive more intensive drug treatment than the control group.

Analyses will include a comparative description of both programs, including frequency of program services and inprogram performance of participants.

And, the two groups will be compared to determine whether significant differences in the actual services delivered account for differences in results.

Data will be collected on probation conditions, number of probation contacts, treatment activity, drug test results, technical violations, subsequent offenses, revocations, and offender characteristics.

Uses of Evaluation Results

Although the concept of intensive supervision as an intermediate punishment has great appeal to policymakers and practitioners, the results are still mixed regarding its cost-effectiveness. Policymakers are seeking the proper mix of punishments, and this study and evaluation will expand knowledge about the optimum mix for various target populations. Classification measures that lead to varying levels of probation supervision will also be addressed in this study.

Results will be valuable to corrections administrators, who must maximize their resources within fiscal constraints. The use of innovative, graduated punishments has not been extensively studied. This additional information on the types of programs that "work" with different types of offenders is needed by those involved in classifying them.

Grant Summary

Grant Title: A Substance Abuse Program for Probationers (ASAPP)
Grant No.: 90-DD-CX-0057
Evaluator: San Diego Association of Governments, San Diego, CA
Grant Amount: \$169,358

Prison Work Release

Work release programs permit offenders who are near the end of their prison sentences to live in residential facilities in the community, participate in work and training programs during the day, and return to supervised custody at night. Corrections officials and others in the criminal justice system believe that transitional services such as employment opportunities and job training provided to work release offenders will result in higher employment rates, lower recidivism rates, and better community adjustment after release. Although every State has legislation specifically authorizing work release for prisoners sentenced to State prisons, few empirical data have been compiled on its effectiveness, and findings to date are mixed and inconclusive.

The National Institute of Justice study is designed to provide a comprehensive evaluation of work release in the State of Washington. Of particular interest are programs operated by Pioneer Human Services (PHS), a private company that has managed work programs in partnership with private businesses in Seattle for some 25 years. Pioneer employs a unique drug-free job and life skills approach to returning ex-offenders to the community as productive members.

Key Evaluation Questions

This evaluation, conducted for NIJ by the RAND Corporation, includes three separate studies: a statewide review and two randomized field experiments. The following questions will be answered:

- **Study 1: Statewide Review:**
 - What are the demographic and offense characteristics of prisoners placed on work release? What is the average length of stay before an offender is placed on work release?
 - How do offenders placed on work release compare, in terms of background characteristics, with those who are not placed on work release? What are the major reasons for denial for work release?

- How many offenders placed on work release successfully complete their programs? How many offenders fail? And, what are the reasons for failure? What is the average length of stay in work release?
 - What background characteristics distinguish successful from unsuccessful participants in work release programs?
 - What benefits do offenders on work release provide society—for example, payments for room and board, support for families, and restitution to victims?
- **Study 2: Impact on Offenders:**
 - How does the community experience of work release participants—in terms of employment, family situation, drug and alcohol problems, restitution, and community service—compare with that of similar offenders discharged directly into the Seattle community without having participated in a work release program?
 - How do recidivism rates compare between offenders on work release and other offenders?
 - What type of services are received by offenders on work release?
- **Study 3: Comparison of Pioneer Programs with Other Employment Programs:**
 - How does the training and education in Pioneer programs compare with that received by work release offenders in jobs with other programs?
 - How much do offenders in the PHS Pioneer Industries program earn relative to offenders in other work release positions?
 - Do offenders placed in Pioneer jobs have higher rates of successful work release completion than offenders participating in other jobs?
 - What are the longer term benefits of participation in the Pioneer program in comparison with the benefits from other job positions in terms of employment stability, family life, and subsequent criminal justice involvement?

Research Methodology

The current study employs two major methods. Study 1 examines the records of all offenders discharged from the Washington Department of Corrections in 1990 to document current work release practices in the State. Studies 2 and 3 are field experiments, one examining the effects of work release on recidivism and reintegration into the community, and the other comparing participation in the Pioneer program with participation in other employment programs. For each study phase, the site will determine whether offenders are eligible for work release programs. Once eligible, offenders will be randomly assigned to participate or not to participate in the work release program. One-year data on the impact will be collected from official records as well as from personal interviews.

Policy Relevance

This evaluation will provide much-needed information on how work release can best be implemented, how public safety risks can be minimized, and what offender and program characteristics are associated with success.

