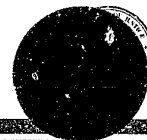


U.S. Department of Justice
Office of Justice Programs
National Institute of Justice



NATIONAL INSTITUTE OF JUSTICE

Evaluation Report

Report From the States on What Works at the State and Local Levels:

A Compendium of Assessment and Evaluation Results

July 1992

137993

About the National Institute of Justice

The National Institute of Justice (NIJ), a component of the Office of Justice Programs, is the research and development agency of the U.S. Department of Justice. NIJ was established to prevent and reduce crime and to improve the criminal justice system. Specific mandates established by Congress in the Omnibus Crime Control and Safe Streets Act of 1968, as amended, and the Anti-Drug Abuse Act of 1988 direct the National Institute of Justice to:

- *Sponsor special projects and research and development programs* that will improve and strengthen the criminal justice system and reduce or prevent crime.
- *Conduct national demonstration projects* that employ innovative or promising approaches for improving criminal justice.
- *Develop new technologies* to fight crime and improve criminal justice.
- *Evaluate the effectiveness of criminal justice programs* and identify programs that promise to be successful if continued or repeated.
- *Recommend actions* that can be taken by Federal, state, and local governments as well as private organizations to improve criminal justice.
- *Carry out research on criminal behavior.*
- *Develop new methods of crime prevention* and reduction of crime and delinquency.

The National Institute of Justice has a long history of accomplishments, including the following:

- Basic research on career criminals that led to development of special police and prosecutor units to deal with repeat offenders.
- Research that confirmed the link between drugs and crime.
- The research and development program that resulted in the creation of police body armor that has meant the difference between life and death to hundreds of police officers.
- Pioneering scientific advances such as the research and development of DNA analysis to positively identify suspects and eliminate the innocent from suspicion.
- The evaluation of innovative justice programs to determine what works, including drug enforcement, community policing, community anti-drug initiatives, prosecution of complex drug cases, drug testing throughout the criminal justice system, and user accountability programs.
- Creation of a corrections information-sharing system that enables state and local officials to exchange more efficient and cost-effective concepts and techniques for planning, financing, and constructing new prisons and jails.
- Operation of the world's largest criminal justice information clearinghouse, a resource used by state and local officials across the nation and by criminal justice agencies in foreign countries.

The Institute Director, through the Assistant Attorney General, establishes the Institute's objectives, guided by the priorities of the Department of Justice and the needs of the criminal justice field. The Institute actively solicits the views of criminal justice professionals to identify their most critical problems. Dedicated to the priorities of Federal, state, and local criminal justice agencies, research and development at the National Institute of Justice continues to search for answers to what works and why in the nation's war on drugs and crime.

137993

137993

U.S. Department of Justice
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this ~~copyrighted~~ material has been granted by

Public Domain/OJP/NIJ
U.S. Department of Justice

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the ~~copyright~~ owner.

NCJRS

MAR 18 1993

ACQUISITIONS

Report From the States on What Works at the State and Local Levels:

A Compendium of Assessment and Evaluation Results



July 1992

Prepared by
Justice Research and Statistics Association
444 North Capitol Street, N.W.
Suite 445
Washington, DC 20001

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

National Institute of Justice
Charles B. DeWitt
Director

Michael J. Russell
Deputy Director

DISCLAIMER

This document was prepared by the Justice Research and Statistics Association under Grant #91-DD-CX-K013, provided by the National Institute of Justice, Office of Justice Programs, U.S. Department of Justice. The points of view or opinions stated in this document do not necessarily represent the official position or policies of the U.S. Department of Justice.

The Assistant Attorney General, Office of Justice Programs, establishes the policies and priorities, and manages and coordinates the activities of the Bureau of Justice Assistance, Bureau of Justice Statistics, National Institute of Justice, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

FOREWORD

The National Institute of Justice (NIJ) and the Bureau of Justice Assistance (BJA) have been working for the past 3 years to determine which drug control and criminal justice system improvement programs work most effectively and how lessons learned at the state and local levels can be shared so that the most promising approaches to drug control can have broad impact. To date, the experiences of the states in evaluating drug control and criminal justice system improvement programs have not been collected and documented in a way that facilitates the sharing of evaluation research methods and findings.

Because evaluation information serves many audiences, it is critical that evaluation results be communicated widely. Legislators and Governors want to know about successful policy initiatives. Justice system planners and managers want to understand the scope and level of effort required for innovative approaches. Police, prosecutors, and corrections professionals want training in new approaches as well as publications that clearly explain how to adopt promising programs.

To communicate effectively with these audiences, NIJ is pleased to publish this compendium of state and local drug control program assessment and evaluation results. While the primary emphasis is on drug control programs, this report also covers assessment and evaluation of other state criminal justice programs. Each abstract contains the following information from the state evaluation reports: program objectives/research questions, timeframe of the study, location/site(s) of the study, methodology, findings, and contact person and/or agency for further information. Policy implications are listed only for those reports that specifically stated them. Full reports are available from NIJ's National Criminal Justice Reference Service and from the contacts listed at the end of each abstract.

Readers of this compendium will observe that the states and territories are actively evaluating a broad range of drug control programs using a variety of evaluation techniques and are relying on a diverse mix of resources at the state and local levels. Promising steps have been taken, and much has been learned at the state and local levels regarding what works in drug control. It is clear, however, that more and better evaluations need to be undertaken. In some instances, methodological rigor is lacking—studies do not go beyond descriptive statistics, adequate controls are not introduced into research designs, or the comparative perspective is lacking entirely. In many cases, the first steps in what should be long-term evaluations have been taken, but there is no assurance that the critical latter step—the outcome evaluation—will be undertaken or completed.

NIJ is committed to supporting drug control evaluation efforts in state and local jurisdictions through its annual *Research and Evaluation Plan* and through its various efforts in building evaluation capacity. This support and the complementary programs under way at BJA can strengthen state and local evaluation research efforts in the future and increase their contributions to knowledge about what works.

Charles B. DeWitt
Director
National Institute of Justice

ACKNOWLEDGMENTS

The State Administrative Agencies and Statistical Analysis Centers deserve special thanks and credit for their efforts in preparing the state reports reviewed in this compendium and for performing the important work of evaluation in the states.

The reports included in this document were abstracted by the following persons: Akin Adesun, University of Maryland; Talbert Cottey, University of Maryland; Lillian Dote, American University; Robin Haarr, University of Michigan; William M. Holmes, Ph.D., Massachusetts Committee on Criminal Justice; Teresa A. Mayors, M.A., Massachusetts Committee on Criminal Justice; and Jim McDonough, Virginia Department of Criminal Justice Services.

Kellie J. Dressler, Research Associate, with the assistance of Lisa Stolzenberg, Research Associate, of the Justice Research and Statistics Association staff was responsible for preparing this report.

Justice Research and Statistics Association

Joan C. Weiss, Executive Director

James R. Coldren, Jr., Ph.D., Director of Research

TABLE OF CONTENTS

ARIZONA

- Enhanced Drug and Gang Enforcement 1991 1

CALIFORNIA

- Drug Enforcement Narcotics Team: An Overview 2
- Multiple Indicators of Drug Abuse: Utilization for Planning and Policymaking 3
- Substance Abuse Treatment and Education Services for Inmates and Parolees:
A Report to the Legislature 3

COLORADO

- Colorado Anti-Drug Abuse Needs Assessment 5
- Colorado Anti-Drug Abuse Needs Assessment Three-Year Follow-Up Survey 5
- Drug Task Forces in Colorado: An Evaluation of Multijurisdictional Strategies 6
- Drug Task Forces in Colorado: An Evaluation of Multijurisdictional Strategies, Volume II 6

CONNECTICUT

- The Local Drug Treatment Alternative: A Federally Sponsored State and Municipal Initiative 8

DELAWARE

- Crime in Delaware 1990: An Analysis of Uniform Crime Data 10
- Delaware Drug Success Indicators 11
- Delaware Sentencing Accountability Commission: Annual Report 12
- Delaware Sentencing Accountability Commission: The First Year 12
- Delaware Sentencing Accountability Commission: The Second Year 12
- Delaware Youth Advocate Program Recidivism Follow-Up 13
- Eastside Substance Abuse Awareness Program Evaluation 14
- Evaluation of Computer Assisted Tutorials Funded by the Criminal Justice Council
in the State of Delaware 15

- Impact of the Drug Trafficking Law on the Delaware Criminal Justice System 17
- Level IV Sentencing Options—Part I: Process Evaluations and Judicial Survey;
Part II: Statistical Evaluation 18
- A Review of Delaware's Criminal Justice Response to Illegal Drug Use 20
- Short Term Impact Assessment of the SENTAC Substance Abuse Outpatient Treatment Programs . . 21
- Videophone Evaluation II: Cost-Benefit Analysis of Prospective Uses
of Video Equipment by the Courts & Corrections 22

FLORIDA

- Florida Drug Offender Profile: Analysis of All Offenders Having at Least One Misdemeanor
and/or Felony Drug Arrest in Calendar Year 1987 24
- Florida's Population Influx: A Methodology To Capture Tourism Monthly
for Each of Florida's 67 Counties With Applications for the Law Enforcement Community 24
- The Impact of Career Criminals on Florida's Criminal Justice System 25
- Substance Abuse Treatment Program Evaluation Project: Overview of the Evaluation Findings . . . 26
- Summary 1991 Florida Drug Law Enforcement Survey 27

GEORGIA

- Special Alternative Incarceration Evaluation 29

HAWAII

- Presentence Drug Assessment Project—Final Evaluation Report 31
- Report of a Statistical Study and Evaluation of the Juvenile Intensive Supervision Program 32

IDAHO

- An Evaluation of Intensive and Regular Probation Supervision
for Serious, Habitual Juvenile Offenders 34
- Multijurisdictional Drug Task Forces in Idaho 35
- NICI Residential Substance Abuse Treatment Program
With Specialized Substance Abuse Probation/Parole 36

ILLINOIS

- Blueprint for the Future—Final Report of Trends & Issues for the 1990s:
An Illinois Criminal Justice Forum 37

- Cook County Pretrial Release Study 37
- Dynamics of Aging in the Illinois Law Enforcement Officer Corps 38
- Evaluation of the St. Clair County Drug Testing and Services Program:
Quarterly Descriptive Assessment #2 40
- First Quarterly Assessment of the Cook County Adult Probation
Home Confinement/Drug Surveillance Program 41

INDIANA

- Alcohol and Other Drug Arrests in Indiana: Estimates for 1989 42
- Drug Sample Processing Services in Indiana: Practices and Recommendations
for Improvement 42
- An Evaluation of the South Central Indiana and Tri-County Narcotics Task Forces 43
- Multijurisdictional Drug Task Forces in Indiana: The First Two Years of Operations 45

IOWA

- A Description and Assessment of the Iowa Juvenile Institutions'
Substance Abuse Services Project: Final Report 47
- Multi-jurisdictional Drug Law Enforcement Task Forces:
A Description and Implementation Guide 48

KENTUCKY

- DARE in Kentucky Schools 1988-89: An Evaluation
of the Drug Abuse Resistance Education Program 50
- Drug Abuse Resistance Education: An Assessment
of the 1987-88 Kentucky State Police DARE Program 50
- Kentucky Justice Cabinet Drug Control and System Improvement Survey: Final Report 51
- Louisville and Jefferson County Drug Database: Third Annual Report 52
- Persuasive Communication and Drug Prevention: An Evaluation of the D.A.R.E. Program 53
- Program Evaluation: Jefferson County Drug Testing Program—
Third Year: Final Report 54
- Surveillance and Treatment on Probation—STOP in Lexington: An Evaluation 55

MARYLAND

- Maryland Adolescent Survey Report 1990: A Statewide Analysis of Student Tobacco, Alcohol and Other Drug Use 57

MASSACHUSETTS

- The Analysis of Intervention Impacts and Change in Crime: A Task Force Analytical Exemplar . . . 59
- Drug Analysis Laboratories: Case Study 60
- Impact of Drug Offenders on County Houses of Correction 61
- Joint State/City Anti-Violence Task Force: Case Study 62
- Legal Dispositions and Videotaping of Drunk Drivers 63
- Program Implementation: First Year of the 1986 State and Local Narcotics Control Assistance 64
- Program Implementation: Second Year of the 1986 State and Local Narcotics Control Assistance 64

MINNESOTA

- Minnesota 1990 Narcotic Task Forces At-a-Glance 66
- Minnesota 1990 Narcotic Task Force Survey 66

MISSISSIPPI

- House Arrest Pilot Program Evaluation 68
- Mississippi Drug Control and Violent Crime Survey—Law Enforcement Strategies and Community Impact: Research and Evaluation 69

MISSOURI

- Multijurisdictional Drug Enforcement Task Forces in Missouri: What Works and What Doesn't Work 70
- Public Opinions on and Perceptions of Drugs and Crime in Missouri: Summary of Findings 71

MONTANA

- The 1991 Montana Drug Survey 73
- 1991 Montana Youth Risk Behavior and School Health Education Survey Report 74

NEBRASKA

- Citizen Attitude Survey on Drugs and Drug Control in Nebraska 76
- Multijurisdictional Drug Task Forces in Nebraska: The Implementation and Activities of Federally Funded Projects 77
- A Statistical Overview of Multijurisdictional Drug Task Forces in Nebraska 77
- A Summary of Multijurisdictional Drug Task Forces in Nebraska 77

NEW JERSEY

- Examining Multi-Jurisdictional Narcotics Task Forces: An Evaluation of New Jersey Projects Funded Under the Anti-Drug Abuse Acts of 1986 and 1988 79

NEW MEXICO

- Evaluation of the 1989 Drug Control and System Improvement Formula Grant Program 81
- Targeting High Risk Offenders, Part I—Description of Four Criminal Types Derived From a Cluster Analysis of Recent New Mexico Prison Admissions 82
- Targeting High Risk Offenders, Part III—Criminal "Specialists" and "Generalists" Among New Mexico's Incarcerated Felons 83
- Trends in Age-Specific Arrest Rates: 1982-1990 84

NEW YORK

- Juvenile Justice Case Processing, Volume I 86
- New York State Trends in Felony Drug Offense Processing: 1983-1987 87

NORTH CAROLINA

- Addendum: Results of the Mental Health, Mental Retardation, and Substance Abuse Services in Jails Study 89
- Characteristics of Drug Traffickers Admitted to the North Carolina Department of Correction 1989 and 1990 90
- An Evaluation: Narcotics Task Forces in North Carolina 91
- The Grimes Alternative School Program and Home Remedies Program: A Qualitative Assessment 92
- A Secondary Analysis of Durham County's Drug Use Forecasting Survey Conducted in the Durham County Jail, Fall 1989 94

NORTH DAKOTA

- 1990 North Dakota Youth Alcohol and Drug Survey (Grades 7-12) 96

NORTHERN MARIANA ISLANDS

- Customs Canine Enforcement Service: Implementation and Performance Evaluation 97
- Project Evaluation Report: A Review and Assessment of Project Performance 98

OHIO

- Understanding the Enemy: An Informational Overview of Substance Abuse in Ohio 100

OREGON

- Evaluation of the Oregon Drug Control Package: First Year Implementation Evaluation 102
- An Evaluation of the Oregon National Guard's Participation in Statewide Drug Law Enforcement . . 103

PENNSYLVANIA

- Containing Pennsylvania Offenders 105
- The Effort To Reduce Drunken Driving in Pennsylvania: The Effects on the Criminal Justice System and Highway Safety 106
- Intermediate Punishment Type Program Survey 107

PUERTO RICO

- Puerto Rico Department of Justice Drug Control and System Improvement Program 108
- Treatment to Infringers Minors With Addiction Problems: Clientele Satisfaction Evaluation 109

RHODE ISLAND

- Final Report on Substance Abuse Program Management Consultation 111

SOUTH CAROLINA

- South Carolina Consortium Treatment Project 113

TENNESSEE

- Evaluation of the Drug-Free Neighborhoods Program 114
- Evaluation Report on Project About Face: Phase I 115

- A Report to the State of Tennessee Planning Office: An Evaluation of Operation Streetcorner III and Operation Project III 115
- The Tennessee Drug Free Youth Act: Six Month Process and Impact Evaluation 117

TEXAS

- Arrests and Dispositions of Persons Arrested by the Texas Anti-Drug Abuse Task Forces 118
- Drug Use and Recidivism: Analysis of Drug Offenders Admitted to Texas Prisons 118
- Texas Narcotics Control Program: 1990 Production Analysis 119

UTAH

- Drug Use Among Utah Students, 1989 121
- Utah Colleges and Universities: Study on Substance Abuse 122
- Utah Household Survey on Substance Abuse 123

VIRGINIA

- Drugs in Virginia: A Criminal Justice Perspective 125
- 1989 Impact Assessment of Drug Abuse Resistance Education in the Commonwealth of Virginia 127

WASHINGTON

- Community Policing in Seattle: A Descriptive Study of the South Seattle Crime Reduction Project 128

WISCONSIN

- Drug Arrests in Wisconsin: Annual Report 1991 130
- 1991 Household Anti-Drug Abuse Survey 131

ARIZONA

Enhanced Drug and Gang Enforcement 1991

Arizona Criminal Justice Commission

Program Objectives/Research Questions

The State of Arizona requires drug enforcement programs that receive state monies to be evaluated annually in the following areas: (1) drug apprehension and prosecution, (2) drug offender adjudication and detention, (3) drug analysis, and (4) drug abuse education and prevention. This report presents the annual fiscal synopsis of the Arizona Criminal Justice Commission on the law enforcement activities funded by the Drug and Gang Enforcement Account and the Criminal Justice Enhancement Fund.

Timeframe of the Study

July 1, 1990-June 30, 1992

Location/Site(s) of the Study

State of Arizona

Methodology

Forty-five drug enforcement programs are individually described by activity, goals and objectives, source and amount of funding, and effectiveness.

Findings

In fiscal year 1991, 19 drug apprehension projects received funding. This number includes multiagency drug task forces established in all 15 counties of the state. Funding was also provided for 14 drug prosecution projects, 5 drug abuse education projects, 4 counties with enhanced drug offender detention projects, and 3 departments with enhanced drug forensic analysis projects. One grant went to 18 court-related enhancement projects. Except for the elimination of one drug apprehension project, fiscal year 1992 figures remain essentially the same.

Direct personnel costs account for the majority of both 1991 and 1992 funding. In fiscal year 1991 there were personnel expenses for 244 professionals, with a decrease to 225 estimated for fiscal year 1992. Many of the other operating expenses were paid for by the project participants.

Since the inception of the Drug and Gang Enforcement Account in March 1988, funded programs have been highly successful. They have resulted in 9,075 drug arrests, the removal of illegal drugs with a total estimated street value of \$760,019,070, and asset seizures worth an estimated \$43,591,980. The drug prosecution projects have resulted in 20,508 drug convictions, with 3,186 prison sentences and 9,301 offenders placed on parole.

Policy Implications

The statewide programs are judged to be highly effective because actual figures show that for every \$1,310 expended by the apprehension projects, one drug violator is arrested, an estimated \$83,748 in illegal drugs is removed from possible consumption by users, and drug traffickers are deprived of both the drug profits and an estimated \$4,803 in assets.

Contact Person and/or Agency for Further Information

Arizona Criminal Justice Commission
1501 West Washington
Suite 207
Phoenix, AZ 85007
(602) 542-1928

CALIFORNIA

Drug Enforcement Narcotics Team: An Overview

Department of Alcoholic Beverage Control

Program Objectives/Research Questions

Historically, the California Department of Alcoholic Beverage Control (ABC) has pursued administrative disciplinary action against California alcoholic beverage licensees who violate state and Federal drug laws or permit such violations to occur within their licensed establishments. Over the years the department has been aware that a vast amount of street-level drug trafficking occurs routinely in and around locations licensed to sell alcoholic beverages. As the nation's drug problem has grown, referrals to the department concerning drug violations falling within the scope of its authority have also increased. In an effort to remedy this condition, the department's Drug Enforcement Narcotics Team (DENT) was formed. The main purpose of DENT has been to assist local law enforcement in improving its effectiveness in dealing with street-level drug trafficking involving licensed locations.

Timeframe of the Study

DENT was formed in 1986, and its original members were selected from the ranks of tenured department investigators, who underwent extensive classroom and field narcotics training with the Los Angeles County Sheriff's Department Narcotics Bureau beginning in October 1987. In January 1988, with initial training completed, DENT became field operational. Data for this study were collected from January 1988 to January 1990 from the DENT's in operation.

Location/Site(s) of the Study

Initially, DENT was implemented within Los Angeles County. When all phases of the project were satisfactorily developed, it was expanded to include the entire state. Currently, two DENT's are in operation, one in southern California (Los Angeles County) and one in northern California (Sacramento).

Methodology

Case data were collected from DENT operations, including the number of arrests for drug violations, the number of cases filed for drug violations, the number of criminal convictions, the number of drug seizures,

and the number of disciplinary actions against licensees. These data were used to develop a descriptive analysis of program performance and program outcomes.

Findings

The joint operations of DENT have resulted in over 650 arrests for drug violations, with only 3 rejected for filing. DENT maintains a conviction rate of over 98%. DENT has been responsible for 95 disciplinary actions against licensees throughout California involving drug violations. The total dollar value of assets seized as the result of DENT operations now totals approximately \$525,000.

During the time the DENT project has been in operation, other events have occurred that are at least in part due to the success of DENT. Department investigators have been granted increased peace officer powers through legislative changes in the California Penal Code, which also mandates that all ABC investigators receive training in drug investigation techniques. Legislative changes have also added ABC licenses to the definition of property subject to forfeiture.

Policy Implications

DENT underscores the effectiveness of multi-jurisdictional cooperation in dealing with street-level drug trafficking in and around licensed locations. DENT has been requested to furnish information to other state alcoholic beverage control agencies and is exploring the possibility of providing training to one such organization. In helping to fight the war on drugs, DENT could well serve as a model approach to other alcoholic beverage law enforcement and regulatory agencies throughout the country.

Contact Person and/or Agency for Further Information

Manuel Espinoza
Department of Alcoholic Beverage Control
1901 Broadway
Sacramento, CA 95818
(916) 445-6811

**Multiple Indicators of Drug Abuse:
Utilization for Planning and Policymaking**

Susan Pennell, Christine Curtis, and Jeff Tayman, Ph.D.
San Diego Association of Governments

Program Objectives/Research Questions

Research objectives focused on identifying measures of drug abuse common to most jurisdictions, providing a descriptive trend analysis, determining gaps and limitations in data sets for planning and policy making, assessing the use and value of the indicators to justice and health practitioners, and developing a statistical model that integrated the indicators.

Timeframe of the Study

1991

Location/Site(s) of the Study

This research, sponsored by the National Institute of Justice, examined a number of indicators of drug abuse in San Diego County, the second largest county in California with the sixth largest city in the nation. San Diego County is a participant in the Drug Use Forecasting (DUF) program, which monitors drug use among arrestees booked into jail. San Diego County has consistently shown rates of drug use higher than any other DUF site in the nation. This fact, coupled with the county's proximity to the busiest international border in the world, provided a unique opportunity to explore the use and value of drug abuse indicators for planning and policy making.

Methodology

Research efforts included compilation of trend data, interviews and surveys of practitioners, review of the literature with respect to the drug abuse indicators, and model development through regression analysis and econometric techniques.

Findings

The illustrative trend analysis—using measures such as drug arrests, diversions, dispositions, drug seizures, drug treatment admissions to county-funded programs, admissions to hospital emergency rooms, and deaths associated with drug use—suggested significant increases in both drug demand (use) and supply (availability). Differences were apparent with respect to the types of drugs and the characteristics of users. Study results indicated that drug abuse measures are

not integrated for use by planners or decision makers. While the integration provides a more comprehensive picture of drug use, each data set has limitations that need to be taken into account. Justice and health administrators frequently implement strategies based on information that is not compiled officially or routinely, such as street information data and complaints by citizens.

Policy Implications

Integration of justice and health indicators with statistical modeling did not result in a more powerful tool for predicting drug use as expected. In fact, the analysis suggested that data measures were only weakly associated. Alternative explanations for these results are offered in the study's conclusions. Despite the lack of success of the modeling effort, the research may be of interest to other jurisdictions as a demonstration of combining drug abuse indicators and the use and value of the measures for developing drug control strategies and as a means to assess the effectiveness of future efforts. Other drug use indicators that may be available in some areas are also suggested. Researchers are encouraged to explore the approach used in the model and to replicate it with other drug abuse correlates.