Additionally, the results will be of interest to community corrections officials. Knowing the extent to which community programs such as work release influence offender recidivism and reintegration into society is critical to understanding how best to supervise high-risk offenders in the community, or even to deciding whether such offenders should be released into the community through work release programs prior to serving their sentences.

Selected Readings

- Witte, Ann D., 1975. *Work Release in North Carolina: An Evaluation of Its Post-Release Effects*. Chapel Hill, Institute for Research in Social Sciences, The University of North Carolina.
- Witte, Ann D., 1977. "Work Release in North Carolina: A Program that Works," *Law and Contemporary Problems* 41:230-251.

Grant Summary

Grant Title: Work Release in the State of Washington
Grant No.: 90-DD-CX-0056
Evaluator: The RAND Corporation, Santa Monica, CA
Grant Amount: \$385,106

Therapeutic Drug Communities in Prison

An evaluation by the Georgia Department of Corrections showed that in 1989 substance abusers sent to prison were three times more likely to return to prison as were non-substance abusers. This finding, combined with the continued rapid growth in prison populations, demonstrates the need for programs that reduce the return-to-prison rates for substance abusers.

One approach—therapeutic communities in prison—has attracted national attention; the possibility of some promise in the approach persuaded the National Institute of Justice to evaluate Georgia's REFORM program, one of the most advanced in the Nation. REFORM is funded in part by the Bureau of Justice Assistance.

Because therapeutic communities are relatively new to corrections, little is known about them. Researchers report, however, that graduates of a therapeutic community are highly desirable candidates to serve as staff in such programs in other prisons. Graduates who are able to remain drug free and abstain from crime while in the community serve as excellent role models. (Counselors who are recovering addicts or substance abusers are considered the next best candidates.)

How Therapeutic Communities Work

The primary mission of any therapeutic community is to reduce recidivism. What distinguishes a therapeutic community from other programs, however, is that it seeks to instill socially acceptable behavior in prison inmates. To prevent them from slipping back into old patterns, inmates are isolated and placed in separate environments. Positive social behavior is encouraged and reinforced. There are precise rules that must not be broken: inmates who break those rules are returned to the general prison population. Perhaps more important, ex-addicts and graduates are invited to serve as role models for incoming inmates.

Successful communities also employ solid followup and adequate aftercare facilities for inmates once they are released from prison.

Research on programs that failed revealed several pitfalls to be avoided. For example, the high emotional intensity of special sessions can cause job burnout and high staff turnover rates, making it difficult to offer a stable program to the inmates. Another problem that often confronts a program is a lack of understanding and support from the host institution.

Assessing Cost-Effectiveness

The Institute evaluation is examining the economic value of investing in prison inhouse communities—as opposed to some combination of a short-term prison sentence with long-term community supervision. Another policy issue is managing the increasing numbers of prison admissions for driving under the influence of drugs. The evaluation tries to answer several questions related to these policy issues:

- Within the prison setting, what works for those with addictions?
- How much does the program specifically reduce the rate of return to drug abuse?
- To what extent does the therapeutic community cost more to operate—because of such factors as staff intensity—when compared with other services?

Evaluation Team Approach

An evaluation team from the Georgia Department of Corrections, advised by a panel of national experts in therapeutic communities and evaluation methodology, is conducting field visits and interviews to observe and assess the implementation of the program. The team is collecting data on:

- Number of participants entering and exiting the program;
- Reasons for departure;
- Number of program components and phases completed; and
- Number and type of disciplinary measures taken.

A comparison group will be established using the Georgia Corrections Department's database, matching this group to the profile of the program participants (age, race, sex, type of crime, type of drug used, previous criminal history). This comparison group will consist of 150 inmates who did not participate in the therapeutic community, but met eligibility criteria and received the standard institutional services and counseling.

Evaluators will track a second comparison group to determine when, how quickly, and why residents drop out of the program—and why and how quickly some dropouts return to the program.

Finally, positive outcomes—in terms of sobriety, employment, and avoidance of subsequent criminal convictions—will be determined by followup tracking with probation and parole records after release. These records will provide information regarding aftercare treatment, drug screening, employment status, and known arrests, reconvictions, and revocations of probation and parole.

Information for Policy Choices

The completed evaluation should provide lessons for agencies across the country on where to invest future money and time. A particularly salient finding will concern how the inprison therapeutic community compares with other substance abuse programs that are part of shorter term alternatives, such as boot camps or probation detention centers.