**Contact Person and/or Agency
for Further Information**

San Diego Association of Governments
Criminal Justice Research Division
401 B Street, Suite 800
San Diego, CA 92101
(619) 595-5383

**Substance Abuse Treatment and Education Services
for Inmates and Parolees: A Report to the Legislature**

Youth and Adult Correctional Agency
Department of Corrections

Program Objectives/Research Questions

This report is in response to the fiscal year 1989-90 State Budget Bill Item 524-001-001, Provision 8, requiring the Department of Corrections to develop a plan to identify inmates and parolees needing substance abuse treatment and education programs, to outline treatment plan components, and to provide a plan for the implementation of these programs.

Timeframe of the Study

State fiscal years 1990-91 and 1992-93

Location/Site(s) of the Study

Comprehensive statewide treatment plan for substance-abusing inmates and parolees

Methodology

This report to the legislature is presented in three segments corresponding to legislative mandate. Part I addresses the means for identifying substance-abusing offenders through the collection of data from existing reporting systems and the use of a combination of assessment tools and other records.

Part II discusses approaches that can be taken to ensure that substance abuse education and treatment services are successful in reducing substance abuse problems among inmates and parolees. The report stresses the importance of providing treatment and education services based on the individual substance abuser's needs and of sustaining treatment throughout the individual's involvement with the department. A case management approach, called a Corrections Management Plan, is proposed as a means of ensuring continuity of services from institution to institution as well as to the community. Part II also emphasizes community treatment. Many of the gains made by an inmate in prison-based treatment will be lost unless community services are an integral part of the offender's parole period.

The implementation of treatment programs also requires staff who are trained and have an expertise in understanding substance abuse, treatment, recovery, and relapse prevention. The second section discusses the need for staff who work with the substance abuser to be knowledgeable of available resources and to act as effective referral agents to help ensure treatment continuity. This section also emphasizes the need to develop community resources and increase the use of 12-step programs, both in the institutions and in the parolee program. The importance of addressing the unique treatment needs of substance abusers with AIDS and female offenders with drug use histories is stressed.

Part III is a plan for implementing the programs detailed in the second section. This plan is intended to be expanded to include all inmates and parolees in need of substance abuse education and treatment. The foundation of the plan is a program of planning that is supported by a grant received by the department

from the Bureau of Justice Assistance. Current department substance abuse planning includes identifying the problems to be addressed, the objectives or desired outcomes to be achieved, the type of inmate or parolee who will participate, and the specific activities to be included. Program evaluations will detail the conditions under which the program operates and the outcome of these efforts.

Findings

Research in the field of corrections provides evidence that substance abuse treatment services for offenders are effective strategies for reducing drug use and other types of criminal behavior. Studies emphasize, however, that drug addiction is a chronic relapsing condition that is highly resistant to rehabilitation. Because of this, the offender must be involved in services for a long period for treatment to be effective. Criminal justice sanctions have proven to be very effective in bringing and keeping many substance abuse offenders into treatment who might not have otherwise done so. This plan provides a systematic approach for providing that necessary long-term and sustained treatment program.

Policy Implications

The Department of Corrections has taken positive steps in addressing the problems caused by substance-abusing offenders. The increasing trends of substance abuse require that future policy decisions address the "revolving door" substance-abusing offenders who are returned to custody because of continued criminal conduct associated with drug usage or a substance-abusing lifestyle. The nature of this problem encompasses the entire correctional system; consequently, a comprehensive response is required to address these critical needs. Future program direction that is being reviewed or proposed by the department includes the following: personal responsibility curriculum, individual substance abuse needs assessment, and institutional and community intervention.

Contact Person and/or Agency for Further Information

Jim Letoile
Office of Substance Abuse Programs
Department of Corrections
Post Office Box 942883
Sacramento, CA 94283-0001
(916) 327-3707

COLORADO

Colorado Anti-Drug Abuse Needs Assessment

Colorado Anti-Drug Abuse Needs Assessment Three-Year Follow-Up Survey

Grant Johnson
Colorado Division of Criminal Justice

Program Objectives/Research Questions

The initial survey was conducted to determine the current drug abuse problem in Colorado, existing resources for dealing with this problem, and unmet needs that limit the appropriate handling of drug offenses and those who commit them. The respondents—criminal justice and state agency professionals representing law enforcement, court, and correctional agencies at the local, state, and Federal levels—gave recommendations for effective use of additional resources; specifically, formula grant funds expected to be disbursed to Colorado under the Anti-Drug Abuse Act of 1986.

A followup study was conducted during October and November 1990 to determine existing resources for apprehending drug offenders, drug-related programs, support from the public and prosecutors, consequences produced by specific substances, success in enforcing drug laws, and recommended priorities for a statewide anti-drug abuse strategy.

Timeframe of the Study

January–March 1987 for the first survey;
October–November 1990 for the followup survey

Location/Site(s) of the Study

Law enforcement agencies in Colorado

Methodology

Two mail surveys and face-to-face
and telephone interviews

Findings

Data obtained from these two surveys provide a basis for examining change. The first study occurred before the start of any of the programs funded under the Anti-Drug Abuse Act of 1986. The second study follows

approximately 3 years of operation of such programs and unveils some noteworthy findings.

Drug law enforcement resources in Colorado have increased substantially since 1987. The increases include personnel, specialized equipment, information and intelligence networks, and cooperative arrangements among agencies. Nearly two-thirds of responding law enforcement agencies report that federally supported programs contributed to an increase in one or more of these resources in their own departments.

Resources for prosecution and investigation of drug cases have also increased since 1987. Sixty-one percent of responding district attorneys' offices credit improvement to Federal support. Unlike district attorneys and law enforcement respondents, judges noted that resources had worsened nearly as often as they mentioned improvement. No judge credited a federally supported program with improving the courts' resources.

Findings indicate that resources for the treatment of offenders are also limited. Diminished resources may be related to Federal anti-drug funds; that is, law enforcement and district attorneys get extra money, but treatment agencies cannot keep up with the increase in drug cases.

Respondents from each component of the criminal justice system ranked the elements that they would want emphasized in a statewide anti-drug abuse strategy. Drug and alcohol prevention programs in schools received higher priority ratings than any other element. The second-highest priority recommended is for increased emphasis on apprehending and prosecuting drug dealers. Law enforcement respondents gave elements pertaining to treatment extremely low priority. Respondents from every other agency rated treatment as a higher priority than did law enforcement.

Policy Implications

Formula grant funds disbursed to local Colorado law enforcement agencies may have a favorable impact on the criminal justice system or may create disruption of the system and a sense of deprivation when the resources are terminated. The results of the survey were used by state planners to develop the statewide drug control strategy and determine how formula grant funds should be disbursed.

**Contact Person and/or Agency
for Further Information**

Office of Research and Statistics
Colorado Division of Criminal Justice
Department of Public Safety
700 Kipling Street, Suite 1000
Denver, CO 80215
(303) 239-4442

***Drug Task Forces in Colorado: An Evaluation
of Multijurisdictional Strategies***

***Drug Task Forces in Colorado: An Evaluation
of Multijurisdictional Strategies, Volume II***

Suzanne Kraus Pullen and Mary J. Mande, Ph.D.
Office of Research and Statistics
Colorado Division of Criminal Justice
Department of Public Safety

Program Objectives/Research Questions

Multi-jurisdictional drug task forces in Colorado are designed to protect communities by eliminating the illegal drug trade, infiltrating drug-dealing operations, aggressively apprehending and prosecuting drug offenders, and seizing drug-related assets. In addition, these task forces enhance law enforcement efforts by augmenting resources, facilitating communication, improving relations, and enabling agencies to make coordinated, cooperative efforts.

The Colorado Division of Criminal Justice conducts an annual evaluation of five multi-jurisdictional drug task forces operating with Federal Anti-Drug Abuse Act grants. These evaluations focus on specific responsibilities of task force personnel, task force goals and how they are being met, changes in operational focus and policy, implementation issues, and task force strengths and weaknesses. Also included are evaluations of citizens' perceptions of the drug problem and drug trends.

Timeframe of the Study

These evaluations focus on the activities of five multi-jurisdictional task forces from 1989 to 1991.

Location/Site(s) of the Study

Five task forces, which represented varied geographic regions of the state and different organizational structures, were selected for this evaluation. These five sites were fairly similar in terms of goals and objectives, making possible the comparison across sites.

Methodology

These studies employ both a process and outcome evaluation to study the impact of the five task forces in Colorado. A process evaluation measures program performance by comparing program implementation with program design. Quantitative data are used to measure task forces' performance activities relating to their goals, such as the number of arrests, the amount of drugs seized, and the value of asset seizures. Qualitative (or interview) data are used to examine the internal and external forces that affect program implementation. These data are used to determine whether the "intervention" (the activity of the task force) occurred as designed. An outcome evaluation measures the effectiveness of the program (the task force) in solving the "problem."

Findings

The five task forces had the same three goals: (1) arresting, prosecuting, and convicting drug dealers; (2) targeting and seizing the property of drug offenders; and (3) reducing the availability of drugs in the community. Design elements that enhance task force effectiveness include (1) a board of directors, (2) on-staff undercover agents, (3) a developed network of confidential informants, and (4) a regional-appropriate strategy. Problem areas identified by the five task forces include (1) undercover officers, (2) lack of organizational structure, (3) resource limitations, and (4) lack of clearly stated agreements, policies, and procedures.

The evaluations identified two critical components for successful task forces and two positive consequences of task forces. The two critical components were the inclusion of key non-law enforcement criminal justice representatives, through a board of directors, and the adoption of strategies appropriate to regional characteristics. The two positive consequences were an improvement in relationships among agencies and a considerable increase in available resources.

The strengths and weaknesses of the task forces were also identified. The strengths were (1) an expanded scope of informants through undercover agents; (2) an established information network; (3) the establishment of asset forfeiture procedures; and (4) regular meetings to update members. The weaknesses were (1) no prosecutorial involvement; (2) informal, unwritten agreements or lack of policy and procedure manuals; and (3) no training requirements for task force officers.

Drug trend findings in Colorado suggest alcohol abuse has either stabilized or decreased; most other forms of drug abuse remain the same. The only two drugs for which usage increased were marijuana and cocaine; however, treatment admission data indicate that the users of these drugs are more inclined to seek treatment. Drug use projections suggest that if those in the younger population continue their patterns of low and intermittent drug use, the number of people seeking treatment will decrease.

Female offenders are more likely to test positive for drug use; of these, a majority use cocaine and Valium. Male offenders are likely to test positive for marijuana. In schools, two-thirds of all seniors have consumed alcohol in the past 30 days.

Within task force communities, residents were asked to respond to a survey on their perceptions of the drug problem. The study found that citizens consider drugs to be a serious problem and do not feel the drug problem is being adequately addressed. A vast majority feel the drug problem has worsened or remained the same. To fight the problem, respondents believe in enhanced law enforcement, more prosecution, stricter penalties, and increased drug awareness education.

Policy Implications

The evaluation recognizes seven critical elements that should be priorities for successful task force performance: (1) a perceived benefit from task force membership; (2) participation and commitment by critical decision makers; (3) an organizational entity; (4) a strategy appropriate to the region; (5) formal task force participation by the district attorney; (6) formal interagency agreements, policies, and procedures; and (7) training requirements.

Contact Person and/or Agency for Further Information

Office of Research and Statistics
Colorado Division of Criminal Justice
Department of Public Safety
700 Kipling Street, Suite 1000
Denver, CO 80215
(303) 239-4442

CONNECTICUT

The Local Drug Treatment Alternative: A Federally Sponsored State and Municipal Initiative

Parisky & Daniels

Prepared for the Connecticut Office
of Policy and Management

Program Objectives/Research Questions

The Local Drug Treatment Program initiative was established by the Justice Planning Division of the Connecticut Office of Policy and Management (OPM) to encourage Connecticut's three largest cities—Bridgeport, Hartford, and New Haven—to develop prison diversion programs with substance abuse treatment as a central element. The initiative was intended for pretrial offenders for whom substance abuse intervention was seen as a key need. Other objectives included the easing of prison overcrowding by maintaining 60 slots per site. Another objective was to monitor the progress and ensure that pretrial arrestees kept scheduled court appearances. Lastly, the programs were to provide counseling and services to help offenders make positive lifestyle changes. This report provides a review of data systems and attempts to make an assessment of first-year results.

Timeframe of the Study

September 1990–September 1991

Location/Site(s) of the Study

Bridgeport, Hartford, and New Haven

Methodology

A month-to-month comparison of programs in Bridgeport, Hartford, and New Haven

Findings

The Hartford and Bridgeport programs became operational in September and October 1990, respectively. New Haven's program began operations in January 1991. Each program moved slowly to reach its caseload goal of 60 persons. By the fourth quarter of the first program year—April–June 1991—total enrollment by month ranged from 36 in Bridgeport

to 56 in New Haven. New Haven reached 94% of its 60-person goal (June); Hartford reached 90% (May); and Bridgeport reached 70% (May). However, these upper limits were touched only for these short periods, and the goal was to have reached consistent performance on a 60-person caseload by this time.

A major goal was to relieve jail overcrowding so that jail beds could be available for more serious offenders. To the degree participants who utilized these programs did not occupy jail beds, this purpose was served. In addition, a minimum monthly savings of 630 bed days by each program would offset annual program costs. This 630-bed-day savings can be achieved with a consistent daily enrollment of no less than 20 persons who would otherwise be incarcerated. During the first year, only Bridgeport developed the capacity to measure bed-saving cost comparisons. By May 30, 1991, Bridgeport calculated that \$199,300 had been saved, compared to program costs of \$392,725.

The second major objective of these local programs was to provide substance abuse intervention to keep pretrial offenders drug free while awaiting court appearances and case disposition. The substance abuse components varied widely among the three programs. In Bridgeport, a day-treatment model was offered with daily counseling and evening and weekend monitoring. Hartford (which initially tried to establish a traditional health-clinic-based program licensed by the Connecticut Alcohol and Drug Abuse Commission) used a licensed counselor at the lead agency site and did not provide regular on-site groups. In New Haven, licensed and unlicensed counselors were used, and the program dedicated additional resources to inpatient treatment.

Reporting results of substance abuse intervention were limited to monthly reports of positive urinalyses (conducted weekly). While test results indirectly imply that the remaining participants are staying off drugs, there were no specific efforts to quantify positive outcomes. Furthermore, no attempts were made to measure progress toward recovery. The weekly drug tests demonstrated that many offenders in the program are staying drug free at least some of the time, if only to get through the program and positively affect the disposition of their cases. This in and of itself is positive. However, each of the programs seeks to have a longer lasting impact. At present, there is no system to regularly quantify results other than these tests.

The Bridgeport program conducted an analysis of the first 59 clients in relation to substance abuse and found that 12 clients admitted to addiction. At the time of this review, five of these had become and remained clean and were involved in programs of recovery. A total of 18 clients denied having a substance abuse problem, and 29 clients were assessed as not heavily involved with use/abuse.

Policy Implications

Three policy recommendations are contained in the report. First, program goals need to be clarified to improve substance abuse treatment and the delivery of other services. For example, the Local Drug Treatment Program at present has four goals: bed savings, substance abuse treatment, the monitoring of court appearances, and lifestyle development. While bed-savings targets are clear, goals for substance abuse treatment, the monitoring of court appearances, and lifestyle development do not exist, and performance is not measured.

Second, authority for these programs needs to be transferred to the judicial sanction programs section of the judicial branch. Long-term use of this program model must be determined within the larger picture of judicial sanctions to guarantee that programs are designed and operated within the context of the total range of program options.

Third, accountability for results in substance abuse intervention and in contract and expenditure performance needs to be determined. The report recommends that the judicial branch assume responsibility for this diversion program model. This responsibility must include formal links to the Connecticut Alcohol and Drug Abuse Commission to review the substance abuse treatment services.

Contact Person and/or Agency for Further Information

Dolly Reed
SAC Director
Office of Policy and Management
80 Washington Street
Hartford, CT 06106
(203) 566-3522

DELAWARE

Crime in Delaware 1990: An Analysis of Uniform Crime Data

William H. Whitmore, Lyle M. Baltrusch,
and John P. O'Connell
Delaware Statistical Analysis Center

Program Objectives/Research Questions

This report presents a detailed analysis of 1990 Delaware statewide Uniform Crime Reporting (UCR) data.

Timeframe of the Study

1990

Location/Site(s) of the Study

State of Delaware

Methodology

Uniform crime data were provided by the Delaware State Police's State Bureau of Identification. Data are presented and analyzed in time-series tabular and graphic form for three major crime categories: (1) Part I crimes, covering violent crime and property crime; (2) total Part II crimes; and (3) illicit drugs. Definitions of each UCR crime are presented. Delaware crime rates are compared to regional and national crime rates. Within Delaware, crime complaint and clearance rates are shown for each jurisdiction.

Findings

The total number of crimes reported in Delaware rose from 124,994 in 1989 to 163,168 in 1990, an increase of over 30%. Violent crime in Delaware increased at an unprecedented rate from 1987 to 1990 and reached record levels in 1989 and 1990. Violent crime increased 9% from 1987 to 1988, 16% from 1988 to 1989, and 23% from 1989 to 1990. Robbery and aggravated assault led the increases in violent crime, a change from prior years in which homicide and rape led the increases. The upward trend in violent crime parallels nationwide reports of increases in violent crime. One positive note is that reported rapes were down 12% in 1990, the first decrease in a decade.

The increases in violent crime were not restricted to urban areas; rural areas of the state also experienced increased violent crime rates. The 1990 Part I violent crime rate was 6.81 per 1,000 population, and the Part I property crime rate was 48.15 per 1,000 population. Delaware's overall 1990 Part I violent and property crime rate (54.96 per 1,000 population) was greater than that of the regional rate (46.77 per 1,000 population), but less than the national rate of 58.22 per 1,000 population.

Drug offenses and arrests also increased. There was a 134% increase in the number of drug arrests involving possession, sale, and manufacture since 1987, a result attributable to a concerted law enforcement crackdown. Cocaine and crack cocaine were the drugs primarily responsible for the increase. Arrests involving cocaine accounted for over 60% of all drug arrests. Driving-under-the-influence arrests increased by almost 15% in 1990.

An important finding shows that illicit drug activity was no longer limited to urban New Castle County and the city of Wilmington. In 1990, reported illicit drug activity was just as likely to occur in Delaware's rural counties.

Despite these increases in crime, police continued to apprehend violent criminals. In 1987, 40% of violent crimes resulted in an arrest, and in 1990 this statistic had increased to 50%.

Policy Implications

Increasing pressure is placed on the Attorney General's Office, the public defender, the courts, and corrections.

Contact Person and/or Agency for Further Information

John P. O'Connell
Delaware Statistical Analysis Center
60 The Plaza
Dover, DE 19901
(302) 739-4626

Delaware Drug Success Indicators

Drug Abuse Coordinating Council

Program Objectives/Research Questions

The purpose of this report is to provide 1991 drug control success statistics using impact and process indicators from various sources.

Timeframe of the Study

1991

Location/Site(s) of the Study

State of Delaware

Methodology

Drug-related indicators from 1984 to 1991 were drawn from various state sources including the following: (1) Department of Services to Children, Youth and their Families; (2) Criminal Justice Council; (3) Department of Corrections; (4) Department of Health and Social Services; (5) Department of Public Instruction; (6) Medical Center of Delaware; (7) Department of Public Safety; and (8) Statistical Analysis Center. All data are presented as tables with detailed footnotes.

Findings

There were 27 drug-related deaths reported in Delaware in 1991, a substantially higher number than in previous years. Cocaine (18 deaths) and "other drug" substances (8 deaths) were largely responsible for this increase. Alcohol-and-drug-related deaths (one death) remained about the same as in previous years.

Drug-related traffic deaths (6 deaths) declined in 1990 compared to 1989, but the number of alcohol-related traffic deaths increased from 56 in 1989 to 65 in 1990.

The total number of drug-related emergency room incidents (estimate based on 6 months of data) increased in 1991, compared to the previous 2 years. The increase was seen for all drugs examined, which included morphine (heroin), cocaine, PCP and/or amphetamines, and marijuana.

Estimates indicated that the presence of illicit drugs was detected in 14% of 1990 and 1991 pregnancies. Self-reported use of alcohol, marijuana, cocaine, and other drugs among 11th graders decreased slightly from 1989 to 1990. In 1990, 48% of 11th graders reported

using alcohol, 13% reported using marijuana, 2% reported using cocaine, and 8% reported using other substances.

The total number of drug arrests and driving-under-the-influence (DUI) arrests in 1990 was substantially higher than in all previous years. In 1990 there were 2,652 drug arrests and 7,383 DUI arrests; most of the drug arrests involved cocaine (2,159).

Medical examiner report data showed a large increase in total illicit substances detected in 1990 compared to all previous years. Crack cocaine showed a dramatic increase (from 2,886 cases in 1989 to 11,323 cases in 1990), although "other cocaine" showed a decrease from 1989. Reports involving heroin, marijuana, LSD, and other drugs increased over 1989, while reports involving PCP and methamphetamine decreased from previous years.

The number of drug offenders admitted to the Department of Corrections increased to 1,238 in 1990, a figure higher than that in all previous years. The 1991 estimates (based on 6 months of data) indicate that 1,544 drug offenders will be admitted.

Total admissions to residential and nonresidential adult treatment programs increased from 900 in 1984 to 2,151 in 1989, but decreased slightly to 2,093 in 1990. The successful completion rate decreased slightly to 53% in 1990, compared to rates from 55% to 59% in the 4 previous years.

Limited 1990 data on total admissions to juvenile treatment programs indicated that there were 615 admissions to outpatient programs and 330 discharges. There were 60 admissions to residential programs and 53 discharges. Juvenile residential treatment programs had a 58% successful completion rate in 1990.

Policy Implications

This information is used by different anti-drug abuse committees as baseline statistics for planning purposes and is used in the Delaware Anti-Drug Abuse Strategy submitted to the Bureau of Justice Assistance.

Contact Person and/or Agency for Further Information

John P. O'Connell
Delaware Statistical Analysis Center
60 The Plaza
Dover, DE 19901
(302) 739-4626

***Delaware Sentencing Accountability Commission:
Annual Report***

***Delaware Sentencing Accountability Commission:
The First Year***

***Delaware Sentencing Accountability Commission:
The Second Year***

Delaware Criminal Justice Council

Program Objectives/Research Questions

In 1987 the Delaware Sentencing Accountability Commission (SENTAC) implemented a five-level continuum of sanctions that are designed to incapacitate the violent offender, restore the victim to preoffense status, and rehabilitate the offender. The policies serve the additional purpose of ensuring that nonviolent offenders receive the least restrictive and least costly sanctions while violent offenders are incarcerated. The five sanction levels are as follows: Level I—Unsupervised Probation, Level II—Field Supervision, Level III—Intensive Supervision, Level IV—Quasi-Incarceration, and Level V—Incarceration.

In 1990 the Delaware legislature ratified the "Truth in Sentencing" (TIS) Act, which is designed to augment the Sentencing Accountability Commission policy by increasing the certainty of punishment. The act reduces statutory maximum sentences for most crimes and restricts early release. It will result in the most serious offenders serving longer sentences and the nonviolent offenders serving shorter or nonincarcerative sentences. These reports are annual evaluations on the impact of the changes.

Timeframe of the Study

1988-91

Location/Site(s) of the Study

State of Delaware

Methodology

The reports are descriptive and designed to identify problem areas and recommend solutions; thus, problems that have been resolved do not appear in subsequent annual evaluations. Early evaluations generally examine implementation and administrative issues, clarify definitions, propose budgetary items, and make

progress reports. Later evaluations make progress reports, address needs assessments, and anticipate future issues and trends.

Findings

The earliest report, 1988, is a status report on the standards used and progress made in implementing the Sentencing Accountability Commission Master Plan. It clarifies and summarizes 10 standards that include judicial discretion, the range of alternative sanctions, risk/needs assessment, accountability for Levels III-V, sequential movement for good and bad behaviors, the length of sentences not involving total confinement, and concurrent and consecutive terms. The report also details the progress made in establishing treatment and training programs and makes 14 predominantly budgetary recommendations that are intended to augment other reports.

The second report, 1989, reviews the first full year of the SENTAC standards. The report concluded that different levels had different admittances; some programs increased, while others decreased. In most cases the variation could be explained or rectified through program improvements. Although there were transitional and procedural problems, the program appeared to be progressing smoothly overall. The report also discussed TIS legislation, included 18 budgetary recommendations, and suggested future issues.

The third report, 1990, analyzes judicial compliance, the impact on Levels I-V, sentencing trends, TIS legislation, offender rehabilitation, victim restoration, information systems, and other initiatives and activities. It reports that the judiciary continues to comply with the standards and that the supervised population continues to grow with most activity around the nonincarcerative alternatives. Recommendations include improved and expanded drug/alcohol programming, expanded rehabilitation programs, information system improvements, and a review of the victim's role in sentencing.

The latest report, 1991, found dramatic increases in the offender populations and sentence lengths. The most dramatic increases occurred at Levels I-IV, where programs are operating at capacity and all have waiting lists. Proportionately, the number of violent offenders at Level V has increased. This is consistent with the intent of the SENTAC policy; it indicates nonviolent offenders are receiving the least restrictive and least costly

sanctions while violent offenders are being incarcerated. Judges continue to comply with the sentencing standards, and TIS sentences account for approximately one-third of the offenders. Although prisons remain overcrowded, the program is considered successful.

Policy Implications

Because this sentencing structure has been in effect for several years, many of the initial administrative problems have been ameliorated; however, cases are multiplying and resources are very limited. Current policy recommendations will require more effective resource utilization to adjust to a changing environment.

More resources must be allocated to criminal justice agencies to manage the increased caseloads and workloads. These resources are critical for the increasing populations in Levels I-IV. Further resources should be allocated to increase apprehension and detection of criminal activity and to improve supervision, treatment, training, and other rehabilitative services for the offender.

Research should be conducted at Levels I-III to modify sentencing standards where appropriate and to develop a comprehensive case management system in probation and parole. This will ensure that offenders receive adequate supervision at all sanction levels.

Given the increasing limitations and demands being placed on the criminal justice system, the length of incarceration for some offenses should be adjusted downward. Policies and legislation that allow judges the flexibility to punish offenders effectively need to be adopted. Intermediate sanctions and day fines should also be implemented. Judges should be free to impose offender-specific sentences within the framework of the sentencing standards, and the Department of Corrections must be able to implement those sentences effectively.

Contact Person and/or Agency for Further Information

Thomas Quinn
Executive Director
Delaware Criminal Justice Council
Carvel State Office Building
820 North French Street, 4th Floor
Wilmington, DE 19801
(302) 577-3430

Delaware Youth Advocate Program Recidivism Follow-Up

Ingrid B. French
Delaware Criminal Justice Council

Program Objectives/Research Questions

The purpose of the Delaware Youth Advocate Program (DYAP) "is to provide humane community-based alternative programs for the care and protection of individuals who are, have been, or may be subject to compulsory care, supervision, treatment, and/or incarceration in public or private institutions." DYAP provides social and judiciary agencies with a cost-effective alternative to residential care by providing a community-based detention program. Trained staff (advocates) are assigned to provide detention services that include face-to-face supervision of the youths' activities, knowledge of the youths' whereabouts, monitoring of school or work attendance, and providing assistance and support to parents during the detention period.

Timeframe of the Study

During DYAP participation and during 6- and 12-month periods immediately following discharge from the program (specific dates covered by the followup were not identified in the report)

Location/Site(s) of the Study

State of Delaware

Methodology

Effectiveness of the Youth Advocate Program was measured by examining the recidivism rates of 39 DYAP participants during the program and during the 12 months immediately following their discharge from the program. Recidivism rates were determined by using data from arrest records contained in the Delaware Judicial Information System.

Arrest and charge records were compiled for the DYAP program participants for three timeframes: during program participation, within the first 6-month period immediately following discharge from the program, and within the 6- to 12-month period immediately following discharge from the program. Some program clients could not be studied because of a discharge date that would not allow for a full 12-month period of evaluation following discharge.

Findings

The followup found that 72% (28 out of 39) of the DYAP participants were rearrested at some point following their entry into the program. Twenty-eight percent (N = 11) of the participants were not rearrested within 12 months of discharge from the program.

Of the 28 participants who were rearrested, (1) 18% were arrested or charged continuously from their date of entry into the program through the 12 months following discharge; (2) 14% were not arrested or charged during the program, but were continuously arrested or charged after being discharged; (3) 14% were not arrested or charged during the program or within 6 months following discharge, but did return to crime thereafter; (4) 25% were arrested or charged during the program, but had no arrests or charges thereafter; (5) 18% were arrested or charged during the program and within 6 months after discharge, but not within the 6- to 12-month period thereafter; and (6) 11% showed no arrest or charge pattern. Overall, 68% of those who were rearrested were arrested or charged during program participation.

No correlation was found between the length of program participation and the rate of recidivism. The recidivism followup did not take into consideration the participants' social/economic condition, age, or other outside factors that may or may not be considered as having a causal relationship to recidivism.

Policy Implications

The followup concluded that participating delinquent youths did not respond well to the Youth Advocate Program. In fact, when recidivism is used as a measure of success, many of the programs that target adjudicated youth have not been successful in Delaware. Thus, the report concludes that more emphasis should be placed on childhood development prior to criminal involvement. Comprehensive communitywide programs implemented in high-risk neighborhoods appear to hold the most promise for long-term successful intervention.

Contact Person and/or Agency for Further Information

Ingrid B. French
Delaware Criminal Justice Council
Carvel State Office Building
820 North French Street, 4th Floor
Wilmington, DE 19801
(302) 577-3430

Eastside Substance Abuse Awareness Program Evaluation

Richard Harris and John P. O'Connell
Delaware Statistical Analysis Center

Program Objectives/Research Questions

The Eastside Substance Abuse Awareness Program is a comprehensive, community-based effort whose goal is to reduce illicit drug activity in Wilmington's Eastside neighborhood. By combining resources of criminal justice agencies, existing community service providers, the education system, churches, and businesses, the Eastside program aims to reduce drug-related activity in the neighborhood by improving the relationship between residents and police, encouraging residents to become more involved in community-based efforts at reducing drug-related activity in the area and increasing the availability of educational, social, and rehabilitative efforts. The purpose of this report is to assess the impact of an enhanced policing effort on neighborhood drug activity.

Timeframe of the Study

January 1987–December 1990

Location/Site(s) of the Study

City of Wilmington

Methodology

The outcome measures in this analysis are the number of drug-related call-ins and the number of drug-related arrests. Data were compiled directly from the records at the Wilmington Police Department and were obtained for at least 1 year prior to the program start date. The period of observation began in January 1987 and ended in December 1990, providing a pre-post analysis scenario. Moreover, changes in the Eastside neighborhood are compared to other sections of the city.

Three types of call-ins fall under the category of "drug-related": in progress/drug sales, investigate/drug law violation, and investigate/overdose. Information in the drug call-in data base include the type of call-in, the location of the call-in, and the time when the call was received by police. All of the data used in this analysis were coded by location.

Findings

A substantial increase in both the number of drug-related call-ins received from the Eastside and the number of drug-related arrests made on the Eastside occurred after community policing was implemented in 1989. Increases in the number of Eastside drug-related call-ins were substantially higher in 1989 than for any other neighborhood in Wilmington, except for the Westside area. In 1990 the number of drug-related call-ins increased slightly, while the number of arrests moderately decreased. This reduction in drug-related arrests was in part the result of the police department's decision to focus more of their efforts on community involvement rather than on arrests.

Policy Implications

The fact that more call-ins were made to the police during the first year of the enhanced policing effort indicates that Eastside residents became more willing to report drug-related activity. It is likely that increased responsiveness by police and the resulting increases in drug-related arrests during the initial phase of the program were major factors in the increased willingness of area residents to report drug activity. Data indicated that the policing effort had been successful in reducing call-ins and arrests in the Eastside neighborhood of Wilmington, yet drug activity continued to increase in other parts of the city. There is some evidence, however, suggesting that a portion of the Eastside drug activity was just displaced to a few blocks away.

Contact Person and/or Agency for Further Information

John P. O'Connell
Delaware Statistical Analysis Center
60 The Plaza
Dover, DE 19901
(302) 739-4626

Evaluation of Computer Assisted Tutorials Funded by the Criminal Justice Council in the State of Delaware

Ingrid B. French
Delaware Criminal Justice Council

Program Objectives/Research Questions

This report describes the intervention strategy of four computer-assisted tutorials funded by the Criminal Justice Council (CJC) of Delaware during fiscal year 1989-90. The model used for this evaluation was developed in 1977 at the University of Southern California and used by the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, in planning its Special Emphasis discretionary programs.

Each tutorial location was linked into the Department of Public Instruction's (DPI's) educational computing program during the 1989-90 school year. The Department of Public Instruction in the State of Delaware maintains a statewide telecommunications network offering quality computer services to the public school districts. One of these services provided by DPI is Computer Assisted Instruction.

DPI utilizes Computer Curriculum Corporation (CCC) software that covers all academic areas in grades K-12. CCC's Computer Assisted Instruction gives students drill and practice at a self-paced, individual rate. The program allows the students to dial into the system with a code, keeps accurate information on reading and test grade levels, and reports gains based on grade and month. The DPI educational computing program is compatible with either Apple or IBM computers.

The primary purpose of this evaluation is to determine the effectiveness of four computer-supported tutorials funded by CJC as part of a comprehensive community-based prevention programming strategy for identified high-risk youth. The report also develops recommendations to improve the services provided by this intervention strategy.

Timeframe of the Study

1990

Location/Site(s) of the Study

Wilmington, Delaware

Methodology

The evaluation model is a fusion of research, evaluation, and action programming. The following five components were used in evaluating each program: (1) agreement on project goals, (2) definition of the target population, (3) a theoretical statement of the problem, (4) intervention strategy, and (5) research strategy.

Findings

The findings of this report are specific to each of the four programs that were implemented by four different organizations. These organizations include the Walnut Street YMCA, the People's Settlement Association, the Career Exploration Program, and the Fraims Boys/Girls Club of Delaware. The first three of these organizations serve predominantly African-American youth.

The Walnut Street YMCA's Computer Assisted Tutorial program has the capacity to serve between 100 and 125 youths in grades K-12. Although tutoring is offered for grades K-12, 62% of full-term participants were in grades K-3, and 34% were in grades 4-6. Out of the 59 full-term participants, 43% diligently brought in their report cards for review. Academic improvement is measured either by report card grades or improved performance on a computerized diagnostic skills test. All full-term participants showed varying degrees of academic improvement.

The People's Settlement Association has the capacity to serve 45 students from grades 4-6. Fifty-one of the students increased their academic performance by at least one grade level in at least one subject. Seventy-seven percent of the students at least maintained their grade levels in all three subjects. Of the 23% that went down at least one grade level in at least one subject, 80% went down in only one subject while maintaining or improving academic performance in the other two subject areas.

The Career Exploration Program provided remedial/GED preparation to teen mothers between the ages of 16 and 18. During the year evaluated, 37 young parents took advantage of the tutorial. Three participants returned to full-time school, four participants received high school diplomas, and three participants advanced to the next grade.

The computer tutorial at the Fraims Boys/Girls Club has the capacity to serve 61 at-risk youth in grades K-12. All of the full-term participants were failing at least one subject, and 66% of them were failing at least two subjects. Sixty-three percent of the students improved their academic skills. Twenty report cards were collected, and of those 20, 85% showed grade improvement in at least one subject area. The program also focused on building self-esteem. The Piers-Harris Self-Concept Test is administered every 20 hours of tutorial instruction. Thirty-one percent of the full-term participants raised their self-esteem.

Policy Implications

This evaluation provides several recommendations for improving the implementation of computer-assisted tutorials. First, culturally relevant services that illustrate the relationship between culture and positive productive behavior should be provided by the facilities that serve predominantly African-American youth. Second, the primary function of a curriculum for teen parents should be to foster critical analysis of their values and beliefs and to stimulate them to look more closely at their relationship with their children. Third, the retention rate should be improved by referring the names of students who drop out to family service specialists for an assessment of other family needs. The youth must also have access to effective counseling to address their individualized needs, such as role models, mentors, and social workers. Finally, an assessment of where "teens" are needs to be completed, and if they are not in positive programs, more should be done to lure them off the streets.

By simply evaluating "academics," it is clear that when at-risk youth complete these programs, they are improving their grade levels. But, in the author's opinion, academic achievement alone may not be sufficient to prevent delinquency, substance abuse, and dependence on public assistance. Experience tells us that holistic programming that addresses all of the needs of these youth has the best chance of improving the quality of life for them.

Contact Person and/or Agency for Further Information

Ingrid B. French
Delaware Criminal Justice Council
Carvel State Office Building
820 North French Street, 4th Floor
Wilmington, DE 19801
(302) 577-3430

Impact of the Drug Trafficking Law on the Delaware Criminal Justice System

John P. O'Connell and Jorge Rodríguez
Delaware Statistical Analysis Center

Program Objectives/Research Questions

In July 1989, Senate Bill (SB) 142 became law, changing Title Section 4753A of the Delaware Code. With this change, the threshold for drug possession that is defined as drug trafficking was reduced from 15 grams to 5 grams. The possession of this amount of illicit drugs is "per se" evidence. A conviction for this offense results in at least a 3-year minimum mandatory/no good time sentence.

In addition, the threshold weight for possession for the 5-year minimum mandatory sentence was reduced from 50 grams to 15 grams and for the 15-year minimum mandatory sentence was reduced from 250 grams to 100 grams.

Two reports that have been published on Senate Bill 142 evaluate the impact of the new drug trafficking law on the criminal justice system by answering questions such as the following: What impact has the law had in deterring drug use and sales in Delaware? What impact has it had on workloads and the criminal justice capacity? What future impact might the law have on the criminal justice system?

Timeframe of the Study

1987-91

Location/Site(s) of the Study

State of Delaware

Methodology

The drug trafficking law applies to the possession of cocaine, amphetamines, methamphetamine, and PCP. The chief medical examiner is responsible for determining the type and weight of all drugs seized by Delaware law enforcement agencies. The medical examiner's information is used in this study to compare the two quarters preceding and the nine quarters following the implementation of SB 142. Forecasting and estimation techniques are used to determine the impact of the law on various components of the Delaware criminal justice system.

Findings

Overall, the number of potential illicit drug charges identified by the medical examiner's office remained relatively constant for the first 6 quarters following the implementation of SB 142, only increasing slightly from an average of 493 potential charges per quarter to an average of 512 per quarter. In 1991, however, the total number of potential illicit drug charges increased significantly (an average of 691 per quarter).

An increase in drug-trafficking cases after the initiation of SB 142 is caused by the redistribution of cases into the drug-trafficking category from the low-range category created by the reduced drug-weight threshold introduced by SB 142. Specifically, the lowest drug-trafficking threshold was reduced from 15 grams to 5 grams for presumptive drug trafficking, resulting in, on average, 44 cases per quarter being transferred from the low range to trafficking for illicit drugs.

One of the envisioned outcomes of the harsher drug trafficking law was that it would cause a bulge of activity just below the 5-gram illicit drug threshold. Findings indicate that a sharp increase below the 5-gram threshold did not occur.

The pre-post SB 142 comparison in this study suggests a significant workload change for processing drug-trafficking cases. In a 3-year period, the amount of work for the courts, prosecution, and defense has increased by 150% or more.

Under SB 142, there were 623 drug offenders incarcerated in 1991. Compared to the 1985 Department of Corrections (DOC) incarcerated drug population, a 398% increase has been realized. In 1991, enhanced SB 142 sentences accounted for 26% of the DOC sentenced drug beds.

Policy Implications

In calculating the impact of SB 142 on DOC beds, it is assumed that new drug-trafficking offenders sentenced under SB 142 would still have been convicted and that most would have been incarcerated for another drug crime without SB 142. Using these assumptions coupled with actual changes in admissions and time served, it is estimated that by 1995, 269 additional DOC beds will be needed. By 2004, when the full impact of the additional 15-year sentences is realized, 316 additional DOC sentenced beds will be needed.

**Contact Person and/or Agency
for Further Information**

John P. O'Connell
Delaware Statistical Analysis Center
60 The Plaza
Dover, DE 19901
(302) 739-4626

Level IV Sentencing Options—

**Part I: Process Evaluations and Judicial Survey;
Part II: Statistical Evaluation**

Frank Carver, Linda Partie, Beth Peyton, Andrew Pizor,
and Emily A. Reed, Ph.D.
Delaware Criminal Justice Council

Program Objectives/Research Questions

Level IV sentencing includes halfway houses, home confinement, and residential drug treatment programs. This report is designed to assess the effectiveness of Level IV as a sentencing option by determining the extent to which Level IV sanctions divert and rehabilitate prison-bound offenders and the extent to which the programs are cost effective. It also clarifies and identifies characteristic profiles and operational definitions.

Timeframe of the Study

January 1–December 31, 1988

Location/Site(s) of the Study

State of Delaware

Methodology

Part I is a largely descriptive study of the background, program, process, and cost-benefit of Level IV sentencing and includes a survey of judicial impressions about Level IV sanctions. Part II contains statistical research on the characteristic profiles of successful Level IV offenders and a discussion of recidivism as a measure of program success. The 1988 Level IV sample of offenders was compared with a sample of similar offenders from 1986.

Findings

Offenders in the home confinement program are monitored both electronically and by probation staff. The average sentence is approximately 6 months; participation is voluntary; and offenders must have electricity, a telephone, and employment. Admittance into the program takes about 10 days, and the offender may be discharged for either completing the order or violating conditions.

The three current issues in home confinement identified by this study are as follows: (1) During the first 2 years of operation, the home confinement program was underutilized; however, the confusion surrounding this program has been resolved; (2) sentences to the home confinement program have occasionally exceeded 1 year, and this results in a higher failure rate, as 3–6 months is generally considered ideal; and (3) current capacity is 100 units, but only 90–95 are actually available.

There are currently two halfway houses that accept offenders directly from the courts, the parole board, and work release. All offenders are required to participate in various programs and to pay room and board. Violations include failure to follow regulations and commission of new crimes.

The five current issues in halfway houses identified by this study are as follows: (1) Procedures for the consistent handling of violations are currently being reviewed; (2) concern has been expressed over the lengthy orientation that could jeopardize employment; (3) a recent policy allows offenders to be administratively transferred between halfway houses and home confinement, and this policy should be monitored; (4) there is one county with no halfway houses; and (5) facilities lack sufficient bedspace, and this creates a backlog, undue competition, and scheduling and admissions challenges.

The residential drug treatment program is held at the Recovery Center and is based on the 12-step recovery model. The average stay ranges from 90 days to 180 days, and residents live in the facility. Offenders are referred by the criminal justice system and terminated from the program for successful completion, aftercare, medical reasons, noncompliance, or failure to progress.

The two current issues in residential drug treatment programs identified by this study are as follows: (1) Available services are still inadequate to meet the demands of the criminal justice system, and (2) because both men and women are admitted, many people are being discharged for having sexual contact.

The results of the judicial survey indicate that the Level IV program has been successful in diverting prison-bound offenders and enhancing insufficient sanctions. The primary reasons for not sentencing offenders to Level IV programs include inappropriate criminal histories, aggravating circumstances, or insufficient information at sentencing. A substantial number of judges indicate they need more information, including availability and compliance/success rates. The judges also rated the three programs individually. The cost-benefit analysis indicates Level IV sentencing is less expensive than imprisonment and results in no reduction in public safety.

Part II, the statistical evaluation, reports that the typical Level IV offender was a white male, age 28, and a repeat offender. After completing the program, a majority were not rearrested. Characteristics linked to recidivism include the number of prior violent and nonviolent convictions, current lead charge, and age. Overall, Level IV sentencing is judged to be highly effective. The majority of the sample cases were not rearrested in the year following program completion. When they were arrested, their charges were mostly minor.

Policy Implications

This report recommends the following refinements to the Level IV program:

- Home confinement program staff should develop a mechanism for communicating regularly with courts on program availability. Presentence staff and defense counsel should take a more active stance in referring eligible offenders to the programs.
- Stated capacity of the home confinement program should reflect practical capacity so that utilization can be more accurately depicted.
- Conflicting legislation should be repealed or amended for consistency.
- Adjustments to the halfway house orientation should be made to facilitate offender employment.

- The procedure for administrative lateral transfers should be monitored for efficiency and effectiveness.
- Level IV sanctions should continue to be used as a condition of bail reduction for appropriate pretrial clients.
- Regular correspondence should occur between program staff and the judiciary.
- Processing should be centralized to reduce duplication.
- There should be a separate drug treatment facility for women.
- A policy and procedure manual for placement of offenders in programs should be developed for distribution.
- Information on each offender admitted to the treatment program should be provided to the probation office by the courts.
- The presumptive sentence for certain charges should exclude Level IV.
- All first offenders should be given consideration for Level IV sentences unless precluded by statute.
- No changes should be made in the current practice of sentencing lead-charge violent persons to Level IV.
- An assessment should be done on the "Truth in Sentencing" statute to check for compliance.
- The five characteristics associated with successful and suitable Level IV offenders should be used to make more informed Level IV sentencing decisions.

Contact Person and/or Agency for Further Information

Thomas Quinn
Executive Director
Delaware Criminal Justice Council
Carvel State Office Building
820 North French Street, 4th Floor
Wilmington, DE 19801
(302) 577-3430

A Review of Delaware's Criminal Justice Response to Illegal Drug Use

Drug Laws Review Sub-Committee
Drug Abuse Coordinating Council

Program Objectives/Research Questions

Illegal drug use is an obvious and serious problem in Delaware, and legislative and law enforcement activities have been directed toward reducing drug use. This report provides a review of Delaware's current laws pertaining to illegal drug use and attempts to put these laws into a broader drug-use-reduction perspective.

Timeframe of the Study

1984-91

Location/Site(s) of the Study

Various Delaware jurisdictions

Methodology

Data supporting the seriousness of the illegal drug problem in Delaware were drawn from a variety of sources including the following: (1) "use trend" measures (arrests and self-report drug-use surveys); (2) assets seized (vehicles, property, weapons, and currency); (3) increased drug-related caseloads (as reported by the Public Defender's Office, the Attorney General's Office, and the Superior Court); and (4) health indicators (drug-related deaths and number of drug-positive births).

Drug-related impacts on the criminal justice system are reviewed using data on court filings, medical examiner drug cases, and admissions to the Department of Corrections. Impacts on treatment programs are reviewed using data on the number of admissions to various programs. A review of criminal justice sanctions and treatment programs that appear to work is presented.

Findings

In response to increased illicit drug use and its resulting problems, anti-drug law enforcement activities have also increased. Drug arrests increased from 1,400 in 1984 to 2,230 in 1989, an increase of 59%. Penalties for serious drug offenses have increased substantially, and larger numbers of drug dealers are being incarcerated.

A possible negative aspect of removing local drug dealers through incarceration is that they are being replaced by more violent out-of-state dealers.

The drug treatment delivery system is overburdened. Admissions to residential and nonresidential treatment programs have more than doubled from 900 in 1984 to 2,151 in 1989. Oversubscribed treatment programs are causing some offenders who were ordered into residential treatment to spend their sentences in prison instead, without ever receiving treatment. Delaware and national measures indicate that over 50% of the offender population is drug involved and in need of treatment.

The criminal justice system plays a major role in identifying and referring drug- and alcohol-abusing clients to drug treatment programs. The threat of sanctions encourages some to remain in treatment longer, which increases the probability that the treatment will be effective.

Studies in Delaware and other states show that intermediate sanctions such as halfway houses, electronic home confinement, and intensive probation are effective in controlling offender behavior in the community. Delaware has adopted the use of midlevel sanctions for appropriate offenders.

Incarceration is necessary for some offenders to punish them and remove them from the community. However, incarceration should be combined with treatment, ongoing community supervision, and relapse prevention efforts to reduce the chances of a return to criminal activities.

Increased law enforcement activity and current legislative policy have increased the number of people who come into contact with the criminal justice system because of drugs. However, only a minority of the guilty come to the attention of the criminal justice system. Frustration with this fact has led to an increase in enforcement efforts and more severe penalties for those who are caught. A continuing problem is that no appropriate way to determine the effect of these efforts on illegal drug use has been identified.