Selected Readings

Camp, George, and Camille Camp, 1989. *Building on Prior Experiences: Therapeutic Communities in Prisons*, (August). South Salem, NY, Criminal Justice Institute.

Lipton, Douglas, and Harry Wexler, 1990. "Project REFORM: Developing a Drug Abuse Treatment Strategy for Corrections." Report submitted to the *Journal of Drug Issues* (March).

"REFORM" —*National Program to Develop Comprehensive Drug Treatment in Corrections*, 1989. Volume 2, Number 1. Narcotics and Drug Research Inc. (September).

Grant Summary

Grant Title: Georgia Prison Therapeutic
Community Drug Treatment
Grant No.: 90-DD-CX-0060
Evaluator: Georgia Department of Correc-
tions, Atlanta, GA
Grant Amount: \$152,282

Conference Explores Drug Control Evaluations

Conferences have become an invaluable tool for the National Institute of Justice to exchange ideas and information with a wide range of law enforcement and criminal justice practitioners and other experts who use Institute research results. On June 21-22, 1990, the Institute and the Bureau of Justice Assistance sponsored an unprecedented, 2-day Evaluating Drug Control Initiatives Conference in Washington, DC. The conference brought together from 38 States more than 250 Federal, State, and local representatives to:

- Share information on the status and design of ongoing and recently completed evaluations funded by NIJ, BJA, and the States;
- Provide direct assistance to State officials for developing and conducting drug control and system improvement project evaluations;
- Promote Federal interagency coordination of evaluation initiatives for drug control and system improvement projects; and
- Establish a method and timeframe for reporting to the Nation on "what works" in critical areas of drug control and system improvement.

Small group panels discussed various topics, including methodologies, research designs, target populations, purposes for evaluating specific programs, costs of evaluation, expectation of findings, and utilization of results. Special topic workshops provided instruction and analyzed evaluation research issues. Panel topics included:

- Assessing State drug control strategies,
- Narcotics enforcement in public housing,
- Drug enforcement crackdowns,
- Qualitative evaluation techniques for multi-jurisdictional task forces,
- Law enforcement task forces crossing geographic and component jurisdictions,

- Multijurisdictional task force efforts in rural States,
- Treating drug-involved offenders in institutional and alternative settings,
- Drug testing for criminal offenders,
- Managing and prosecuting drug cases,
- Drug abuse education programs,
- Innovative sanctions for drug offenders, and
- Community responses to drug abuse.

Special topic workshops included sessions on:

- Linking State drug control strategies and evaluation,
- Developing a case study for program evaluation,
- Evaluating police initiatives,
- Measuring implementation for drug control programs,
- Developing a State-level evaluation strategy,
- Developing controlled field experiments,
- Developing performance measures, and
- Developing randomized experiments.

The keynote speaker for the conference was Prof. Joseph S. Wholey of the University of Southern California. Luncheon speakers included Gary Peters, Special Assistant for Law Enforcement, Bureau of State and Local Affairs, Office of National Drug Control Policy; and Scott Green, a Special Advisor to the Senate Judiciary Committee. Gerald (Jerry) P. Regier, Acting Director of BJA, welcomed participants, and Prof. Peter Haynes of Arizona State University facilitated the conference.

In his keynote address, Dr. Wholey suggested development of realistic, agreed-on goals and outcome-oriented performance monitoring systems that take into consideration client and community characteristics to "create a set of markets for promising approaches to drug control." He stated that goal-setting, monitoring, and evaluation efforts could help Federal and State governments to determine which States and localities are performing well.

A report on the conference is available from NIJ's National Criminal Justice Reference Service. The Criminal Justice Statistics Association prepared a

proceedings document that includes the conference agenda; speaker and attendee lists; welcoming, keynote, and luncheon addresses; and detailed synopses of papers presented.

The success of this conference and participant recommendations have prompted the Institute to plan for a Second Annual Conference on Evaluating Drug Control Initiatives, scheduled to be held in Washington, DC, in July 1991.