Most of Delaware's drug laws and policies are harsh compared to those of other states in the region. Delaware has more mandatory sentences than any other state in the nation.

Delaware has demonstrated an effective use of limited resources by increasing the prison sentences for violent offenders while punishing nonviolent offenders in

alternate ways. Despite the increases in drug offenders, the state has been able to maintain a relatively stable sentenced prison population.

This flood of cases is, however, beginning to affect Delaware's operational agencies and delay justice. Alternatives to incarceration must be implemented to ensure that people requiring treatment or supervision receive it as soon as possible. This must be done without the expenditure of additional resources while at the same time maintaining safety in the community.

Policy Implications

Sentencing statutes and standards should be revised to provide for a system that results in greater certainty of punishment along a graduated continuum that provides an appropriate, proportionate sanction commensurate with the severity of the offense. For offenders involved in the drug trade, increased certainty of asset seizure should occur. Also, all drug-involved offenders should be exposed to the treatment system.

Contact Person and/or Agency for Further Information

Thomas Quinn
Executive Director
Delaware Criminal Justice Council
Carvel State Office Building
820 North French Street, 4th Floor
Wilmington, DE 19801
(302) 577-3430

Short Term Impact Assessment of the SENTAC Substance Abuse Outpatient Treatment Programs

Emily A. Reed, Ph.D., and Richard J. Harris
Delaware Criminal Justice Council

Program Objectives/Research Questions

Sentencing Accountability Commission (SENTAC) programs were developed to provide intensive outpatient and residential treatment for serious, nonviolent offenders who would be incarcerated without the treatment option. The SENTAC program involves 7.5 hours of treatment per week for 16 weeks. This report compares the outcomes of clients in the SENTAC treatment program to the outcomes of clients in non-SENTAC treatment programs.

Timeframe of the Study

July 1, 1986-March 31, 1987

Location/Site(s) of the Study

Four Delaware drug and alcohol outpatient treatment centers

Methodology

Treatment outcomes and rearrest rates were compared for substance-abusing criminal justice clients in a SENTAC group and in a non-SENTAC comparison group. SENTAC clients were examined 3 and 6 months after discharge from treatment. SENTAC and non-SENTAC groups were similar in basic characteristics. Data analysis were performed using both descriptive statistics and statistical tests for significant differences between SENTAC and non-SENTAC clients in terms of demographic characteristics, treatment characteristics, and outcome measures including rearrest rates. Differences in the criminal histories of clients in the two groups were controlled for statistically to ensure that differences in outcomes were not due to differences in prior criminal histories.

Findings

No major demographic differences were found between the SENTAC and non-SENTAC client groups. The typical client in both groups was a white, single, 28-year-old employed male with an 11th grade education. There were no major differences between the groups in terms of previous drug treatment experience, self-reported severity of drug use, or the number and types of drugs used. Non-SENTAC clients had, on average, fewer and less serious criminal charges (as the basis of their referral) than SENTAC clients. Non-SENTAC clients also had less severe prior criminal histories than SENTAC clients. There was no significant difference between the two groups in the number of persons with violent charges.

There were no significant differences between SENTAC and comparison clients in the number of days spent in treatment nor in the rates of successful or unsuccessful completion of treatment. For SENTAC clients, referral source, marital status, and employment status had a significant effect on length of stay and completion of treatment. There were no similar findings for the comparison group clients.

There was no significant difference in the rearrest rates for SENTAC and non-SENTAC clients when examined 3 months after release from treatment. However, SENTAC clients had a markedly lower rearrest rate than the non-SENTAC clients during the 6-month period following the end of their treatment. While about one-fourth of the SENTAC clients had been rearrested within 6 months, more than half of the comparison clients had been rearrested. Among SENTAC clients who were rearrested, rearrest frequently occurred soon after discharge. The longer a client stayed in SENTAC, the less likely the chances of rearrest.

Policy Implications

The effects of SENTAC-type intensive treatment and supervision of substance abusers are much stronger than those of regular outpatient treatment programs in terms of reducing further criminal activity. A concentrated aftercare support system for outpatient clients in SENTAC and similar programs should also be emphasized.

Contact Person and/or Agency for Further Information

Thomas Quinn
Executive Director
Delaware Criminal Justice Council
Carvel State Office Building
820 North French Street, 4th Floor
Wilmington, DE 19801
(302) 577-3430

Videophone Evaluation II: Cost-Benefit Analysis of Prospective Uses of Video Equipment by the Courts & Corrections

Emily A. Reed, Ph.D.
Delaware Criminal Justice Council
Videophone Committee

Program Objectives/Research Questions

Since 1988, a video conferencing system for conducting arraignments and bail hearings has operated between the New Castle County Superior Court and Gander Hill Prison, a multipurpose criminal justice facility. After

weighing the costs and benefits of the video link, the Department of Corrections and the Superior Court would like to expand the existing system to include three other facilities: Women's Correctional Institution, Delaware Correctional Center, and Kent County Superior Court. This report evaluates the expansion proposal.

Timeframe of the Study

1991

Location/Site(s) of the Study

State of Delaware

Methodology

The evaluation considers the cost-benefit of the proposed expansion.

Findings

Transporting inmates between facilities is becoming costly as the sheer number of detentioners, the number of detentioners requiring medical attention, and the inflation rate keep increasing. The video conferencing expansion is an attempt to restrict variable costs.

The cost of upgrading the system includes equipment, installation, and yearly leasing fees. Benefits of upgrading the system are primarily derived from transportation savings. These savings include reducing the cost of transporting prisoners and avoiding the cost of hiring new correctional officers and purchasing transportation vehicles.

After a little more than 2 years and 5 months of operation, the savings to be derived from 1 year of arraignments and bail reviews will equal the cost of the expansion; thus, the proposed system will break even and pay for itself in less than 2½ years.

An earlier proposal (1989) for expanded use of the system is still recommended, including (1) processing capias returns held at all correctional institutions on the network, (2) conducting case reviews over the system, and (3) enabling the Court of Common Pleas to use the existing system or link its own facilities to the existing system.

Policy Implications

If implemented, the video conferencing expansion should alleviate many transportation expenses by reducing officer overtime while avoiding the cost of new correctional officer positions and vehicles needed to transport inmates.

**Contact Person and/or Agency
for Further Information**

Thomas Quinn
Executive Director
Delaware Criminal Justice Council
Carvel State Office Building
820 North French Street, 4th Floor
Wilmington, DE 19801
(302) 577-3430

FLORIDA

Florida Drug Offender Profile: Analysis of All Offenders Having at Least One Misdemeanor and/or Felony Drug Arrest in Calendar Year 1987

Kenneth Trager, Ph.D., and Michael Clark
Florida Statistical Analysis Center

Program Objectives/Research Questions

The Florida Statistical Analysis Center conducted the analysis contained in this report as a followup to an earlier felony drug arrest profile. At the request of the Florida Department of Law Enforcement (FDLE) Commissioner's Office, data from the department's Computerized Criminal History files for all drug offenders (both misdemeanor and/or felony) who were arrested during calendar year 1987 were analyzed.

Timeframe of the Study

All data and analyses contained in this report refer to the criminal histories of drug offenders in calendar year 1987, from the offenders' first contact with Florida's criminal justice system to their last (through December 1988).

Location/Site(s) of the Study

State of Florida

Methodology

Data for this report were analyzed from the FDLE Computerized Criminal History files. There were 55,906 drug offenders in Florida having at least 1 misdemeanor and/or felony drug arrest in the state for calendar year 1987. The report breaks down the drug offender population by age, county, number of arrests, and type of arrest. The report also analyzes the amount of violent felony criminal activity attributable to the habitual drug offender.

Findings

The offenders were overwhelmingly male (84.9%). Of all the drug categories, drug smuggling had the highest percent of female offenders (21.6%). A high percentage of the Florida drug offenders have violent criminal histories. Over 34% of the drug sale offenders have at least one violent felony arrest. Comparable percents for drug smuggling and drug distribution are 30.5% and

30.6%, respectively. Substantial percentages of specific drug offender populations have also committed property crimes. Nearly 40% of the drug-smuggling offenders have been arrested at least once for property crimes.

Policy Implications

Florida's drug offender population burdens all aspects of the state's criminal justice system. The 1987 drug possession population totaled over 104,000 felony arrests over their criminal histories, including nearly 20,000 violent felony arrests.

While many of Florida's drug offenders have extensive criminal histories, a small percentage of habitual drug offenders (having five or more arrests for a particular drug category) have a disproportionate impact on the state's criminal justice system. For example, 1% of the habitual drug-trafficking population accounts for 23% of the violent felony arrests of the entire drug-trafficking cohort.

Contact Person and/or Agency for Further Information

Florida Statistical Analysis Center
Post Office Box 1489
Tallahassee, FL 32302
(904) 487-4808

Florida's Population Influx: A Methodology To Capture Tourism Monthly for Each of Florida's 67 Counties With Applications for the Law Enforcement Community

Kenneth Trager, Ph.D., William Bales,
and Michael Clark
Florida Statistical Analysis Center

Program Objectives/Research Questions

Tourism estimates are needed by Florida's law enforcement agencies to aid in budgetary matters and personnel decision making and to provide an unbiased mechanism for the comparisons of crime rates across geographic boundaries. The major barrier facing all researchers attempting to estimate tourism is the lack of a unified data base because tourism is not reported in the National Income and Product Accounts (GNP

Accounts). The lack of a universally acceptable definition of tourism further complicates most research efforts. This research was initiated to identify a tourism methodology that is applicable to the specific needs of the law enforcement community in Florida.

Timeframe of the Study

1986

Location/Site(s) of the Study

State of Florida, focusing on the state's 67 counties

Methodology

Tourism methodologies, as they currently exist, do not meet the needs of Florida's law enforcement community. The study found that a methodology that builds upon currently utilized tourism tax base information may be appropriate. Utilizing tax base data for tourism estimates has a distinct advantage over existing tourism estimate methodologies because a tourist data base does not have to be developed from scratch. Tax data are objective, audited, and available on a timely basis. The focal point of this study's tourism methodology is the taxable sales tax data collected and reported by Florida's Department of Revenue. Tourism estimates require that all fluctuations in the taxable sales data base due to any measurable influence other than tourist activity must be isolated and normalized. The resultant, adjustable taxable sales data base will then be due solely to tourism.

Findings

The findings of this study include peak-season estimates for each of Florida's 67 counties and the state for the period 1980-85. Findings suggest that tourism significantly impacts the State of Florida, although the peak tourist season differs throughout the state.

Policy Implications

The tourism methodology used in this study reveals a need to develop modified crime rates for the state. Such a strategy for capturing the entire population base of residents and tourists is discussed.

Contact Person and/or Agency for Further Information

Florida Statistical Analysis Center
Post Office Box 1489
Tallahassee, FL 32302
(904) 487-4808

The Impact of Career Criminals on Florida's Criminal Justice System

Kenneth Trager, Ph.D., Michael Clark,
and Jeffrey Mangelsdorf
Florida Statistical Analysis Center

Program Objectives/Research Questions

The Florida Career Criminal Project was initiated by the Florida Department of Law Enforcement (FDLE), Division of Local Law Enforcement Assistance (LLEA). Research indicates that a disproportionate amount of serious crime is committed by a relatively small number of repeat felony offenders. The Florida Statistical Analysis Center's (SAC's) role in the Career Criminal Project was to develop a computer methodology to identify and profile active recidivists in the State of Florida.

Timeframe of the Study

Computerized Criminal History (CCH) data from calendar years 1985 and 1986 were used. The data for this report were generated in January 1988.

Location/Site(s) of the Study

State of Florida

Methodology

The Florida SAC screened, reformatted, and merged three data bases for the career criminal project: the CCH file, the Wanted Persons file, and a file obtained through the Florida Department of Corrections. This report stands apart from other career criminal studies because the data base was derived from all criminal history files in the State of Florida and not obtained from a sample.

The study's literature search reveals that there is no singular definition of a career criminal that is embraced by the entire criminal justice community. By incorporating commonalities present in the literature,

this study defines a career criminal as an active recidivist who satisfies all of the following screening criteria: has five or more felony arrest events, one or more of which must have been a Part I Index Crime arrest; one or more of the arrest events must have occurred since January 1985; has a minimum of two state prison terms; and is 40 years of age or younger.

Findings

The study details 3 sets of descriptive statistics: the state totals, data for each of Florida's 20 judicial circuits, and detail of the 2 counties that are included in a proposed career criminal pilot project. In addition, career criminal data for each of Florida's 67 counties are included.

Several important findings emerge from this study. One of the more striking features of the career criminal population is that 67.9% of the offenders had two or more burglary counts. The older career criminal population (30-40 years of age) was more prone to violence than the younger career criminal population (19-29 years of age). The average number of yearly arrest events for all ages was 2.1, with little variability between age groups.

Analysis of the data for the two counties (Duval and Pinellas) that are included in the proposed pilot career criminal legislation provides more detailed information on the career criminal population. The career criminal population of Duval County accounted for 308 homicide charges, 312 rape charges, and over 1,600 robbery charges. The average number of charges for this population were .25 homicides, .25 rapes, 1.3 robberies, .71 aggravated assaults, 3.24 burglaries, .63 auto thefts, and .25 for the sale of drugs.

The career criminal population of Pinellas County was responsible for 113 homicide charges, 190 rape charges, and nearly 850 robbery charges. The average number of charges for this population were .12 homicides, .20 rapes, .87 robberies, .84 aggravated assaults, 3.01 burglaries, .55 auto thefts, and .65 for the sale of drugs.

Policy Implications

The career criminal study is descriptive in nature, with the intention of giving policy makers the necessary data for informed decision making. The "typical" career criminal is profiled, and the impact of the career criminal on Florida's criminal justice system is assessed. Because the project is expected to be ongoing, effort was made to highlight possible ways to improve data

base techniques to enable researchers to benefit from the Florida SAC's career criminal research.

Contact Person and/or Agency for Further Information

Florida Statistical Analysis Center
Post Office Box 1489
Tallahassee, FL 32302
(904) 487-4808

Substance Abuse Treatment Program Evaluation Project: Overview of the Evaluation Findings

Florida State University
Institute for Health and Human Services Research

*Prepared for the Florida Department of Community
Affairs, Division of Emergency Management,
Bureau of Public Safety Management*

Program Objectives/Research Questions

Many Florida communities recognize the importance of including substance abuse treatment programs for offenders as part of their overall strategy to reduce drug-related crime. This report evaluates eight such programs for offenders in Florida, which were the first substance abuse treatment initiatives funded in Florida using Federal anti-drug abuse grants.

Timeframe of the Study

February-December 1991

Location/Site(s) of the Study

Eight substance abuse treatment projects funded through the Department of Community Affairs by Federal Anti-Drug Abuse Act funds

Methodology

A detailed and descriptive methodology was prepared for each of the eight projects. New and existing data were collected and analyzed, and project staff and community stakeholders were interviewed to assess their perceptions of program strengths and weaknesses. The five aspects of evaluated project performance include program design, program management, service area coverage accountability, service delivery accountability, and program outputs.

Findings

The most significant problems regarding program design are classified as system issues. Each of the juvenile offender programs encountered difficulties obtaining a steady flow of appropriate referrals and then keeping the juveniles in treatment once they were referred. Some of the adult offender treatment programs were found to have the opposite problem; these programs were overwhelmed with a continuous flow of new cases.

Review of organizational structure and general management practices revealed few problems. In assessing the extent to which each treatment program was reaching the planned target population, evaluations found that the projects closely adhered to priority target groups.

Service delivery accountability issues were found to differ greatly between the juvenile and adult treatment programs. Juvenile treatment programs fell short of their service potential because of the low rates of referral and client retention. The adult programs served a high volume of offenders on an outpatient basis.

Project staff and key community informants were consistent in their views of "acceptable" client outcomes. Overall, these respondents estimated that approximately half of the clients served benefited significantly from treatment. Objective measures of a successful program included completion rates and posttreatment arrest histories.

Completion rates ranged from 20% to 50%. Making comparisons between programs was difficult because each project varied in size, geographic locality, treatment methods, specific target populations, and intake criteria. Posttreatment arrest data, while not conclusive, were somewhat discouraging. Only two of the programs experienced rearrest rates lower than 50%, with one program as high as 89%.

Policy Implications

This evaluation underscores the need for carefully controlled, long-range evaluation methodologies. Post hoc descriptive evaluations provide only a limited, cross-sectional glance at drug offender treatment.

Contact Person and/or Agency for Further Information

Roy Dennis Pritchett
Department of Community Affairs
Division of Emergency Management
Bureau of Public Safety Management
2740 Centerview Drive, Suite 307
Tallahassee, FL 32399-2100
(904) 488-0090

Summary 1991 Florida Drug Law Enforcement Survey

Florida Department of Community Affairs
Division of Emergency Management
Bureau of Public Safety Management

Program Objectives/Research Questions

This report summarizes the results of the second annual survey of Florida's 388 local law enforcement units conducted by the Florida Department of Community Affairs. Comparisons were made with the results of the first survey, which was completed in 1990. The surveys were designed to capture information on drug use from a law enforcement perspective.

Timeframe of the Study

The survey was conducted during June 1991.

Location/Site(s) of the Study

Florida

Methodology

The survey was distributed to all 388 local law enforcement agencies. Responses were received from 270, approximately 70%, of these agencies.

Findings

The rank order of needs was the same for both the 1990 and 1991 surveys. In order of importance, the needs were personnel, equipment, training, and money for drug buys. For both years the solutions to the drug war with the greatest potential were (1) drug education, (2) law enforcement, and (3) drug treatment.

Agencies that had a unit dedicated to drug enforcement increased in 1991 from 51% to 55%. In addition, there was an increase in membership in drug enforcement task forces from 49% to 55%.

In terms of drug-related violence, the jurisdictions reporting drive-by shootings increased from 38% in 1990 to 43% in 1991. The number of jurisdictions with populations between 10,000 and 25,000 increased the most in reporting this type of crime, while the number of the most populous jurisdictions reporting this type of crime decreased from 89% to 81%. Jurisdictions reporting gang involvement in the distribution of drugs (in particular, the Los Angeles Bloods and Crips and the Jamaica Posse) were most likely to report such violence. The areas with more traditional organized crime were least likely to report this type of shooting.

According to the law enforcement agencies surveyed, the availability of drugs has increased in Florida from 1990 to 1991. The greatest reported increases were for LSD (12%), PCP (9%), and heroin (8%). Drugs were reported to be more available in areas with motorcycle gang activity and in counties with higher populations. Motorcycle gangs were especially associated with the availability of amphetamines, barbiturates, crystal methamphetamine, LSD, and PCP. Crack cocaine was most available in jurisdictions where the "Miami Boys" were reported to be involved in drug distribution.

Sixty-three percent of the agencies reporting motorcycle gangs involved in drug distribution also reported indications of clandestine labs operating within their jurisdictions, compared to only 33% statewide. Laboratories were most closely associated with the availability of crystal methamphetamine, smokable heroin, PCP, and morphine. In addition, the respondents reported a link between crack cocaine and violence, a continuing problem with organized crime, and the need for more drug education.

Sixty-four of the sixty-seven counties (93%) reported an effort to seize the property of convicted drug offenders.

Law enforcement budget estimates for 1990 and 1991 were approximately \$2,142,000,000 and \$2,425,000,000, respectively, which represents an increase of 8.8%. Funds dedicated to drug enforcement went from \$100,246,000 in state fiscal year 1989 to \$129,602,000 in state fiscal year 1990, an increase of 4.7%. In 1991, 9.3% of the reporting agencies spent more than 10% of their budgets on drug enforcement, compared to 7% of the agencies in 1990. The law enforcement formula grants, in combination with the matching funds, represented 3.4% of the drug enforcement budgets statewide in state fiscal year 1989 and only 2.6% in state fiscal year 1990. This decrease reflects an increase in local allocation of funds to drug enforcement as well as a decrease in the availability of grant funds. Almost half of the agencies reported receiving less money from county or municipal governments than they had requested.

**Contact Person and/or Agency
for Further Information**

Roy Dennis Pritchett
Department of Community Affairs
Division of Emergency Management
Bureau of Public Safety Management
2740 Centerview Drive, Suite 307
Tallahassee, FL 32399-2100
(904) 488-0090

GEORGIA

Special Alternative Incarceration Evaluation

Gerald T. Flowers and Timothy S. Carr, Ph.D.
Evaluation and Statistics Section
Georgia Department of Corrections

R. Barry Ruback, Ph.D., J.D.
Georgia Statistical Analysis Bureau
Georgia State University

Program Objectives/Research Questions

The Georgia Special Alternative Incarceration (SAI) program was a two-phase program that served as a statewide alternative to prison for eligible offenders. SAI had two operational purposes: to provide an alternative to long-term incarceration and to serve as a rehabilitative mechanism by combining a brief prison experience with subsequent probation supervision.

The first phase of SAI was a 90-day confinement in prison during which participants were isolated from the general inmate population. The prison phase consisted of an intense, rigorously structured program of hard manual labor and strenuous physical conditioning exercises similar to recruit training in a military boot camp.

The second phase of SAI was community probation supervision. Most offenders were assigned to regular "street" probation. Selected offenders were sometimes ordered by the court to follow SAI with Diversion Center placement or Intensive Probation Supervision.

To be eligible for SAI, offenders had to meet the following criteria: age between 17 and 25 years, with no previous adult incarcerations; a felony conviction with a sentence length between 1 and 5 years (the 5-year limit was dropped in 1987); and no physical or mental problems or disabilities that would limit manual labor and strenuous physical activity.

The evaluation examined the effectiveness of the SAI sentencing option and its impact on offenders admitted to the prison phase of SAI. General management and operations questions about SAI were also examined.

Timeframe of the Study

December 1983–December 1986 (recidivism analysis data); March 1988–October 1990 (field interviews)

Location/Site(s) of the Study

On-site field evaluations were conducted at two Georgia Department of Corrections (GDC) institutions, where selected SAI program staff and offenders in the program were interviewed. Probation field officers and Superior Court judges were interviewed in various Georgia judicial districts.

Methodology

Two methods were used to evaluate SAI: field interviews with SAI staff and participants and a statistical analysis that compared recidivism rates for offenders in SAI to recidivism rates for offenders in other sentencing options.

Field interviews were conducted at SAI sites with key SAI management and support staff to determine their views on SAI operations and effectiveness. Interviews were also conducted with Superior Court judges who had sentenced offenders to SAI and with probation officers who supervised SAI offenders. A limited number of offenders in the prison and probation phases of SAI were also interviewed.

In the statistical portion of the evaluation, analysis of variance was used to compare the recidivism rate of 860 SAI graduates to the rate of 3,814 offenders in 7 other sentencing options that included prison incarceration and probation. For all offenders tracked in the analysis, recidivism was defined as a subsequent entry into a Georgia prison, regardless of why the entry occurred. Recidivism was tracked for 3 years for all offenders, with some tracked up to 5 years. Analysis of covariance was used to examine and compensate for the effects of the following variables that also influence recidivism rates: need level and risk level (based on a combination of social history, physical/mental health, and prior criminal involvement factors), age, race, urban/nonurban location, and offense type.

Findings

The field interviews with SAI staff found that several administrative, operational, and data collection/quality aspects of the SAI program needed improvement. These findings were previously reported in two separate GDC management information papers. Superior Court judges who were interviewed felt that SAI was one of the best programs available for young offenders,

although they had a major concern that more offenders were being sentenced to SAI than there were available slots. Offenders participating in SAI reported that the physical conditioning was difficult, but that it was one of the best features of the program because it gave them a goal to achieve.

The statistical analysis of offender recidivism rates focused on offenders tracked for 36 months. SAI offenders had a significantly lower recidivism rate (40.65%) than inmates with no prior adult incarcerations who served under 6 months in prison (53.40%), inmates with no prior adult incarcerations who served 6-36 months in prison (49.58%), inmates with one or more prior adult incarcerations who served under 6 months in prison (55.22%), and inmates with one or more prior adult incarcerations who served 6-36 months in prison (61.66%). SAI graduates had a lower recidivism rate than Intensive Probation Supervision offenders (50.23%), a rate comparable to Diversion Center graduates (38.32%), and a higher rate than regular street probationers (32.61%).

Policy Implications

The evaluation concluded that although administrative and other operational problems existed, the SAI model appeared to offer a viable alternative to prison incarceration for certain offenders. SAI may therefore present another option for diverting offenders from overcrowded prisons. SAI worked no worse than prison, and it cost less than prison incarceration. SAI did cost more than any of the probation sentencing options examined.

The SAI program is currently being combined with the Georgia Comprehensive Correctional Boot Camp program. This program is expected to incorporate the benefits of SAI with some of the management and operations improvements cited in the evaluation.

Contact Person and/or Agency for Further Information

Georgia Department of Corrections
Evaluation and Statistics Section
Two Martin Luther King, Jr. Drive, S.E.
Room 870 East Floyd Tower
Atlanta, GA 30334
(404) 656-4609

HAWAII

Presentence Drug Assessment Project— Final Evaluation Report

Adult Probation Division
First Circuit Court
Judiciary of the State of Hawaii

Program Objectives/Research Questions

This report is an evaluation of the Presentence Drug Assessment Project, undertaken through an extension of the Intensive Supervision of Drug Offenders (ISDO) project. The extension of project activities commenced in October 1990 and terminated on September 30, 1991. This project focused on improving the Adult Probation Division's capability to assess drug offenders prior to sentencing.

The Presentence Drug Assessment Project set out to accomplish three goals. Its first goal was to provide reliable and accurate identification of substance abusers prior to sentencing. The second goal was to assist the Adult Probation Division and the courts in determining a comprehensive and efficient treatment approach with regard to community safety. The third goal was to expand the base of information for management information system, research-based policy, program planning, and evaluation purposes. With emphasis on the second goal, this report is designed to evaluate the project's success in realizing these goals.

Timeframe of the Study

October 1990–September 30, 1991

Location/Site(s) of the Study

Adult Probation Division, First Circuit Court

Methodology

Three hundred and sixty of an estimated nine hundred and twenty court-referred offenders were determined eligible by referral criteria for a presentence drug assessment. Of those deemed eligible, 304 offenders were assessed. Of this number, 277 offenders were assessed at the presentence stage, and 27 offenders were assessed after sentencing had occurred in their case. The offenses committed by the eligible offenders compared to the total 920 court-referred offenders differed primarily in respect to drug-related offenses

and offenses against persons. Thirty-one percent of the eligible offenders were charged with drug or drug paraphernalia violations, compared to 24% of the total population. Twenty-five percent of the ineligible population were charged with offenses against persons, compared to 14% of the eligible population.

This study compares recidivism rates of the assessed population with those of the general probation population.

Findings

Data revealed that 42 or 11.7% of the 360 eligible offenders were rearrested after the assessment for primarily traffic (36%) and contempt (28%) violations. Although inconclusive, the lower rate of 11.7% compared to an annual 25%–30% recidivism rate of the total probation population and the reduction of drug offenses from 31% to 5% are promising. Because this project has only been conducted from February to September 1991, sufficient time to measure the impact of treatment and intervention is not available to confirm any effect on recidivism.

Policy Implications

The Presentence Drug Assessment Project was successful in systematically identifying and assessing offenders prior to sentencing and in better matching offender to treatment modality. Early intervention and treatment to facilitate rehabilitation and to control risk to the public were outcomes sought through the assessment effort. Although offenders initially slipped through the screening process, the Adult Probation Division has elected to continue the presentence drug assessment activities through state funding, with consideration to developing in-house assessment capability. Because of funding constraints and no treatment recommendation for 8.5% of the population, eligibility criteria of future offenders are being narrowed to accommodate a higher risk offender group.

Operational benefits from the project were immediately realized by the supervising and presentence investigation officers. The availability of dedicated and qualified drug assessment activities added information that was not previously available to staff and the courts in the presentence investigation stage. Early identification of substance abusers and early intervention ensured that more intact resources were available when trying

to rehabilitate the offender and to retain the offender longer in treatment. Supervising probation officers referred assessed offenders to a more appropriate treatment modality without having to utilize any additional contact time by referring them for an assessment after sentencing. To expedite offender placement, earlier cooperation (buy-in) into a treatment modality and increased networking between probation officers and drug treatment assessors and therapists are sought.

Contact Person and/or Agency for Further Information

Ronald T. Hajime
Acting Probation Administrator
Adult Probation Division
Kaahumanu Hale
777 Punchbowl Street
Honolulu, HI 96813
(808) 548-7666
(808) 548-8153 (fax)

Report of a Statistical Study and Evaluation of the Juvenile Intensive Supervision Program

Raymond E. Sakumoto, Ph.D.
Family Court of the First Circuit
Judiciary of the State of Hawaii

Program Objectives/Research Questions

This report evaluates the results of the Juvenile Intensive Supervision Program (JISP) in Hawaii. The report provides detailed findings related to program effectiveness and operation. Program effectiveness is evaluated in terms of client drug use, law violations, and school attendance. Additional indicators of program success include reports from drug counseling services and progress in program stage movement. The implications that these findings have for improving JISP are discussed.

Timeframe of the Study

November 1, 1989-June 30, 1991

Location/Site(s) of the Study

Juvenile Intensive Supervision Program,
the Family Court of the First Circuit

Methodology

Thirty-five program clients were identified, including juveniles who had participated or were currently enrolled in the program. These 35 participants varied in their date of entry, ranging from November 28, 1989, to June 10, 1991. Nineteen left the program at different times for varied reasons, while the other 16 were participating at the time of the study, although at different stages in this three-level program.

The report, then, does not cover a cohort that can be studied as a single unit within an ordinary, fixed timeframe. To address this problem, the "program month" was created as a time unit. The timespan each client spent in JISP was divided into 30-day segments. The 30 days after entering the project would constitute Program Month 1 for an individual. Accordingly, days 31-60 would be Program Month 2. The ordering of these time segments follows the case history of the individual client, not necessarily the calendar year or the history of the project.

Findings

Laboratory test results for 12 of the 35 participants indicated containment of drug use. But for another 12 clients, lab reports revealed persistence of abuse. For the remaining 11 participants, drug-use control could not be reliably assessed.

A "pre-JISP" index of 20.7 violations per 1,000 days was obtained for all offenses committed by the participants prior to their entry into the program. A "since-JISP" rate of 12.3 violations was found for offenses committed since the participants entered and/or left JISP. This indicates that the more important program goal of reducing law violations was achieved.

While irregular school attendance continued to be a problem, the dropout rate for the participants compared very favorably against the rate for the comparison group.

Half of the clients were "on time" in their progression over the three-stage program; one-third lagged behind one level; and four made very poor progress, if any.

The attendance rate for drug counseling sessions was encouraging. The drug counselor set up appointments for 843 sessions, 90% of which were held.

Policy Implications

It was recommended that JISP be extended, although questions of organizational and program efficiency, cost-effectiveness, and related concerns remained.

The goals of JISP were based on the assumption that drug abuse and law-violating behavior are closely associated. This research did not support that assumption. The evidence was strong that JISP has an impact on containing illegal behaviors. It was recommended that the scope of JISP be widened to cover a broader clientele than is presently served; that is, intensive supervision might well be similarly beneficial for non-drug users.

The evidence regarding containment of substance abuse was mixed. It was recommended that laboratory drug testing be used in the selection process to differentiate users who could likely benefit from JISP participation from those whose drug problem is too serious and requires resources beyond those available in the

program. It was further recommended that mandatory testing be imposed on all probationers with known histories of substance abuse. Testing should be continued regardless of probationers being admitted to, or excluded from, JISP.

Contact Person and/or Agency for Further Information

Raymond E. Sakumoto, Ph.D.
University of Hawaii at Manoa
Porteus Hall
2424 Maile Way, #216
Honolulu, HI 96822
(808) 956-8111

IDAHO

An Evaluation of Intensive and Regular Probation Supervision for Serious, Habitual Juvenile Offenders

Kay L. Carter

Program Objectives/Research Questions

This study examined whether a program of intensive supervision, instead of traditional probation, would reduce recidivism and increase rehabilitation in serious, habitual offenders. The study determined (1) which variables were characteristic of offenders and their families, (2) if intensive supervision would reduce referrals to the Department of Health and Welfare, and (3) if intensive supervision would reduce the number of days juvenile offenders served in detention.

Timeframe of the Study

This report covered March 1, 1990–June 30, 1991. The study will continue through December 1992.

Location/Site(s) of the Study

Boise, Idaho

Methodology

Forty-eight serious, habitual juveniles were referred to an Intensive Supervision Program, randomly assigned to either an experimental or a control group and then evaluated on characteristic profiles and on recidivism and rehabilitation rates. Characteristic profiles were based on family demographics, self-improvement initiatives, drug and alcohol issues, social and personal information, and educational status. Recidivism was based on new adjudicated status offenses, misdemeanors, felonies, and probation violations. Rehabilitation was based on educational status, vocational status, and appropriate peers. All data were collected from court files.

Findings

Juveniles in the experimental group committed fewer and less serious crimes than the subjects in the control group; however, the only statistically significant measure of recidivism was the status offenses category. This may indicate that some behaviors were detected early

enough to effect a positive change or that intensive supervision detected more status offenses due to the frequency and duration of contact with probation officers.

Compared to the control group, a majority of the experimental group received a positive drug/alcohol assessment; of these, only a minority received treatment. This indicates that a larger portion of the serious, habitual offenders have drug/alcohol problems, yet fewer than half receive treatment.

No statistically significant results were obtained for any of the rehabilitative measures; however, there were several noticeable improvements. In the experimental group, the number who were in school and doing acceptable work increased 12%. The school failure rate decreased from 48% to 28%. The study also discovered that juveniles who successfully completed the Intensive Supervision Program were found to have appropriate peers, while those who entered the adult correctional system or were referred to the Department of Health and Welfare were found to have inappropriate peers.

The average age at referral was 15 years and 9 months; the average age of commission of the first crime was 13 years and 1 month. Eighty-one percent received counseling, seventy-one percent were deemed to have inappropriate peers, 50% had a family history of crime, and 44% of the offenders had divorced parents. The study also found that the Intensive Supervision Program led to fewer referrals to the Department of Health and Welfare and resulted in a decrease in the number of days spent in detention.

Policy Implications

Intensive Supervision Programs have positive outcomes and are more cost effective than incarceration; however, program designs must address those components that have the greatest potential for effecting change. One method to achieve this is to identify the characteristics of serious, habitual offenders. It is recommended that planners review the conditions for the Intensive Supervision Program and modify where necessary. For example, although preemployment and job training have not traditionally been a responsibility of juvenile courts, this study suggests that implementing such programs may encourage gainful employment and thereby result in successful rehabilitation.

**Contact Person and/or Agency
for Further Information**

Kay L. Carter
Ada County Juvenile Court Services
6300 West Denton Street
Boise, ID 83704
(208) 322-0122

Multijurisdictional Drug Task Forces in Idaho

Roberta K. Silva and Steve Peters
Idaho Department of Law Enforcement
Support Services Bureau

Program Objectives/Research Questions

Idaho's multi-jurisdictional anti-drug task forces began operation in 1988. Currently, Idaho has 16 such task forces covering 39 of its 44 counties. The multi-jurisdictional task force concept has enabled law enforcement agencies to coordinate drug-related law enforcement activities that include investigating, arresting, and prosecuting both street-level and upper level drug offenders.

This report presents summary information on multi-jurisdictional anti-drug task force operations and activities in Idaho and shows the impact of the task forces on the drug problem in Idaho.

Timeframe of the Study

1987-90

Location/Site(s) of the Study

Thirty-nine Idaho counties covered by the multi-jurisdictional anti-drug task forces

Methodology

Data in the report were obtained from the following sources: individual case reports, quarterly evaluation reports, quarterly statistical reports, and Idaho Uniform Crime Reports. The report provides a description of each of Idaho's 16 task forces, including the geographic size and the population of the area covered by each task force.

Details of task force operations include (1) financial data, including the number and amount of Federal grants; (2) expenditures; and (3) drugs and other

assets seized. Arrest, conviction, and drug seizure case data are presented for each task force, including the number of arrests made, conviction rates, and the types of drugs involved in possession (cannabis, cocaine, opiates, amphetamines, and unknown/other), distribution/sale, and manufacture arrests.

Findings

Task forces covered areas ranging in size from as little as 9 square miles to more than 17,400 square miles, with populations ranging from 3,000 to more than 182,000. Task force staffs ranged in size from 2 to 16 full-time employees.

Total resources (Federal and state) allocated annually to the task forces were \$928,044 in 1987, \$302,037 in 1988, \$370,048 in 1989, and \$1,244,474 in 1990. During these years, expenditures for personnel made up from 53% to 91% of the task force budgets.

During the period 1987-90, an average of 34.5% of all arrests in Idaho involved the task forces (2,521 out of a total of 5,722 arrests). Cannabis was the primary drug in over 50% of the drug arrests. Cocaine was second, ranging from 26% to 36% of arrests annually. Amphetamines increased from 2% of arrests in 1987 to 10% of arrests in 1989, and this increase may indicate a possible drug trend. Other drugs comprised 3%-8% of arrests in 1987-90.

From 1987 to 1990, task forces seized 1,263,088 grams of marijuana and 4,359 marijuana plants. Task forces seized 15,282 grams of cocaine, 345 grams of heroin, 1,835 grams of amphetamines, 2,126 grams of mushrooms, and 1,863 units of LSD.

Among primary offenders arrested by task forces, 91% were white non-Hispanics, 72% were males over age 18, 18% were females over age 18, and 12% were minors. Among drug arrests made by the task forces, possession offenses comprised 32%-37% of arrests in 1987-89 and 17% of arrests in 1990. Distribution/sale arrests comprised 43% of arrests in 1987 and 1988 and 27% of arrests in 1989 and 1990. Cultivation/manufacturing arrests comprised 4%-5% of arrests in 1987 and 1988 and 7%-8% of arrests in 1989 and 1990. Other drug arrests comprised 18%-21% of arrests in 1987 and 1988, 29% of arrests in 1989, and 48% of arrests in 1990. In 1987, 55% of task force arrests resulted in a conviction. The conviction rate declined to 26% in 1988, 32% in 1989, and 13% in 1990. (The report notes that conviction data are understated because of the judicial time component.)

Most task force cases were initiated by criminal investigation information, drug purchases, officer observation, and drug interdiction. Cases were also initiated by traffic stops, search warrants/seizures, other agency information, anonymous calls, arrest followups, parole/probation violations, marijuana eradication, and pharmacy information.

**Contact Person and/or Agency
for Further Information**

Roberta K. Silva
Idaho Department of Law Enforcement
Support Services Bureau
6111 Clinton
Boise, ID 83704
(208) 327-7170

***NICI Residential Substance Abuse Treatment Program
With Specialized Substance Abuse Probation/Parole***

Monty L. Moore
Idaho Department of Correction

Program Objectives/Research Questions

At the North Idaho Correctional Institution (NICI), two interrelated substance abuse programs were implemented: the 21-Day Residential Substance Abuse Treatment Program and the Specialized Substance Abuse Probation and Parole Program with After-Care. The goal was to reduce recommitment rates for participants of both programs. This report presents preliminary findings.

Timeframe of the Study

1991-92

Location/Site(s) of the Study

North Idaho Correctional Institution

Methodology

The sample of inmates selected for treatment was based on a court recommendation of probation, a need for residential substance abuse treatment, eighth grade reading capacity, and successful completion of the 120-day NICI Retained Jurisdiction program that augments sentencing. Inmates were then randomly assigned into

one of three groups: (1) those who received the Residential Treatment and the Specialized Substance Abuse Probation; (2) those who received the Residential Treatment, but not the Specialized Substance Abuse Probation; and (3) those who did not receive the Residential Treatment, but did receive the Specialized Substance Abuse Probation. In addition, there were two control groups and a group of inmates not randomly assigned. Data collection procedures included the use of archival data and pretest/posttest survey instruments.

Findings

Because this study is not complete, these findings are preliminary.

A large majority of the incoming inmate population need substance abuse treatment. During 1991 the NICI 21-Day Residential Substance Abuse Treatment Program served 35% of the total population assessed with substance abuse treatment needs. Of the 250 inmates entered in the Specialized Substance Abuse Probation and Parole Program, 87 have graduated, 12 have absconded, and 7 have been reincarcerated.

Policy Implications

The NICI 21-Day Residential Substance Abuse Treatment Program serves only 35% of the total population assessed with substance abuse treatment needs. This indicates that additional space in the program will be required for the remaining 65% who need treatment.

**Contact Person and/or Agency
for Further Information**

Monty L. Moore
Senior Research Analyst
Idaho Department of Correction
1075 Park Boulevard
Boise, ID 83720
(208) 334-2318

ILLINOIS

Blueprint for the Future—Final Report of Trends & Issues for the 1990s: An Illinois Criminal Justice Forum

Illinois Criminal Justice Information Authority

Program Objectives/Research Questions

The Illinois Criminal Justice Forum was convened to anticipate, analyze, and articulate the critical issues challenging the criminal justice system. Participants from a wide variety of disciplines focused attention on the need for innovation and started planning for changes.

Timeframe of the Study

July 8–12, 1990

Location/Site(s) of the Study

Chicago, Illinois

Methodology

The forum brought together Illinois officials and laypersons to discuss pertinent criminal justice issues in panel sessions, which were held in a variety of formats: workshops, discussion, and debate. Topics included drug abuse, criminal justice trends, specific crimes and populations, new technologies, and interdisciplinary alternatives.

Findings

Illinois criminal justice leaders reaffirmed the philosophy of community cooperation and expressed interest in expanding current services, exploring new sources of revenue and reexamining current resource allocations, and gradually adopting a community-based philosophy. In keeping with these goals, police departments are incorporating community-based policing; prosecutors are addressing community concerns by coordinating services; correctional leaders are considering solutions to the dichotomy of tougher sentencing and the increasing crowding in prisons; and other leaders are developing an organizational and technical foundation that will fully utilize new technologies.

Drug-related crimes and drug abuse are stressed as a top priority. The forum also called for (1) analyzing juvenile-related issues; (2) refining current services for crime victims; and (3) improving relations between the media, elderly citizens, and minorities.

Policy Implications

The forum emphasized the need for the criminal justice system to respond to the community and to ensure that all future policies reflect the needs and concerns of the public. One fundamental theme emerged from the forum: "The success of criminal justice agencies in the 1990's will depend to a great extent on how responsive and accountable they are to the needs, the concerns, and the ideas of the communities they serve."

Contact Person and/or Agency for Further Information

John Firman
Associate Director
Illinois Criminal Justice Information Authority
120 South Riverside Plaza
Suite 1016
Chicago, IL 60606
(312) 793-8941

Cook County Pretrial Release Study

Illinois Criminal Justice Information Authority

Program Objectives/Research Questions

The Cook County Pretrial Release Study examined individuals pending trial who were released to the community in Cook County. The examination of pretrial offenders is important because the activity of these offenders has an impact on public safety, criminal justice spending, and the workloads of individual agencies.

Timeframe of the Study

September 13–30 and November 10–December 31, 1988

Location/Site(s) of the Study

Cook County, Illinois

Methodology

This study tracks a sample of more than 2,000 releasees in three release groups and documents the criminal activity of those releasees from the time of their initial pretrial release until the disposition of the case associated with that release. The three pretrial groups include those released on court deposit bonds, those receiving court recognizance bonds (court I-bonds), and those receiving Administrative Mandatory Furlough (AMF) (jail I-bonds) from the Cook County Department of Corrections. Three specific negative performance measures were used: (1) declaration of a bond as forfeited, (2) rearrest in Illinois on a new charge, and (3) reincarceration at the Cook County Jail. The study also disaggregates the data to look at these releasees by age, gender, race/ethnicity, nature of the holding offense, and arrest history.

Findings

All three release groups had relatively high failure levels. Looking at the national picture, male Cook County releasees on court deposit bonds and court I-bonds failed to appear at a level near the lower end of the national range. Looking at rearrest, the Cook County court recognizance and court deposit bond male releasees failed at levels equivalent to, and even beyond, the upper end of the national range. The jail I-bond group had the worst performance record of all three release groups. For both failure to appear and rearrest, the Cook County jail I-bond males failed at levels well beyond the highest end of the national range.

From the time of their original release on bond through the disposition of their original cases, the 2,127 defendants tracked in the study accounted for an additional 1,112 bond forfeitures, 1,696 new arrests, and 818 new incarcerations. When the sample is "weighted" to reflect the entire population of defendants released during the 70-day period in 1988 from which the sample was drawn, 5,816 defendants accounted for an estimated 3,493 bond forfeitures, 5,320 arrests, and 2,639 incarcerations. Looking at the transactions of the weighted sample group (5,816), it is estimated that the pretrial failures of this group alone amounted to \$12.6 million in law enforcement costs, nearly \$5.7 million in court costs, and more than \$1.9 million in correctional costs. The total additional cost of all pretrial failures among the group studied is estimated in excess of \$20.2

million. The total cost to process (and then reprocess) the weighted sample population was an estimated \$39 million. Finally, it is likely that the actions of these releasees accounted for the additional victimization of at least 1,670 people (527 before weighting).

Policy Implications

The Authority recommends that the following actions be carefully considered in light of this study's findings. First, examine and continue to refine the selection criteria for pretrial release. Second, develop additional programs to supervise and support defendants released through court-issued deposit or recognizance bonds. Third, increase resources for the Cook County Pretrial Services Program to permit more defendants to enter the program. Fourth, accommodate high-risk defendants with high levels of failure by expanding the Cook County Pretrial Services Program or by creating a special focus in the program for high-risk defendants. Fifth, reduce the number of pretrial defendants released through the jail I-bond program through development and use of other, more structured alternatives. Sixth, if the jail I-bond program continues, expand the resources available to the Cook County Department of Corrections to improve pretrial release programs, such as pretrial electronic monitoring and other enhanced pretrial supervision efforts.

Contact Person and/or Agency for Further Information

John Firman
Associate Director
Illinois Criminal Justice Information Authority
120 South Riverside Plaza
Suite 1016
Chicago, IL 60606
(312) 793-8941

Dynamics of Aging in the Illinois Law Enforcement Officer Corps

Michele Livojevic, Sandra Bass, Lloyd Babb,
Jackie Front, and Jeffrey Travis
Illinois Criminal Justice Information Authority

Program Objectives/Research Questions

This study describes aging dynamics within the ranks of Illinois' law enforcement agencies and the significance of these dynamics for human resources planning.

Timeframe of the Study

1978-90

Location/Site(s) of the Study

State of Illinois

Methodology

Data on Illinois state, municipal, and county law enforcement officers were analyzed to determine if aging dynamics were different in different types of law enforcement agencies (police departments, sheriffs' departments, or state police), in different-size departments, and in different geographic regions. The Illinois Local Governmental Law Enforcement Officers Training Board was the major source of data for the analysis of departmental trends and career mobility patterns. Data on law enforcement personnel are collected through a twice-yearly survey of police departments and sheriffs' departments that has been conducted since 1976. Additional data for this study were provided by the Chicago Police Department and the Illinois State Police.

Findings

Illinois faces a critical period, as significant percentages of experienced officers will reach retirement age within the next 4 years. By 1995, 15% of municipal police officers and 18% of sheriffs' police officers statewide (outside of Chicago) will be eligible for retirement. The potential impact of retirement is greater for Cook and the surrounding counties than for the rest of the state. The potential loss to retirement is 16% of municipal police officers in Cook and the collar counties (DuPage, Kane, Lake, McHenry, and Will) and 22% of sheriffs' police in Cook, DuPage, and McHenry Counties. Sheriffs' departments in the remaining collar counties, Kane, Lake, and Will, did not respond to the Authority's survey of law enforcement administrators. In the rest of the state, 14% of police officers and 16% of sheriffs' police will be retirement eligible.

Statewide, the aging of the officer corps is most acute within managerial ranks of large departments. Managerial staff in police departments with more than 26 officers and in sheriffs' police departments with more than 50 officers have the oldest municipal and county law enforcement officers in Illinois. The potential impact of an older work force in Illinois will be greater for areas outside of Cook and the

collar counties. From 1980 to 2000, 20- to 35-year-olds, the age group that has traditionally provided the officer recruitment pool, will decrease 14% in Cook and the collar counties and 25% in the rest of Illinois.