Grant Summary

Grant Title:	National Cluster Conference on Evaluating Drug Control and System Improvement Projects
Grant No.:	90-DD-CX-0002
Evaluator:	Criminal Justice Statistics Association, Washington, DC
Grant Amount:	\$138,038

Chapter IV. Searching for Answers in the War on Drugs and Crime

This annual evaluation report describes the first efforts of the National Institute of Justice to find out what works in the field of drug control across the Nation. Although these efforts represent beginning steps, they are already producing tangible results, as this report shows.

The evaluation activities reported in this volume also represent the first fruits of the investment in evaluation research made under the Anti-Drug Abuse Act of 1988. Although the NIJ evaluation program is a modest element in the multi-billion-dollar anti-drug effort, NIJ is nonetheless confident that this research will help to find the best ways in which to guide the investment.

NIJ's evaluation activities reported here represent the first building blocks in what will become a long-range plan to identify promising anti-drug approaches and to develop innovative answers to the current drug crisis in many communities. Although State, county, and local governments shoulder the bulk of the burden in fighting drugs and crime, the National Institute of Justice can assist them by identifying the best efforts, supporting development of new approaches, and communicating results of this work across the Nation.

Americans today cannot escape the tragedy of the current crisis. They witness the scourge of drugs and crime in their daily lives. National leaders have shown great resolve and unanimity in a comprehensive assault on drugs, and their commitment is exemplified by the unprecedented allocation of funds for this purpose. This report shows how the National Institute of Justice will measure the impact of that funding and find the answers that will shape future

anti-drug efforts. In this way, evaluation research may test the wisdom of current methods, measure the success of new approaches, and explain how national objectives may soon be realized.

Appendix.

Project and Grant Data

The National Institute of Justice wishes to thank the project directors and staff members of the evaluations who provided information for this report. Following are lists of all NIJ grants made in fiscal years 1989 and 1990 under Section 520 of the Anti-Drug Abuse Act of 1988. These lists show the full title of each grant, the NIJ grant number, the name and location of the evaluating organization, and the amount of the grant. Please note that a fiscal year 1990 grant that was supplemental to a fiscal year 1989 grant is reported with the fiscal year 1989 grant.

Fiscal Year 1989 Grants

Grant Title: Demonstration of Community Responses to Drug Abuse
Grant No.: 89-IJ-CX-0026
Evaluator: University of Illinois at Chicago, Chicago, IL
Grant Amount: \$249,509

Supplemental 1990 Grant

Grant Title: National Demonstration of Community Responses to Drug Abuse
Grant No.: 90-DD-CX-0015
Evaluator: University of Illinois at Chicago, Chicago, IL
Grant Amount: \$294,709

Grant Title: Eastside Wilmington Anti-Drug Abuse Program
Grant No.: 89-DD-CX-0047
Evaluator: State of Delaware, Statistical Analysis Center, Dover, DE
Grant Amount: \$50,092

Supplemental 1990 Grant

Grant Title: Eastside Wilmington Anti-Drug Abuse Program
Grant No.: 90-DD-CX-0059
Evaluator: State of Delaware, Statistical Analysis Center, Dover, DE
Grant Amount: \$105,950

Grant Title: Narcotics Enforcement in Public Housing
Grant No.: 89-IJ-CX-0050
Evaluator: The RAND Corporation, Santa Monica, CA
Grant Amount: \$193,140

Grant Title: Drugs and Public Housing: Toward the Development of an Effective Police Response in Denver and New Orleans
Grant No.: 89-DD-CX-0054
Evaluator: The Police Foundation, Washington, DC
Grant Amount: \$499,893

Grant Title: The Impact of Narcotics Crackdowns: Intermittent Enforcement and Residual Deterrence
Grant No.: 89-DD-CX-0049
Evaluator: Michigan State University, East Lansing, MI
Grant Amount: \$254,281

Grant Title: The Community Effects of Street-Level Narcotics Enforcement
Grant No.: 89-IJ-CX-0056
Evaluator: Vera Institute of Justice, New York, NY
Grant Amount: \$450,000

Grant Title: Implementation of Cooperative Law Enforcement Narcotics Control Task Forces
Grant No.: 89-DD-CX-0058
Evaluator: Criminal Justice Statistics Association, Washington, DC
Grant Amount: \$104,758

Grant Title: Asset Seizure and Forfeiture Programs
Grant No.: 89-IJ-CX-0037
Evaluator: Jefferson Institute for Justice Studies, Washington, DC
Grant Amount: \$252,144