Departments are losing a disproportionate number of female officers. Between 1986 and 1990, one out of every five women hired left their departments, in contrast to one out of every seven males. Departments are also losing minority officers at a higher rate. Between 1986 and 1990, nearly one out of every six minority officers left their departments, in contrast to one out of every seven white officers. Comparison of promotion patterns suggests that women and minorities are generally not being promoted from entry-level and lower supervisory positions at a rate consistent with their representation at entry-level ranks.

The educational levels of Illinois' officers compare favorably with officers' educational levels across the country. While 45% of police officers nationally were reported to have 2 or more years of college, 61% of Illinois' police officers and sheriffs' deputies had this level of education in 1989. However, there are indications that the educational improvement of Illinois' officers has slowed since the demise of the Federal Law Enforcement Assistance Administration and the Law Enforcement Education Program in 1980. This is most evident among command and executive staff. On average, there was a drop in the in-service educational attainment of commanders and executives from 2 years to less than 6 months.

Policy Implications

Municipal police departments in which large numbers of officers will become eligible for retirement over the next 5 years, exemplified by departments with 25 or more officers, should reassess the effects of retirement policies that encourage resignations at younger ages, for example at age 50 with 20 years of service. Municipal police departments whose attrition is higher for entry-level positions must assess policies that may cause low retention. Small departments of fewer than 25 officers could consider adopting policies that balance their noncompetitive salaries with improved benefits packages and the provision of educational incentives. To offset financial losses of recruit and in-service training investments caused by high entry-level resignations, small departments could consider preemployment contracts that mandate reimbursement for training expenditures.

Illinois State Police should work to curb preretirement attrition by modifying promotion strategies for younger officers. Additionally, police administrators should investigate whether job-related stress or other factors are contributing to the high attrition rate.

Recruitment and hiring strategies need to be geared to the realities of a changing labor force in Illinois. Departments should increase their recruiting of women and minorities, whose representation in the Illinois law enforcement officer corps, outside of Chicago, is minimal. Additionally, legislatively mandated hiring standards should be considered to correct the disparities in hiring policies.

Contact Person and/or Agency for Further Information

John Firman
Associate Director
Illinois Criminal Justice Information Authority
120 South Riverside Plaza
Suite 1016
Chicago, IL 60606
(312) 793-8941

Evaluation of the St. Clair County Drug Testing and Services Program: Quarterly Descriptive Assessment #2

Drug Information and Analysis Center
Illinois Criminal Justice Information Authority

Program Objectives/Research Questions

This report provides a descriptive analysis of the St. Clair County's Intensive Drug Abuser Program (IDAP).

Timeframe of the Study

May 1–October 31, 1991

Location/Site(s) of the Study

St. Clair County, Illinois

Methodology

The St. Clair County Intensive Drug Abuser Program began its second year of operation on May 1, 1991. In an effort to assess the program's impact, the Authority's Drug Information and Analysis Center developed an

evaluation strategy designed with input from the St. Clair County Probation Department and the Administrative Office of the Illinois Courts. This evaluation covers the first two quarters of the program's second year. The outcome indicators, including arrests, urinalysis test results, and discretionary program costs, are compared with a high-risk group under intensive probation supervision (IPS).

Findings

A total of 44 individuals were in IDAP as of May 1, 1991. An additional 115 individuals were assigned to the program during the 6-month period between May 1 and October 31, 1991. The program accepted an average of 19 new participants each month.

Findings showed that IDAP probationers had the highest overall arrest rate. The average arrest rate for IDAP probationers was 35.9 arrests per month per 1,000 individuals. Regular probationers averaged 1.6 arrests per month, while IPS probationers had a rate of 23.8 arrests per month.

Urinalysis test results revealed that the overall positive (28%) and negative (72%) rates for the IDAP and IPS groups were approximately identical. The 49 positive urinalysis outcomes for IPS were 32.5% of the 151 tests performed between May and October. The 309 positive urinalysis outcomes for IDAP were 29.9% of the 1,033 tests performed.

In contrast to the costs associated with the intensive supervision options (IDAP or IPS), the Authority estimates that it costs \$16,176 to incarcerate an offender for 1 year in an Illinois state prison facility. Although many of those sentenced to prison do not meet the criteria for intensive community supervision, the contrast is striking in those instances in which intensive supervision is a viable option. For the \$16,176 that it would cost to incarcerate one offender for 1 year, it is possible to supervise 12.6 IDAP probationers or 5 IPS probationers.

Contact Person and/or Agency for Further Information

John Firman
Associate Director
Illinois Criminal Justice Information Authority
120 South Riverside Plaza
Suite 1016
Chicago, IL 60606
(312) 793-8941

**First Quarterly Assessment of the Cook County
Adult Probation Home Confinement/
Drug Surveillance Program**

David E. Olson
Drug Information and Analysis Center
Illinois Criminal Justice Information Authority

Program Objectives/Research Questions

This report is the first quarterly evaluation of the Cook County Adult Probation Department's Home Confinement/Drug Surveillance Program, which began operation in December 1990. The program identifies offenders who are in need of treatment, through urinalysis tests and assessments, and then places them either in treatment or in education to make them amenable to treatment services.

Timeframe of the Study

December 1990–April 1992

Location/Site(s) of the Study

Cook County, Illinois

Methodology

A flow analysis of the Home Confinement/
Drug Surveillance Program

Findings

It was initially estimated that 200 offenders would be sentenced to Home Confinement each month; this projection, however, was high. Between January and December 1991, the first full year the program was in operation, 1,274 offenders were sentenced to Home Confinement, or an average of 106 per month.

When the program began, each offender sentenced to Home Confinement was tested for the presence of cocaine, opiates, and PCP. Since October 1991, however, the following drugs were also tested for: marijuana, methadone, amphetamines, barbiturates, and benzodiazepines. Only 46% of those sentenced to Home Confinement were given a urinalysis test. The reason for this low proportion of offenders being tested is that a large number of program participants have failed to report for their urinalysis appointments. Of those offenders who did report

between December 1990 and April 1992, an average of 30.72% tested positive for illegal drugs. The most prevalent drug identified among offenders was cocaine.

During the first 17 months of the program's operation, less than two-thirds of those who tested positive for drug use during their initial urinalysis test actually received an assessment by Treatment Alternative for Special Clients (TASC). This is a result of clients missing their appointments and of the lag between testing positive for drugs and being scheduled for a TASC appointment.

Of the 246 program participants evaluated by TASC between December 1990 and April 1992, 75% were placed in Track 2, 10.6% were placed in Track 1, and the remaining clients were placed in Track 3. Track 1 is for offenders who have a drug problem and are amenable to treatment. Track 2 is for offenders who have a drug problem, but are not amenable or refuse to admit to the problem. Track 3 is for offenders who are assessed as not having a substance abuse problem. Fifteen percent of the offenders were determined to be unsuitable for the program. Of the offenders admitted to Track 1, there were no successful discharges. Track 2 clients fared little better. While the goal of Track 2 is to prepare clients to move into Track 1, only 4% of the Track 2 clients actually moved into Track 1. Furthermore, almost 50% of the Track 2 clients were unsuccessfully discharged from the program.

Policy Implications

The most significant problem identified with the program is the failure of clients to report for urinalysis tests and TASC evaluations. Efforts should be directed at identifying ways to increase client compliance with program rules.

**Contact Person and/or Agency
for Further Information**

John Firman
Associate Director
Illinois Criminal Justice Information Authority
120 South Riverside Plaza
Suite 1016
Chicago, IL 60606
(312) 793-8941

INDIANA

Alcohol and Other Drug Arrests in Indiana: Estimates for 1989

Dwayne S. James and Michael J. Doherty
Center for Criminal Justice Research and Information
Indiana Criminal Justice Institute

Program Objectives/Research Questions

This report is the first phase of a larger effort to study how drug offenders are dealt with by the criminal justice system in Indiana. The researchers examined drug- and alcohol-related arrests in Indiana during 1989 to provide statewide information on the number of drug- and alcohol-related arrests, to provide baseline data for designing a tracking study, and to assess the quality of available arrest data.

Timeframe of the Study

1989

Location/Site(s) of the Study

State of Indiana

Methodology

The statewide estimates in this report are based on a combination of actual data from jail book-in logs and affidavits of probable cause from a sample of 42 of Indiana's 92 counties. All charges were prioritized; each offender was counted once based on the most serious offense. Due to a lack of uniformity in record keeping, these data are severely limited.

Findings

Alcohol abuse is a major problem for law enforcement in Indiana. In 1989 the majority of arrests were for alcohol-related offenses: drunk driving, public intoxication, or liquor law violations. Only a small percentage of persons arrested were involved in drug possession or dealing, and drug arrests were about equally divided between marijuana and other narcotics.

Policy Implications

A statewide crime-reporting system should be established in Indiana because gathering and compiling county-level data on arrests is one of the only ways to

estimate the scope of drug problems and enforcement efforts. Such a system should include drug-related data elements that will generate data pertaining to alcohol and other drug incidents occurring throughout the state.

The use of the FBI's existing Uniform Crime Reporting system for estimating drug and alcohol levels should be discouraged because of nonstandardized and inconsistent record-keeping and reporting practices.

Efforts should be made to standardize the arrest record-keeping practices within the county jails of Indiana. County jail information systems should be developed so that data on individuals arrested as well as data on arrest charges can be readily accessed.

The state should assume a more active role in monitoring the types of data that are maintained in county jail record-keeping systems. This would enable the state to make better use of local data for statewide research and planning efforts, and it would promote the development and standardization of information systems at the local level.

Contact Person and/or Agency for Further Information

Michael J. Sabath, Ph.D.
Director
Center for Criminal Justice Research and Information
Indiana Criminal Justice Institute
302 West Washington Street, Room E209
Indianapolis, IN 46204
(317) 232-1619

Drug Sample Processing Services in Indiana: Practices and Recommendations for Improvement

John M. Hunger, Ph.D., and Curtis J. Farris
Center for Criminal Justice Research and Information
Indiana Criminal Justice Institute

Program Objectives/Research Questions

This study examines the drug sample processing practices of crime laboratories in Indiana, the demand for drug-testing services, and the barriers to improving drug sample processing in the criminal justice community. It is intended to provide information

that will help the Indiana Criminal Justice Institute and others make informed decisions about using Federal funds to enhance drug sample processing in Indiana's crime laboratories.

Timeframe of the Study

July–November 1990

Location/Site(s) of the Study

State of Indiana

Methodology

Interviews were conducted with both users and service providers of Indiana's drug sample processing system. The study sought to gather primarily qualitative information through field surveys.

Findings

A majority of law enforcement agencies and prosecutors expressed satisfaction with the turnaround time for drug sample processing; however, a majority of laboratories indicated their services could be improved. Larger law enforcement agencies experienced less difficulties with chain-of-custody issues and sample submission delays than smaller agencies. Almost all organizations—law enforcement, prosecutors, and laboratories—expressed a need for greater training and more personnel.

Evidence suggests there are fluctuations in the demand for testing services throughout the year. Drug cases submitted to the Indiana State Police Laboratory Division increased substantially, with municipal and county law enforcement agencies accounting for the greatest demand. Turnaround time varies greatly among agencies, and generalizations are difficult because of the great disparity in activities. The report attempts to clarify some of these activities from a procedural perspective.

Although drug sample processing is generally perceived as adequate, there are several weaknesses, such as (1) a shortage of personnel, (2) limited training, (3) inadequate communication and coordination, and (4) a lack of standardized operating procedures.

Policy Implications

Indiana should support efforts to expand the drug sample processing capability of state police and local law enforcement laboratories, particularly through the addition of personnel. Training opportunities in drug

evidence handling and processing should be expanded for law enforcement officers and for property room and evidence technicians.

An advisory body should be established to develop and set standards for crime laboratories in the state. A user advisory body should also be established to strengthen cooperation among the state police, local law enforcement agencies, and prosecutors.

A newsletter should be disseminated to all criminal justice agencies and crime labs. The newsletter would contain current information on shifts in patterns of drug use and demand, current drug-testing methods, chain-of-custody procedures, training opportunities, and other developments in drug sample processing.

Contact Person and/or Agency for Further Information

Michael J. Sabath, Ph.D.
Director
Center for Criminal Justice Research and Information
Indiana Criminal Justice Institute
302 West Washington Street, Room E209
Indianapolis, IN 46204
(317) 232-1619

An Evaluation of the South Central Indiana and Tri-County Narcotics Task Forces

Edmund F. McGarrell, Ph.D., and Kip Schlegel, Ph.D.
Department of Criminal Justice
Indiana University at Bloomington

Prepared for the Center for Criminal Justice Research and Information, Indiana Criminal Justice Institute

Program Objectives/Research Questions

At the end of 1990, nearly 30 multi-jurisdictional drug task forces were being supported with Federal Anti-Drug Abuse Act funds in Indiana. They represent a major component of drug enforcement strategy in Indiana as well as other states in the country. This evaluation was conducted at the request of the Trustees of the Indiana Criminal Justice Institute, which contracted with the Department of Criminal Justice at Indiana University at Bloomington to conduct an evaluation of the Tri-County Organized Drug Enforcement Task Force and the South Central Indiana Narcotics Strike Force.

This evaluation addresses both the product (the impact of multi-jurisdictional drug task forces on narcotics control efforts) and the process (the structure and operations of the task forces) that account for the attainment, or lack thereof, of the desired impacts.

Timeframe of the Study

January 1, 1987–December 31, 1989

Location/Site(s) of the Study

Two Indiana strike forces: the Tri-County Organized Drug Enforcement Task Force, operating in LaPorte, Pulaski, and Starke Counties; and the South Central Indiana Narcotics Strike Force, operating in Brown, Greene, Lawrence, Monroe, Morgan, and Owen Counties

Methodology

The evaluation consisted of a comparison of drug enforcement activity before and after the creation of the strike forces and a comparison of drug enforcement activity in the strike force regions with two control sites where federally funded strike forces were not operating.

The evaluation method employed in this study incorporates a systems approach and examines the structure, activities, and results of the two strike forces. The evaluation entails a pre-post design with comparison groups and includes data from interviews with police and prosecutors in the 18 counties, a mail survey of law enforcement officials in both the task force and control sites, and archival records of all felony drug arrests in the 18 counties for a 3-year period.

Findings

This study includes findings related to the perceptions of drug enforcement officials, the organizational characteristics of strike forces, the arrest activities of strike forces, conviction and sentencing outcomes for strike force arrestees, and the seizure and forfeiture of drug offender assets. The perceptions of law enforcement officials from the task force and control sites provided the foundation for a more detailed examination of the organizational structure and activities as well as the interorganizational relationships of the two task forces.

Marijuana and cocaine are perceived by law enforcement as the most serious drug problems, and efforts to deal with these problems are believed to be hampered by a lack of investigative personnel and confidential funds. The multi-jurisdictional task forces, created through Federal grants, are viewed as vehicles to allow local law enforcement officials to conduct more sophisticated investigations of drug organizations and networks involved in the distribution of marijuana, cocaine, and other drugs.

Implementation of a federally funded drug strike force entails creating a new organizational structure and establishing or formalizing interorganizational relationships. Comparison of the two strike force regions with the control sites suggests that the strike forces may have led to improved communication and coordination and increased contacts between law enforcement agencies. The three-county structure of Tri-County, with agencies in all three counties contributing operational personnel and resources, led to higher levels of satisfaction and perceptions of effectiveness than did the South Central structure, with the strike force centered in one county.

Chief among the goals of multi-jurisdictional task forces is the increase of both the frequency and quality of drug arrests. Since the spring of 1988, when the strike forces became operational, there had been a considerable increase in the number of felony drug arrests in all four regions. Additionally, the drug arrests for both strike forces seemed to be of a more serious nature than those made by other law enforcement agencies within the region.

Most individuals arrested on felony drug charges were convicted of either misdemeanor or class D felony charges (76%). During the period the strike forces were operational, there was an increase in the number of class A, B, and C felony convictions. Most convicted drug offenders received a sentence involving some jail or prison time (63%).

A key component of most comprehensive drug enforcement strategies involves the seizure and forfeiture of drug offender assets derived through illegal drug trafficking. Both strike forces were involved in asset seizures and forfeitures. However, large seizures were relatively rare events. There is little evidence to suggest that forfeited assets provide sufficient funds to maintain task force activity.

Policy Implications

These findings suggest that the federally funded strike forces did have an impact on drug enforcement. Several important policy implications emerge. Federally funded strike forces can improve communication and coordination among law enforcement agencies. The main improvement in relationships will be among the agencies actually contributing personnel and resources to the strike force.

State officials as well as members of strike forces should develop mechanisms to promote information sharing and collaboration between federally funded strike forces. Meetings as well as training programs for strike force members would build on informal relationships among strike force members and contribute to the continued professionalization of drug enforcement in the state.

A prototype model(s) of multi-jurisdictional task force structures, goals, and activities should be developed. The model(s) should be flexible enough to accommodate varied local-level needs, should include specific guidelines, and should be disseminated to all active and proposed task forces.

Federal and state funding agencies should be aware of the potential for conflict between agencies because of competition for funds supporting strike forces. This is likely to be exacerbated given reductions in Federal funds or expansion in the number of strike forces. Asset seizures/forfeitures are unlikely to fully support the operations of most strike forces. State provisions regarding asset seizures require further attention.

Contact Person and/or Agency for Further Information

Michael J. Sabath, Ph.D.
Director
Center for Criminal Justice Research and Information
Indiana Criminal Justice Institute
302 West Washington Street, Room E209
Indianapolis, IN 46204
(317) 232-1619

Multijurisdictional Drug Task Forces in Indiana: The First Two Years of Operations

Michael J. Sabath, Ph.D., John P. Doyle,
and John W. Ransburg
Center for Criminal Justice Research and Information
Indiana Criminal Justice Institute

Program Objectives/Research Questions

This report is an analysis of data reported by 25 federally supported multi-jurisdictional drug task forces operating in Indiana during 1988 and 1989. The analysis provides policy-relevant information about drug strategies and drug interventions by assessing the activities and performance of these task forces.

Timeframe of the Study

1988-89

Location/Site(s) of the Study

State of Indiana

Methodology

The research and conclusions presented in this study are based on data submitted quarterly by the 25 Indiana drug task forces that received Federal anti-drug abuse monies. Because these self-reported data were incomplete in several instances, clarification was required through phone conversations and mailings.

Findings

Task force directors report their primary objectives as (1) arresting and prosecuting major drug dealers; (2) reducing the availability of drugs in task force jurisdictions; and (3) establishing cooperative working relationships with other drug enforcement agencies. Most task forces target cocaine abuse and high-level drug dealers, report improvements in the drug availability and dealing situations, and indicate satisfaction with communication and coordination efforts.

The data suggest there was a substantial increase in drug arrests from 1988 to 1989. Among all the drugs, LSD had the largest percentage increase in arrests; amphetamines had the largest percentage increase in seizures and purchases. The most substantial decreases were heroin arrests and hashish and cocaine seizures and purchases.

Directors mentioned several task force benefits and problems. Benefits included better resources available for drug enforcement, improved communication, and an improved capacity to identify and target drug dealers. Problems included inter-jurisdictional rivalries, difficulty in complying with the grant application and reporting requirements, and finding and keeping drug informants.

Policy Implications

The Indiana Criminal Justice Institute should continue to view multi-jurisdictional drug task forces as a potentially effective approach to drug enforcement and continue to allocate funds to support their development and operation.

In an effort to address the concerns of the grantees, the Institute should periodically hold training sessions designed to help directors better understand the administrative and reporting requirements of their grants, to address problems and issues, and to provide an opportunity for grantees to share ideas. Visits should be made periodically to all sites to assess and improve the reliability of data being submitted.

To increase the Institute's ability to evaluate performance, future research should provide more information, such as (1) the types of drug offenders being arrested; (2) changes in the availability of drugs in specific jurisdictions; (3) the impact of asset seizures on drug offenders; (4) asset forfeiture procedures being followed by task forces; and (5) how forfeited assets are being used to support operations.

Contact Person and/or Agency for Further Information

Michael J. Sabath, Ph.D.
Director
Center for Criminal Justice Research and Information
Indiana Criminal Justice Institute
302 West Washington Street, Room E209
Indianapolis, IN 46204
(317) 232-1619

IOWA

A Description and Assessment of the Iowa Juvenile Institutions' Substance Abuse Services Project: Final Report

Iowa Department of Human Rights
Division of Criminal and Juvenile Justice Planning

*Prepared for the Iowa Governor's Alliance
on Substance Abuse*

Program Objectives/Research Questions

The report assesses substance abuse programs at the State Training School (STS) and the Iowa Juvenile Home (IJH). The substance abuse services at the two institutions are provided by the Substance Abuse Treatment Unit of Central Iowa (SATUCI) on an outpatient model. In addition, there is a substance abuse curriculum utilized by the STS on a regular basis and by the IJH on an irregular basis. The curriculum is integrated into the cottage program (at STS only), while SATUCI's evaluation and treatment activities are largely segregated.

Timeframe of the Study

1990

Location/Site(s) of the Study

Two state-operated juvenile institutions,
Eldora and Toledo

Methodology

The assessment of the substance abuse programs at the institutions was made through interviews with involved persons, review of client records, surveys, and direct observation where possible. A substance abuse treatment providers' peer review panel was formed to collect and analyze a portion of the data. Persons interviewed included clients receiving services, administrators and clinical supervisors, cottage directors, counselors, and youth service workers. Institutional staff interviewed included those directly involved with the SATUCI programs as well as those indirectly involved.

Juvenile court officers, state social workers, and others providing referral and aftercare services to the institutions' clients were surveyed about the programs and to collect followup information about youth who had received program services. A survey of all state juvenile institutions in the nation was conducted to allow a comparative analysis between Iowa's program and the scope and nature of substance abuse programming in other states' institutions.

Findings

Although there are difficulties in providing access to treatment, there is evidence that treatment is administered in an appropriate, caring, and therapeutic manner. Written reports of "indepth evaluations" are regarded by STS and IJH staff as excellent, and materials that were reviewed confirm that opinion.

This report identifies an array of service, staffing, and organizational problems. Some of these problems include time delay in the administration of services, high staff turnover, and lack of priority in the scheduling of services. Negative results of utilizing an outpatient model to deliver services in a highly structured, closed environment were noted. The report also notes a division of services and a breakdown in communication between SATUCI and the institutions. Because these problems are numerous and highly specific, the report provides detailed recommendations for improving these substance abuse programs.

Policy Implications

One major improvement in substance abuse services could come about with the creative integration of SATUCI services into the institutional programs. Operating the SATUCI program on a hybrid outpatient/residential model might provide a significant benefit.

Continuous work toward accurate, effective communication among and within all involved organizations is also needed. There needs to be clear dialogue regarding resources, priorities for services, and scheduling of clients. This dialogue needs to be as broad as possible so that all involved understand rationales behind priorities. There needs to be a clearer definition of a mission for SATUCI within the institutions that meets the needs of the youth served by the institutions.

Note: Since this evaluation was conducted, SATUCI chose not to renew its contract with the state institutions. A new provider agency was selected, and new approaches to service delivery commenced in the fall of 1991. Findings and recommendations from the evaluation are helping to guide program development and ongoing monitoring activities.

**Contact Person and/or Agency
for Further Information**

Richard Moore
Iowa Department of Human Rights
Division of Criminal and Juvenile Justice Planning
Lucas State Office Building
Des Moines, IA 50319
(515) 242-5816

***Multi-jurisdictional Drug Law Enforcement Task
Forces: A Description and Implementation Guide***

Dennis Wiggins
Iowa Department of Human Rights
Division of Criminal and Juvenile Justice Planning

*Prepared for the Iowa Governor's Alliance
on Substance Abuse*

Program Objectives/Research Questions

This report describes and assesses the quality of multi-jurisdictional drug law enforcement task forces funded by the Drug Control and System Improvement Grant Program operating in Iowa. The objective is to further develop a set of recommendations for implementing and operating multi-jurisdictional task forces.

Timeframe of the Study

1987-91

Location/Site(s) of the Study

In Iowa, 17 grant-funded multi-jurisdictional drug law enforcement task forces and a random sample of municipal and county law enforcement agencies not receiving grant funds were targeted. Chosen agencies reflected both urban and rural settings, covering both small and large geographic areas.

Methodology

Two surveys of law enforcement personnel across the State of Iowa were conducted. The first survey consisted of 127 active members of the 17 grant-funded multi-jurisdictional drug law enforcement task forces. The second survey, similar to the first, consisted of a random sample of 96 respondents from county and municipal law enforcement agencies not involved in a Bureau of Justice Assistance-funded drug task force.

Division of Criminal and Juvenile Justice Planning staff also conducted an indepth study of three grant-funded task force work groups, which consisted of interviews with key personnel, participant observations, and an examination of the operational models of the three task forces.

Findings

Findings provide for a general description of the 17 funded task forces, including task force size, targets, participating agencies, governing boards, expenditures, and operational model (e.g., decentralized task force versus centralized task force).

Findings reveal the benefits associated with the multi-jurisdictional drug law enforcement task forces. Some of the benefits realized by law enforcement agencies include the task forces' help in eliminating jurisdictional boundaries that commonly restrict law enforcement agencies' ability to investigate cases that involve jurisdictions other than their own. Task forces enable law enforcement agencies to pool their limited resources, share intelligence information, coordinate investigative activities, and improve working relationships among other agencies. This grant program also assists agencies financially, in purchasing equipment, funding personnel, and paying for other developmental operational expenses.

Task forces also provide an opportunity for officers to gain experience and training in drug investigation and to assist less experienced agencies in conducting drug investigations. Task forces help ensure that cases involving high-level narcotics distribution are properly coordinated and assisted by state and Federal agencies. Additionally, task forces are beneficial in improving police-community relationships by involving the media in their activities.

For each year of the task forces' existence, increased improvement in the quality of drug case investigations and prosecutions and a reduction in the amount of drugs available on the street have been identified.

Policy Implications

This report provides assistance to agencies that are looking to improve the operations of existing multi-jurisdictional task forces and is useful to other agencies interested in increasing multi-jurisdictional law enforcement efforts. Serving agencies with a list of recommendations and limitations regarding the implementation of multi-jurisdictional task forces, this report identifies a number of programmatic features that help to enhance the effectiveness of individual task forces (e.g., identifying guide operations and interactions helpful in developing a policy and procedure manual and adopting a written set of policies and procedures to prevent future conflicts).

The primary mission is to ensure that all agencies involved in task forces share similar expectations and work toward the same objectives. Advocating ongoing task force evaluations to define shortcomings and strong points, this report stipulates that changes can be made to eliminate problem areas and that advantages can be taken of the strengths.

Contact Person and/or Agency for Further Information

Iowa Department of Human Rights
Division of Criminal and Juvenile Justice Planning
Lucas State Office Building
Des Moines, IA 50319
(515) 242-6121

or

Governor's Alliance on Substance Abuse
Lucas State Office Building
Des Moines, IA 50319
(515) 281-4518

KENTUCKY

DARE in Kentucky Schools 1988-89: An Evaluation of the Drug Abuse Resistance Education Program

Drug Abuse Resistance Education: An Assessment of the 1987-88 Kentucky State Police DARE Program

John R. Faine and Edward Bohlander, Jr.
Social Research Laboratory
Western Kentucky University

Program Objectives/Research Questions

This report summarizes the results of an evaluation of Drug Abuse Resistance Education (DARE) efforts across the State of Kentucky. This evaluation effort has four major components: (1) effectiveness of the Kentucky State Police and Lexington-Fayette Urban County Police efforts at recruiting and training qualified law enforcement officers to serve as DARE instructors; (2) success of this training effort leading to the actual delivery of the DARE program in the classroom by trained officers; (3) how well the program was received by school teachers and principals; and (4) how successful DARE curriculum was in increasing peer resistance skills and changing drug attitudes and attitudes toward police.

Timeframe of the Study

1986-89

Location/Site(s) of the Study

Starting with the 1986-87 pilot program by the Lexington-Fayette Urban County Police and a four-county pilot program by the Kentucky State Police in 1987-88, the program has grown dramatically to now involve over 91 other law enforcement agencies and over 50 separate school systems during the 1988-89 school year.

Methodology

Starting with the 1987-88 effort, the Social Research Laboratory of Western Kentucky University agreed to conduct an independent assessment of the effectiveness of this combined DARE effort.

Data for this study span the 2 years of the Kentucky State Police effort. Records on DARE training workshops have been used to document the success of the instructor training efforts. Questionnaires and interviews completed with DARE instructors have helped record the spread of the program into nearly 300 elementary and middle schools. Evaluation questionnaires were also completed by more than 400 educators. Finally, extensive testing of approximately 2,000 DARE and non-DARE students in the state and elsewhere has provided a longitudinal framework for assessing the long-term impact of the curriculum on youth.

The actual assessment of the short- and long-term effects of the program on students was investigated in three separate studies. The first followed the attitude changes of students over a 2-year span starting in the 1987-88 DARE effort. A second analysis compared these same students to matched students in other counties who had not received DARE. The third study looked at the short-term impact of the program among inner-city students in a large metropolitan area.

Findings

In the past 2 years, a total of 9 instructor training workshops have been conducted, with 184 Kentucky law enforcement officers completing the 80-hour DARE training. The core curriculum of the program was taught in 50 different counties and around 300 schools throughout the state. Over 22,000 students received the DARE core curriculum during the 1988-89 academic year.

Among the over 400 teachers surveyed, overwhelming support for the impact of the DARE program on students was voiced by school personnel. Teachers believed the program had a positive influence on the attitude and behavior of students. Nearly unanimous support was given for the continuation and expansion of the DARE curriculum.

The attitudes of students were very much against the use of drugs of any kind before, immediately after, and a year following the DARE program. The low values recorded on all scales were extremely encouraging. Peer resistance, drug attitudes, and attitudes toward police improved significantly from before to immediately after the curriculum. Evidence from the 1987-88 evaluation also supports a short-term

significant improvement in self-esteem and knowledge of drugs and alcohol. However, a year after the program, attitudes deteriorated among boys and girls in all types of schools.

Comparison of DARE students with non-DARE students 1 year after the program showed very few significant long-term differences. No significant differences were found between DARE and non-DARE students in (1) drug attitudes, (2) attitudes toward police, (3) cigarette attitudes and perceptions, (4) alcohol attitudes and perceptions, and (5) marijuana attitudes and perceptions. Results of the comparison students were compromised, however, because the comparison group had recently received a "Just Say No" program.

Comparison of the short-term effects of DARE among inner-city students in a metropolitan school system showed no positive gains following the program. No significant differences were found in (1) drug attitudes, (2) peer resistance, or (3) attitudes toward police. As reported elsewhere, drug attitudes and experiences among inner-city metropolitan students were considerably unlike those reported in Kentucky, suggesting a greater familiarity with drugs, adult role modeling, and pressure for drug use among inner-city students in lower socioeconomic strata.

Policy Implications

Generally, this evaluation of the DARE program in Kentucky had a positive impact on students' attitudes toward drug use, suggesting that the program should be continued and expanded. However, the evaluation did indicate areas in which the program needs to be examined more closely for effectiveness. For example, the evaluation found that students' attitudes toward drug use deteriorated a year after going through the program. This indicates that some type of followup program should be instituted on a periodic basis for the students. Another finding of the evaluation was that DARE had relatively little effect on inner-city students in lower socioeconomic strata, suggesting that the DARE program may need to be adjusted to address the unique needs of these children.

Contact Person and/or Agency for Further Information

John R. Faine or Edward Bohlander, Jr.
Social Research Laboratory
Western Kentucky University
Grise Hall, Room 113
Bowling Green, KY 42101
(502) 745-2291

Kentucky Justice Cabinet Drug Control and System Improvement Survey: Final Report

Eric Schneider, Knowlton W. Johnson,
and Linda Burgess
Urban Research Institute
College of Urban and Public Affairs
University of Louisville

Program Objectives/Research Questions

The Anti-Drug Abuse Act provides Federal assistance to states and units of local government to carry out specific programs that offer a high probability of improving the functioning of the criminal justice system. As the initial step in preparing the 1992-93 plan for the Kentucky Narcotics Control Assistance program, the Justice Cabinet of the Commonwealth of Kentucky commissioned the University of Louisville's Urban Research Institute to conduct a statewide survey of criminal justice policy makers. The purpose of the survey was to obtain input on prioritization of 23 drug control program areas.

Timeframe of the Study

October 29-December 2, 1991

Location/Site(s) of the Study

Sixteen commissions or agency categories identified by the Kentucky Justice Cabinet

Methodology

The Drug Control and System Improvement Survey was mailed to 1,004 persons selected by the Kentucky Justice Cabinet. The respondents represented 16 commissions or agency categories, as identified by the Cabinet. Included in the final analysis were 432 questionnaires.

The survey instrument was comprised of 23 program areas to be rated on a 5-point scale, with 5 representing the highest priority and 1 representing the lowest priority. Two additional data elements were captured; the respondents were asked to record the county in which their agency was located, and the agency type was precoded on the instruments before delivery. The county data were used to separate respondents by Area Development Districts.

Findings

Results reveal Drug Abuse Resistance Education (DARE) to be a very high priority, with a mean score of 4.32. Two other programs had priority-ranking mean scores higher than 4.0: (1) programs that assist law enforcement organizations in impeding the sale and use of illegal substances to the actual drug user and (2) multi-jurisdictional drug task force programs that coordinate Federal, state, and local drug law enforcement agencies and prosecutors.

Other program areas whose mean scores approached 4.0 include community crime prevention and domestic and family violence programs for adults and juveniles. The remaining program areas, with one exception, were ranked relatively close together, ranging from a mean of 3.8 to a mean of 2.95.

Policy Implications

Given that agencies with different missions may have different program priorities, attention must be directed to priority rankings by various agency types. Variance between agency categories was generally small, although some differences were apparent. Among the notable differences was the ranking of financial investigative programs by the Kentucky Law Enforcement Council, which ranked this program highest overall. Only one other group placed this item in the top third, and the program was ranked 19th overall. A similarly predictable priority ranking was the Juvenile Justice Commission's placement of programs that meet the treatment needs of adult and juvenile drug- or alcohol-dependent offenders as its top priority. This program was ranked 10th overall and appeared in the top third of seven groups' priority rankings. Another group that did not rank DARE at the top of its list was Probation/Parole, which rated criminal justice information systems as the highest priority area.

Contact Person and/or Agency for Further Information

Kentucky Justice Cabinet
403 Wapping Street
Bush Building, Second Floor
Frankfort, KY 40601
(502) 564-3251

Louisville and Jefferson County Drug Database: Third Annual Report

Louisville and Jefferson County Crime Commission

Program Objectives/Research Questions

This report addresses two major areas concerning illegal drug activities within Louisville and Jefferson County. First, the report outlines the law enforcement and judicial facets of drug activities and tracks the status of drug-related offenses from arrest to final disposition. It also provides information regarding illegal drugs and nondrug assets either seized or forfeited. Second, the report provides statistics regarding the community's role in combating the overall drug problem, such as drug and alcohol incidents within local schools, drug-related emergency room incidents, and treatment alternatives that are available and used.

Timeframe of the Study

July 1, 1990-June 30, 1991

Location/Site(s) of the Study

Louisville and Jefferson County, Kentucky

Methodology

This report provides current statistics as well as comparisons to the statistics of two previous reports. The drug data contained in this report are based on information collected for the past fiscal year, while the two previous reports cover July 1988-June 1990.

Findings

Arrests for drug-related offenses within Louisville and Jefferson County declined over 13% this past year. There was a slight increase in the number of drug cases dismissed, and the conviction rate for felony drug offenses increased 91% this year, compared to 87% in fiscal year 1990.

The largest numbers of convictions by offense and drug type continued to be possession of marijuana and trafficking in cocaine. Almost one-third of the statewide drug convictions occurred in Jefferson County. Over half of all final drug conviction dispositions resulted in probation, and 70% of the prison terms were the result of trafficking offenses. The average prison sentence length imposed for trafficking in cocaine was approximately 63 months.

Juvenile drug arrests and drug or alcohol incidents that occurred in local schools or at school-sponsored functions showed a significant decline this year compared to fiscal year 1990. For the 3-year period, juveniles were arrested for marijuana offenses more frequently than for any other drug.

Although all drug arrests decreased this year, more individuals received treatment for either drug- or alcohol-related problems. Cocaine, marijuana, and alcohol continued to be the drugs of choice for individuals treated. Drug-related emergency room incidents increased over each of the past 3 years at a rate of approximately 40% each year. Drug- and alcohol-related deaths showed a slight decline; however, next year's report will include traffic fatalities, which may reflect a significant increase in the number of drug- and alcohol-related deaths.

The total estimated street value of drugs seized or purchased for the 3-year period was approximately \$6,800,000. During fiscal year 1991, local police agencies and specialized prosecutors were directly responsible for the seizure and/or forfeiture of assets that totaled over \$930,000.

Contact Person and/or Agency for Further Information

Louisville and Jefferson County Crime Commission
719 West Jefferson Street
410 Civic Plaza
Louisville, KY 40202
(502) 625-5088

Persuasive Communication and Drug Prevention: An Evaluation of the D.A.R.E. Program

Richard R. Clayton, Ph.D., Anne Cattarello,
L. Edward Day, and Katherine P. Walden
Center for Prevention Research
University of Kentucky

Program Objectives/Research Questions

The research examined the Drug Abuse Resistance Education (DARE) program's influence on students' attitudes toward drug use (both general and substance specific), peer-related factors, self-esteem, and self-reported substance use. The results were also viewed separately for the police officers delivering the program.

Timeframe of the Study

Data were collected in the fall of 1987 and the spring of 1988 for one sixth grade cohort.

Location/Site(s) of the Study

The study was conducted in the 31 elementary schools in Lexington-Fayette County.

Methodology

An experimental design was used in which 23 schools were randomly assigned to receive the DARE curriculum and 8 schools were designated as controls. The control schools received the preexisting drug unit in the science curriculum.

Pre- and posttest self-report student questionnaires were used with an average of 4 months between data collection. The questionnaires asked about general attitudes, student self-esteem, peer relationships, peer-pressure resistance, and reported drug use. Scales used were found to be internally consistent. Complete pre- and posttest information was obtained from 1,927 sixth grade students.

Findings

The sample was composed equally of males and females, with a majority of whites (76%). Thirty percent reported use of alcohol by the time of the pretest. Nearly as many had tried cigarettes, and only 4% had tried marijuana.

At the time of the pretest, the experimental and control groups did not differ on most characteristics examined via chi-square and t-tests. The two groups differed statistically by race (more whites in the treatment group), by a measure of general attitudes toward drugs (the control group was more negative toward drugs), and by use of alcohol (the treatment group reported more alcohol use). Race was used as a control variable in subsequent analyses.

At posttest, the DARE students had more statistically significant negative attitudes toward drugs in general, cigarettes, alcohol, and marijuana than the controls. This significance of the finding is underscored by the more favorable drug attitudes with which the experimental group began. Regarding peer-pressure resistance, the trends were in favor of the treatment group, although the differences were not statistically

significant. The two groups did not differ on change in self-esteem or reported use of cigarettes, alcohol, or marijuana. With respect to change in substance use, the baseline values were small, and children in this age group are only beginning to enter the primary period of initial use. More time is needed to examine effects on use for these subjects.

The evaluation also examined effects of the DARE program among the officers involved. Students taught by one officer had significantly less changes in the desired directions than those taught by the other three officers presenting the DARE program. The officer teaching the less successful group tended to be more "expressive" in his teaching style, and the other officers tended to be more "instrumental" or "task oriented." The less successful group also tended to come from inner-city schools thought to be less receptive to the DARE message. The officers were not randomly assigned to the schools. Thus, it is unclear whether this finding represents a between-school effect or a between-officer effect.

Policy Implications

The DARE program changed attitudes toward drug use. It had a stronger initial effect on attitudes toward drug use than on reported use.

The lack of large pre- to posttest differences may be due to the existence of "ceiling effects." Preteens tend to hold very negative attitudes toward drug use and report low levels of use. Sufficient time for behavioral differences to reasonably appear must be allowed in followup studies of children just entering the primary risk period for initiating drug use.

Assignment of DARE officers to schools may need to consider personal and teaching styles of the officers and learning styles of the students, which may vary among classrooms, schools, and ecological variables that are not school based.

Contact Person and/or Agency for Further Information

Richard R. Clayton, Ph.D.
Professor of Sociology
University of Kentucky
Center for Prevention Research
147 Washington Avenue
Lexington, KY 40506
(606) 257-5588

Program Evaluation: Jefferson County Drug Testing Program—Third Year: Final Report

Gennaro F. Vito, Ph.D., and Deborah G. Wilson, Ph.D.
School of Justice Administration
University of Louisville

Program Objectives/Research Questions

The Jefferson County Drug Testing Program established a system for the identification of controlled substance abuse by felony probationers, parolees, and misdemeanor probationers in Jefferson County. Offenders who initially tested positive for abusing drugs may avoid confinement only by their participation in the drug abuse treatment program. They must also demonstrate (through random retesting) that they are not continuing to abuse controlled substances.

Timeframe of the Study

1990

Location/Site(s) of the Study

Jefferson County, Kentucky

Methodology

A total of 963 clients were tested during the third year of the drug testing project. Data for this study were gathered from the client files housed in the Jefferson County Office of the Division of Probation and Parole. Every client was tested at least once, with some being tested as many as 15 times during the project year.

Findings

The findings of this study suggest that the drug testing program has been successful in providing effective referral for treatment, enhancing the effect of treatment, and providing for public safety in the community. Of the 963 clients tested during this 1-year period, 35% tested positive for the use of drugs. This 35% rate of positive tests at initial client screenings represents a 6% reduction in the outcome of similar tests from the second year of the program. These findings suggest that a reduction in the rate of positive findings of drug use upon initial testing is attributable to a program effect. In other words, the threat of testing, frequency of testing, and stringent response to three positive tests has affected the tendency of probationers and parolees to utilize drugs while under supervision.

Policy Implications

The basic recommendation substantiated by the results of this study is a continuation of drug testing in conjunction with drug treatment as a valuable strategy of reducing drug abuse in the community. While the monies for this program are limited and therefore most efficiently utilized in referral procedures for treatment, an additional recommendation is to continue some random testing to gather additional information on the general probation and parole population.

Contact Person and/or Agency for Further Information

Gennaro F. Vito, Ph.D., or Deborah
G. Wilson, Ph.D.
School of Justice Administration
University of Louisville
Brigman Hall, Belknap Campus
Louisville, KY 40292
(502) 588-6567

Surveillance and Treatment on Probation— STOP in Lexington: An Evaluation

Richard R. Clayton, Ph.D., Katherine P. Walden,
and Gary T. Bennett
Center for Prevention Research
University of Kentucky

Program Objectives/Research Questions

The Surveillance and Treatment on Probation (STOP) Program involves random urine testing and intensive treatment delivered to probationers who have a history of drug abuse and, in many cases, a history of criminal justice system involvement. The purpose of the STOP Program is to reduce drug abuse and criminality among probationers through close supervision, random urine testing, and provision of a phased treatment program.

Timeframe of the Study

June 1988–March 1989

Location/Site(s) of the Study

Lexington, Kentucky

Methodology

This report empirically examines the STOP Program as it has operated in Lexington from June 1988 to March 1989. The data were obtained directly from records kept at the offices of the STOP Program. The Lexington-Fayette Urban County Police Department provided police records for arrests and charges listed for clients of the STOP Program.

Findings

The study used stepwise multiple regression to assess whether a client's sex, race, age, marital status, days at risk, or legal status impacted the number of positive urinalyses. The study found that the most powerful predictor of a positive urinalysis was rearrest, which accounted for 14% of the variance. The next most significant variable in explaining the number of positive urinalyses was race. Blacks in this study were more likely to present positive urinalyses than whites. The study found that younger clients were more likely than their older counterparts to provide positive urinalyses. Finally, legal status accounted for a significant amount of the variance explained in the number of positive urinalyses.

Stepwise regression was also used to predict the number of rearrests and program progress. Three variables—number of days at risk, number of positive urinalyses, and program progress—were significant and accounted for 44% of the variance in rearrests. The most powerful predictor of program progress was rearrest (accounting for 15% of the variance).

Policy Implications

First, the study recommended that STOP be continued. There is growing recognition that "demand reduction" programs, particularly those targeted at "high-risk" groups, offer the best hope of reducing drug abuse and its associated problems of criminality and other deviant behaviors. STOP is an essential element in the menu of demand reduction programs in Lexington-Fayette County.

Second, it is important to recognize that STOP is an unusual and possibly unique program for dealing with the crime-drug connection among probationers. We need to understand how to intervene effectively with this group. STOP could be a "model" for accomplishing the goal of breaking the crime-drug connection among probationers.

Third, a key element in the STOP Program is the Structured Addiction Program (SAP). This evaluation does not deal directly with this treatment package or its impact on the progress and success of STOP clients. It is important to focus on the treatment aspects of STOP and to begin to determine the efficacy of various elements of the treatment regimen.

Fourth, STOP is only one element in a comprehensive approach to reduce the levels of drug abuse and criminality in a high-risk group. It is important to identify and examine ways to improve interorganizational communication and data collection that are "case specific" so that even greater reductions can occur in criminality and drug abuse among probationers.

**Contact Person and/or Agency
for Further Information**

Richard R. Clayton, Ph.D.
Professor of Sociology
University of Kentucky
Center for Prevention Research
147 Washington Avenue
Lexington, KY 40506
(606) 257-5588

MARYLAND

Maryland Adolescent Survey Report 1990: A Statewide Analysis of Student Tobacco, Alcohol and Other Drug Use

Raymond P. Lorion, Ph.D., Anne Brodsky,
Carol Bartels, and Mary Jo Flaherty
Department of Psychology
Center for Substance Abuse Research
University of Maryland at College Park

Program Objectives/Research Questions

This project aimed to provide information about (1) the nature and extent of tobacco, alcohol, and other drug use among students; (2) individual, familial, and peer factors that relate to using or not using tobacco, alcohol, and other drugs; (3) perceptions of the physical and psychosocial consequences of tobacco, alcohol, and other drug use; and (4) students' knowledge about tobacco, alcohol, and other drugs. The survey was designed to assist state organizations in developing drug education programs; community-based prevention programs; and tobacco, alcohol, and other drug abuse treatment strategies.

Timeframe of the Study

The 30 days prior to December 1990

Location/Site(s) of the Study

All 24 of Maryland's public school systems

Methodology

The survey was administered to 13,654 students in grades 6, 8, 10, and 12. The student sample was selected to represent the population of Maryland's public schools based on essential population demographics. Survey participation was voluntary, and the confidential nature of the responses was emphasized to participants.

Findings

A significant number of students reported using no drugs during the 30 days prior to the survey. Compared to 1984, the 1990 percentage of students reporting use of any drug other than tobacco and alcohol decreased in grades 10 and 12 and increased in grades 6 and 8.

Among students who reported drug use, alcohol and tobacco were the most frequently used substances. Tobacco use was reported by 4% of 6th graders, 14% of 8th graders, 25% of 10th graders, and 30% of 12th graders. Alcohol use was reported by 9% of 6th graders, 28% of 8th graders, 44% of 10th graders, and 53% of 12th graders.

Many students reported that they began using drugs in elementary school, and the percentage of students reporting current use of drugs increased with grade level. Marijuana use was reported by 1% of 6th graders, 3% of 8th graders, 9% of 10th graders, and 14% of 12th graders. Inhalant use was reported by 5% of 6th graders, 9% of 8th and 10th graders, and 7% of 12th graders. Steroid use was reported by 1% of students in all grades surveyed. Amphetamine use was reported by 2% of 6th graders, 4% of 8th graders, 6% of 10th graders, and 5% of 12th graders. Methamphetamine use was reported by 1% of 6th graders, 2% of 8th graders, 3% of 10th graders, and 2% of 12th graders. Barbiturate use was reported by 1% of 6th graders, 2% of 8th graders, and 4% of 10th and 12th graders. Heroin and PCP use was reported by 1% of 6th and 8th graders and 2% of 10th and 12th graders. LSD use was reported by 1% of 6th graders, 2% of 8th graders, and 4%-5% of 10th and 12th graders.

Crack cocaine was not among the 10 most frequently used drugs at any grade level. One percent of 12th graders and less than 1% of 6th, 8th, and 10th graders reported using crack. Other cocaine use was reported by less than 1% of 6th and 8th graders, 1% of 10th graders, and almost 2% of 12th graders.