Grant Title: Alternative Sanctions for Drug Offenses
Grant No.: 89-DD-CX-0058
Evaluator: Institute for Law & Justice, Inc., Alexandria, VA
Grant Amount: \$197,298

Grant Title: User Accountability in Maricopa County
Grant No.: 89-DD-CX-0055
Evaluator: Arizona Institute for Criminal Justice, Inc., Phoenix, AZ
Grant Amount: \$214,694

Grant Title: Expedited Management of Drug Cases
Grant No.: 89-DD-CX-0057
Evaluator: Jefferson Institute for Justice Studies, Washington, DC
Grant Amount: \$288,210

Grant Title: Drug Testing Technology/ Focused Offender Disposition Program
Grant No.: 89-DD-CX-0056
Evaluator: Arizona Institute for Criminal Justice, Inc., Phoenix, AZ
Grant Amount: \$198,782

Supplemental 1990 Grant

Grant Title: Drug Testing Technology/ Focused Offender Disposition Program
Grant No.: 90-IJ-CX-0064
Evaluator: Arizona Institute for Criminal Justice, Inc., Phoenix, AZ
Grant Amount: \$91,726

Grant Title: National Study of Shock
Incarceration Programs
Grant No.: 89-DD-CX-0026
Evaluator: Louisiana State University, Baton
Rouge, LA
Grant Amount: \$100,000

Supplemental 1990 Grant

Grant Title: Multisite Study of Shock
Incarceration
Grant No.: 90-DD-CX-0061
Evaluator: University of Maryland, Institute of
Criminal Justice & Criminology,
College Park, MD
Grant Amount: \$284,028

Grant Title: State Planning Strategies for the
Drug Abuse Improvement
Formula Grant Program
Grant No.: 89-IJ-CX-0043
Evaluator: The RAND Corporation,
Santa Monica, CA
Grant Amount: \$154,600

Supplemental 1990 Grant

Grant Title: State Planning Strategies for the
Drug Abuse Improvement
Formula Grant Program
Grant No.: 90-DD-CX-0003
Evaluator: The RAND Corporation,
Santa Monica, CA
Grant Amount: \$111,621

Fiscal Year 1990 Grants

Grant Title: Police Response to Drugs and
Gangs: Case Studies in Police
Decisionmaking
Grant No.: 90-IJ-CX-K008
Evaluator: Police Executive Research Forum,
Washington, DC
Grant Amount: \$249,852

Grant Title: Drug Enforcement Techniques
Implemented Within a Problem-
Oriented Policing Framework in
Two Cities
Grant No.: 90-DD-CX-0058
Evaluator: Institute for Social Analysis,
Washington, DC
Grant Amount: \$394,064

Grant Title: San Diego Drug Market Analysis
and Street-Level Enforcement
Grant No.: 90-IJ-CX-K006
Evaluator: San Diego Police Department,
San Diego, CA
Grant Amount: \$458,846

Grant Title: Boot Camp for Jail-Bound Drug
Offenders
Grant No.: 90-DD-CX-0055
Evaluator: National Council on Crime and
Delinquency, San Francisco, CA
Grant Amount: \$197,482

Grant Title: Michigan's Nokomis Challenge
Program
Grant No.: 90-DD-CX-0053
Evaluator: The RAND Corporation,
Santa Monica, CA
Grant Amount: \$264,035

Grant Title: Minnesota's Intensive
Community Supervision
Program

Grant No.: 90-DD-CX-0062

Evaluator: The RAND Corporation,
Santa Monica, CA

Grant Amount: \$295,456

Grant Title: A Substance Abuse Program for
Probationers (ASAPP)

Grant No.: 90-DD-CX-0057

Evaluator: San Diego Association of
Governments, San Diego, CA

Grant Amount: \$169,358

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Grant Title: Work Release in the State of
Washington

Grant No.: 90-DD-CX-0056

Evaluator: The RAND Corporation,
Santa Monica, CA

Grant Amount: \$385,106

Grant Title: Georgia Prison Therapeutic
Community Drug Treatment

Grant No.: 90-DD-CX-0060

Evaluator: Georgia Department of
Corrections, Atlanta, GA

Grant Amount: \$152,282

Grant Title: National Cluster Conference on
Evaluating Drug Control and
System Improvement Projects

Grant No.: 90-DD-CX-0002

Evaluator: Criminal Justice Statistics
Association, Washington, DC

Grant Amount: \$138,038