A major concern was the number of students, especially in grades 6 and 8, reporting use of marijuana, amphetamines, and inhalants. More sixth graders reported experience with inhalants than with tobacco. Students who indicated that a parent or other adult was home after school were the least likely to report using drugs.

Policy Implications

Because substance abuse starts at an early age, substance abuse prevention efforts must be firmly in place at elementary and junior high school levels. Students' knowledge about drugs must be increased prior to their entering high school. Sustained attention must be given to high levels of alcohol and tobacco use reported by students.

Smoking cessation programs should be available to sixth and eighth graders and their younger peers.

Alcohol prevention programs may need to be dramatically expanded. The sizable increases in the reported use of amphetamines and inhalants require immediate attention. Drug prevention efforts should be expanded, with emphasis on involving as many elements of the community as possible, particularly parents.

Contact Person and/or Agency for Further Information

Larry Dawson
Governor's Drug and Alcohol Abuse Commission
300 East Joppa Road
Suite 1105
Towson, MD 21204
(410) 321-3528

MASSACHUSETTS

The Analysis of Intervention Impacts and Change in Crime: A Task Force Analytical Exemplar

William M. Holmes, Ph.D., and Teresa
A. Mayors, M.A.
Statistical Analysis Center
Massachusetts Committee on Criminal Justice

Program Objectives/Research Questions

This study discusses analytical procedures for examining the effect of drug enforcement task forces on change in crime. Using an analytic example based on statewide Uniform Crime Reporting (UCR) data, the report identifies methodological problems in working with crime change data and discusses strategies for dealing with these problems.

Timeframe of the Study

1986-88

Location/Site(s) of the Study

State of Massachusetts

Methodology

The analytical models are illustrated using UCR violent crime offense statistics for 242 police jurisdictions in Massachusetts between the years 1986 and 1988. Data were provided by the Crime Reporting Unit of the Criminal History Systems Board of Massachusetts. The average number of crimes and crime rates in cities with and without drug enforcement task forces were compared using one-way analysis of variance. Variables to control for confounding factors were then introduced using analysis of covariance, and differences in the outcomes of these two analytic techniques are illustrated.

Findings

Use of the UCR data illustrates three problems in the analysis of change in crime data: correlation of change measures with baseline values, correlation of current change with prior trends, and association of change measures with alternative confounding factors. The findings show how apparent differences in crime and crime rates between cities with and without task forces may be an artifact of these problems.

In the example provided, simple comparisons of cities' data were made using standard analysis of variance F-tests. Results of these simple comparisons indicated not only that the task forces failed to reduce crime measures, but also that violent crime was exacerbated in cities with task forces. However, closer examination showed that one reason for a finding of no difference in crime between the two groups of cities is that target cities received task forces at different times during the 3 years examined. Furthermore, some projects were not yet sufficiently implemented to show any effect on the measures of impact used.

Change in violent crime in cities with task forces may have been larger than in cities without task forces because these cities started off with higher baseline levels of crime (which may also explain why these cities were selected to receive task forces). The change in violent crime may also be an artifact of a prior trend in increasing crime that existed before these cities were selected for task forces.

Differences in crime between cities with and without task forces may also be confounded by other differences that exist between these two groups of cities. After statistically adjusting for these potential problems in the analytical example, the apparent exacerbating influence of task forces on violent crime was shown to be an artifact of a confounding factor; in this case, the fact that task force cities started out with higher violent crime rates than cities without task forces.

Other factors may serve as "suppressor" variables that mask true differences in crime in the cities examined. The example illustrates how true differences in crime were masked by the effects of changes in the computer systems used by some cities to report crime. After eliminating this confounding (i.e., suppressor) effect, it was shown that task forces substantially reduced the increases in crime in target cities.

Policy Implications

Evaluations of drug strategy impacts must incorporate analytical and methodological controls for the potential problems illustrated here; otherwise, evaluations may produce false or erroneous results. Specific confounding factors that must be considered and controlled for include the degree of project implementation, unemployment, poverty,

the level of education, divorce, population migration and age structure, city size, and proximity to major transportation routes.

**Contact Person and/or Agency
for Further Information**

William M. Holmes, Ph.D.
Director
Statistical Analysis Center
Massachusetts Committee on Criminal Justice
100 Cambridge Street, Room 2100
Boston, MA 02202
(617) 727-0237

Drug Analysis Laboratories: Case Study

Teresa A. Mayors, M.A.
Statistical Analysis Center
Massachusetts Committee on Criminal Justice

Program Objectives/Research Questions

In April 1988, Federal formula grant funds became available to local police in Massachusetts for street-level enforcement. During the next 3-4 months, it was recognized by policy makers that the war on drugs would have an impact on an already overworked drug analysis laboratory.

A plan was needed to enable the Department of Public Health (DPH) drug laboratory to respond to the new pressures from the increasing drug enforcement activities. Eight- to ten-week delays in sample testing were cited by police, prosecutors, and judges as the reason for severe court delays in processing drug cases. In some instances, the Commonwealth had to dismiss cases because the evidence was not ready for trial. Even the media were beginning to focus attention on the deleterious effects of these delays on the prosecution of cases. Policy makers initially focused their discussions on the possibility of obtaining an increase in the state appropriation. Owing to budget constraints, a drug lab fee for offenders was signed into law as a permanent source for the drug analysis laboratories.

The stated goals for the federally funded efforts were the elimination of the sample backlog and the significant reduction of the turnaround time for analysis. This report examines the impact that the utilization of formula grant funds and drug lab fee monies had in reducing the backlog and turnaround time at the DPH laboratory.

Timeframe of the Study

1990

Location/Site(s) of the Study

Department of Public Health, State of Massachusetts

Methodology

Success of this plan is measured by looking at the backlog and turnaround times at the beginning of the project and once the activities were under way. This evaluation of DPH laboratory activity extends back to 1981.

Findings

The utilization of formula grant funds, in combination with the drug lab fees, has resulted in the successful elimination of the backlog and an effective reduction of the turnaround time at the DPH drug analysis laboratory. The possibility of any negative impact on the flow or disposition of cases resulting from delays in laboratory analysis has been prevented. The backlog was reduced to 11 days (down from 8- to 10-week delays), and the drug lab fee is slowly being institutionalized.

Policy Implications

Recommendations for further research and evaluation activities should focus on the broader impact on the criminal justice system. Having eliminated one of the major obstacles to effective case flow, it would only make sense to try to uncover other bottlenecks in the process or to suggest other procedures that could be adopted by the laboratory to further enhance the timely delivery of the results of analyses to the courts.

Specific hypotheses about the impact of the program elements and/or policy components should be tested, and the results should be incorporated into the overall analysis of the project to date and into the recommendations for future action/funding.

**Contact Person and/or Agency
for Further Information**

Teresa A. Mayors, M.A.
Evaluation Specialist
Massachusetts Committee on Criminal Justice
100 Cambridge Street, Room 2100
Boston, MA 02202
(617) 727-1892

Impact of Drug Offenders on County Houses of Correction

William M. Holmes, Ph.D., and Michael Reibel
Statistical Analysis Center
Massachusetts Committee on Criminal Justice

Program Objectives/Research Questions

This report presents a comprehensive picture of the nature, extent, and impact of drug cases on the population of inmates in county Houses of Correction by examining the characteristics of the drug and alcohol offender populations, the impact of drug incarcerations, the flow analysis of persons at each stage of the criminal justice system, and the applicability of systems planning.

Timeframe of the Study

March 7–May 3, 1989

Location/Site(s) of the Study

State of Massachusetts

Methodology

This descriptive study is a quasi-experimental design using male inmate characteristics and criminal history information as measures. All data were derived from classification files; retrospective data described the prior history of the offender, and current data determined offense, sentence, and other correctional information. The sample was drawn from inmates admitted to eight institutions during 1987 and did not include inmates whose sentence was less than 30 days. Data from a separate study on women inmates allow for a secondary analysis.

Findings

The average inmate age was 27.6 years. The majority were white and single and had never finished high school or received a GED. A majority came from poor communities, and occupations tended heavily toward outdoor manual labor. A correlation was discovered between race and affluence, i.e., white inmates came from more affluent neighborhoods.

A majority of the offenders had a history of alcohol and other substance abuse. By a wide margin, alcohol was the substance of choice. It was followed, in order of prevalence, by heroin, cocaine and other stimulants,

marijuana, and minor depressants and hallucinogens. Users of cocaine and other stimulants were largely convicted of drug offenses, while users of heroin were primarily convicted of larceny/receiving and burglary.

The vast majority of inmates had been convicted of operating a motor vehicle under the influence. Other primary offenses were larceny/receiving, burglary, assault, and drugs. The most common secondary and tertiary convictions varied between larceny/receiving and motor vehicle offenses.

Most inmates had prior convictions; in almost all offense categories, the prior offense was in the same category as the current offense. Inmates convicted of larceny/receiving were the worst recidivists, while alcohol offenders were most likely to have no prior convictions.

The average sentence length was 9.6 months; the most commonly imposed sentence was 6 months. The presence of an accompanying offense had a significant impact on the length of the primary sentence; however, sentences for accompanying offenses were all concurrent. Other findings are as follows: (1) Sentence length was not correlated with prior incarcerations; (2) a majority of inmates had jail credit deducted from their sentence because of pretrial detention; (3) slightly more than half had formal discipline reports; and (4) a minority were granted furloughs.

The largest group of substance abusers was white, did not graduate from high school or receive a GED, and had atypical work histories. Abusers were more likely to have a history of alcohol or drunk driving offenses; non-substance abusers, a history of larceny.

For women inmates, the average sentence length was 12.8 months; the median was 9 months. The women had extremely high levels of drug and alcohol abuse; nearly two-thirds used heroin or cocaine daily. A little more than half had previous mental health treatment, and a substantial minority had previous alcohol or drug treatment. A majority had received AIDS information.

To research the flow of inmates, it was necessary to analyze the time served by prisoners. The average sentence length was 9.1 months; however, the average actual time served was 5 months. Using these numbers, a single bed can accommodate 2.7 prisoners per year. Due to disparities in sentencing lengths, an increase in drug offenders slows the flow of inmates, while alcohol offenders speed it up. This finding has two implications: (1) Diverting alcohol offenders into

alternate programs will not alleviate overcrowding, and (2) increasing the drug arrest and incarceration rate will exacerbate overcrowding.

Policy Implications

Short-term incarceration should be studied in an effort to prevent recidivism.

Alternate programs dedicated to intervention with short-term prisoners should be developed and implemented. These alternate programs are useful, allowing the correctional system to better assess an inmate's needs, to educate and motivate inmates on the nature and solution to their problems, and to allow for the diversion of inmates into residential facilities.

Less serious drug offenders may be good candidates for alternate sentences because they serve less time. Although diverting alcohol offenders will not relieve overcrowding, a combination of alcohol offenders and less serious drug offenders may substantially alleviate overcrowding.

Contact Person and/or Agency for Further Information

William M. Holmes, Ph.D.
Director
Statistical Analysis Center
Massachusetts Committee on Criminal Justice
100 Cambridge Street, Room 2100
Boston, MA 02202
(617) 727-0237

Joint State/City Anti-Violence Task Force: Case Study

William M. Holmes, Ph.D., and Elizabeth Dillon
Statistical Analysis Center
Massachusetts Committee on Criminal Justice

Program Objectives/Research Questions

In early 1990 the Governor of Massachusetts and law enforcement officials examined the rapidly increasing violence on the streets of Boston; specifically, gun-related violence. Although the number of homicides was not decreasing, overall violence appeared to decline, and concern grew in the area of illegal gun carrying

and its relationship with violent crime. In March 1990, a working group, later named the Joint State/City Task Force, was created to coordinate the state's law enforcement agencies to reduce violent crime.

The fundamental goal of the project was to remove targeted individuals from the streets, to increase the certainty of their punishment, and to incapacitate them from committing additional crimes. The goals were applied to three overlapping groups of offenders: individuals defaulting on their court appearances for Bartley-Fox gun-carrying violations, members of identified gangs, and fugitives having a history of violent offenses.

This report summarizes the Joint State/City Task Force project. The strategy of the project and its accomplishments are examined. Recommendations for using knowledge gained from this project in targeting other fugitive populations are also presented.

Timeframe of the Study

1990-91

Location/Site(s) of the Study

Boston, Massachusetts

Methodology

The Joint State/City Task Force was studied using both qualitative information and quantitative data. Qualitative information included oral reports from task force members, direct conversations, and the examination of project documents. Quantitative information focused on baseline description, periodic status updates, and description of project outcomes. The quantitative measures were directly related to the project objectives: statistics on individuals located, arrested, disposed, tried, convicted, sentenced, incarcerated, and with warrants cleared.

Findings

The Bartley-Fox default list totaled 118. Of the 118 targeted defaulters, less than 20 remained at large in the Commonwealth after 9 months. There were no defaults on Bartley-Fox charges since November 1990 and only 20 defaults since June 1, 1990. Eleven of those individuals were apprehended by the study's conclusion.

A number of violent fugitives, including gang members, were incarcerated as a result of the program. By February 1991, 371 gang members were arrested and indicted. The majority of those indicted were convicted or pleaded guilty and were incarcerated. Sixty percent of the individuals indicted had reached a disposition of their case by February 1991. Eighty-six percent of the disposed individuals had guilty verdicts or pleas. Eighty-seven percent of the guilty were incarcerated.

Policy Implications

A task force involving state and local governmental agencies requires special efforts to be successful. Active leadership and support from public officials is needed to overcome traditional institutional barriers that exist between the agencies involved, particularly when different branches of government are involved.

A designated coordinator for the project is also needed. Someone must ensure that information is being shared by all parties involved, monitor progress of the project, identify barriers, and coordinate resources and procedures to overcome these barriers.

Very clear criteria for identifying a target group of offenders are also essential. When the project began, different agencies in the task force did not fully agree on what names should be on the target list. When the criteria were clarified and agreement on the lists obtained, a smoother operation of the project occurred, and deviations from intended policy were easier to identify and rectify.

Contact Person and/or Agency for Further Information

William M. Holmes, Ph.D.
Director
Statistical Analysis Center
Massachusetts Committee on Criminal Justice
100 Cambridge Street, Room 2100
Boston, MA 02202
(617) 727-0237

Legal Dispositions and Videotaping of Drunk Drivers

William M. Holmes, Ph.D., and Teresa
A. Mayors, M.A.
Statistical Analysis Center
Massachusetts Committee on Criminal Justice

Program Objectives/Research Questions

Drunk driving is a serious challenge for police departments. In Massachusetts in 1987, more than 2,700 people were incarcerated for this offense. More than 4,100 people were arraigned by the Massachusetts courts during that same year, and 331 people were arraigned for vehicular homicide.

One response to the problem of drunk driving is videotaping of drunk drivers. Since 1984, police departments in the Commonwealth that have utilized videotaping of drunk driving offenders, i.e., those arrested for operating under the influence (OUI), have reported that videotape evidence can reduce the expenses and delays of trials. The number of time-consuming defense motions was reduced. After a pretrial viewing of their intoxicated condition, defendants were more likely to plead guilty, which also reduces the demand for court time and jury trials. A reduction in the number of jury trials has also resulted in savings for the police departments by reducing the cost of police overtime.

The Massachusetts Committee on Criminal Justice designed a project implemented through Bureau of Justice Assistance block grant funds to take a more systematic look at the effects of videotaping OUI offenders. The project had three objectives: (1) to speed the disposition of cases, (2) to lower court costs, and (3) to lessen overtime required for officers. These objectives were expected to produce an increase in guilty pleas and a decrease in jury trials. The supposition is that videotapes of drunk drivers will provide clear evidence to convince OUI offenders that they shouldn't waste their time on a jury trial and should try to resolve their cases with a plea.

Timeframe of the Study

April 1, 1988-April 1, 1989

Location/Site(s) of the Study

Forty-nine Massachusetts police departments

Methodology

The police departments provided historical data and four quarterly reports. The historical (baseline) data provided a source for comparisons with the subsequent quarterly reports. This allowed for the evaluation of the effects of videotaping on the disposition of OUI arraignments.

Baseline data from each of the police departments are described and compared with information from the followup quarterly reports. The baseline report for the 49 participating police departments includes aggregate data on district court and police department caseloads, OUI arraignment and offender status counts, the number of officers, the cost of overtime, and the estimated percentage of overtime costs attributable to court proceedings in OUI cases.

Individual-level information was included in the baseline reports for 1,818 cases. Data on these baseline cases include the type of offender, the disposition of the case, the method of disposition, and the length of time from arraignment to disposition. Additional information is described for 516 of the 1,818 instances in which the defendants were charged with at least one other offense in addition to OUI. These cases are described in terms of the additional charges, the disposition time, the outcome, and the method of disposition.

Beginning with April 1, 1988, quarterly reports were provided by the 49 participating departments. The information in these reports included aggregate data on the number of OUI arrests, with a breakdown by the type of offender, the number of arrests videotaped, the disposition of cases, the length of time to and the type of disposition, the overtime costs during the reporting period, and the estimated percentage of overtime associated with costs in OUI cases.

Findings

Data from the study support two primary conclusions. Videotaping does aid the prosecution of first-time, inexperienced, or heavy-drinking drunk drivers. It is substantially less effective against experienced offenders who are impaired, but not intoxicated. Among arrestees having few or no known priors, it increases guilty pleas or verdicts and speeds disposition of the cases. Among arrestees having multiple priors, it does not increase guilty pleas or verdicts and may increase the length of time to disposition. It does not appear to reduce the proportion of First Instance jury trials, but does seem to reduce the number of de novo trials. It does not reduce

the amount of officer overtime, but it does increase the time needed to book a case. There were insufficient data to determine whether overall costs were reduced.

Policy Implications

Videotaping of OUI offenders could be more widely considered for communities in which OUI offenders have fewer priors and that have adequate financial resources for taping all offenders. Videotaping could also be considered for those communities in which better documentation of booking procedures is desired. Communities in which there are many repeat offenders who refuse to perform any sobriety test in front of a camcorder should consider alternative strategies for these offenses.

Contact Person and/or Agency for Further Information

William M. Holmes, Ph.D.
Director
Statistical Analysis Center
Massachusetts Committee on Criminal Justice
100 Cambridge Street, Room 2100
Boston, MA 02202
(617) 727-0237

Program Implementation: First Year of the 1986 State and Local Narcotics Control Assistance

Program Implementation: Second Year of the 1986 State and Local Narcotics Control Assistance

Teresa A. Mayors, M.A., Pam Lemoine,
and Martha DeMaio
Statistical Analysis Center
Massachusetts Committee on Criminal Justice

Program Objectives/Research Questions

U.S. Department of Justice, Bureau of Justice Assistance, funds from the State and Local Narcotics Control Assistance Act of 1986 were distributed to local programs over a 2-year period. The first year of funding began in April 1988. This report focuses on the direction and outcomes of program implementation during the first 2 years.

The purpose of this report is to examine the results of the first and second year of the Drug Enforcement Assistance Grant.

Timeframe of the Study

1988-90

Location/Site(s) of the Study

State of Massachusetts

Methodology

The first year of the narcotics control assistance funding for Massachusetts was primarily intended to support two types of community-based enforcement initiatives: a target cities program and a community impact program. Under the target cities program, the Commonwealth identified 12 cities or towns that had the most acute drug problem. Seven target cities were funded in the first year, and eight were funded in the second year. The community impact program granted funds to local police departments on a regional basis to improve their street-level drug enforcement expertise and areas of intelligence. Twelve task forces received funding during the first and second year of the grants.

Additional funds went to district attorneys' offices to increase drug prosecutions, the Criminal Justice Training Council to expand training for law enforcement, the New England Special Purchase and Investigation Network as a resource for buy money, the Department of Public Health drug lab to improve testing productivity, and the Attorney General's Office to enhance investigation and intelligence of illicit drug trafficking.

This report summarizes these programs. It also describes their implementation, identifies strengths and weaknesses, and examines initial results of these programs.

Findings

The report details the spending patterns, site visits, and enforcement data supplied to the Massachusetts Committee on Criminal Justice (MCCJ). An analysis of spending patterns reveals that overtime was the area of greatest expenditure. For the 19 target cities and task forces funded in the first year, the range in the amount spent was from 36% to 85%. Equipment was the second most important expenditure. Seventeen of the nineteen programs reported buying some equipment. These purchases represented a minimum of 11% up to a maximum of 55% of their overall spending.

Site monitoring became more routine in the second year of the drug grant funding. For the 20 task forces and target cities, there was an average of 1½ visits for the year. The stated purpose of the visits was general assistance with grant preparation for the subsequent year of funding.

The arrest data provided to MCCJ by the task forces and target cities are incomplete. There is also considerable variation in the way in which the programs reported drug arrests. Some reported "task force" arrest counts and "departmentwide" arrests, while others gave only one report. However, the number of task forces and target cities that provided data increased somewhat in the second year, and the data consisted of arrest totals, drug removals, some information on asset seizures and forfeitures, and average street prices for the illegal drugs sold in the grantees' respective areas.

Policy Implications

The difficulties encountered while compiling this report provide direction for change and improvement. There is a need to document site visit reports and to validate major purchases. These changes will provide a clearer picture of the grantees' progress and improve the ability to trace grantee purchases. Better procedures for assessing the overall impact of the grantees' programs should also be established.

Contact Person and/or Agency for Further Information

Teresa A. Mayors, M.A.
Evaluation Specialist
Massachusetts Committee on Criminal Justice
100 Cambridge Street, Room 2100
Boston, MA 02202
(617) 727-1892

MINNESOTA

Minnesota 1990 Narcotic Task Forces At-a-Glance

Minnesota 1990 Narcotic Task Force Survey

Minnesota Criminal Justice Statistical Analysis Center

Program Objectives/Research Questions

The 1990 Narcotic Task Force Survey was created to provide a qualitative assessment of the effect of the narcotics task forces on drug trafficking and crime at the local level. In 1986 the U.S. Congress passed the Anti-Drug Abuse Act providing funds to the states for anti-drug efforts. The Governor of Minnesota created the Criminal Justice Policy Task Force at that time to coordinate these funds. In addition, the Narcotic Enforcement Coordinating Committee was created, which decided that top priority for funding would be multi-jurisdictional regional task forces.

In 1989 the legislature formed the Office of Drug Policy (ODP) to develop a drug strategy and to evaluate the drug programs in Minnesota. The ODP became the administrator of the state's 1990 anti-drug program and consequently became the administrator for the 26 multi-jurisdictional narcotics task forces receiving Federal funds. The information contained in this report comes from a study completed through the joint efforts of ODP and Minnesota Planning.

This survey assessed the effect of the 26 multi-jurisdictional task forces on the state's efforts to combat drug trafficking and crime at the local level. Several local drug enforcement issues were examined in this study, as was the ability of multi-jurisdictional task forces to address them. They included the ability of local law enforcement officials to identify and apprehend street-level dealers, to employ multiple sources of intelligence information, and to acquire the personnel and monetary resources necessary to pursue drug enforcement effectively at the local level. In addition, this study included information on prosecutorial assistance, investigatory procedures, and personnel associated with the narcotics task forces.

Timeframe of the Study

January–November 1991

Location/Site(s) of the Study

Minnesota's 26 multi-jurisdictional narcotics task force sites

Methodology

Information for this report was collected from a sample of the coordinators and officers of Minnesota's 26 multi-jurisdictional narcotics task forces. Two surveys were mailed in January 1991 to each of the 26 task force coordinators. One survey was to be completed by the coordinator of the task force, and the other was to be completed by an officer. Of the 52 surveys originally sent, 44 surveys were returned and used in the analyses. In addition, at least one survey was returned by 23 of the 26 narcotics task forces.

Findings

The main findings of this study reflect the respondents' opinions and attitudes about program success, agency cooperation, prosecutorial assistance, correctional services, and investigatory practices. According to the narcotics task force members, the program is a very successful drug control strategy at the street level. The respondents believe that organizing local agencies into narcotics task forces has benefited their local agencies.

The respondents believe that the formation of the narcotics task forces has increased cooperation at all levels of drug enforcement. However, respondents feel cooperative efforts have improved the most at the state and local levels. These findings indicate that task force members are more likely to rely on the Minnesota Bureau of Criminal Apprehension than the Federal Drug Enforcement Agency for intelligence information, personnel assistance, and technical assistance.

Respondents report a great need for assistance in the prosecution of cases, investigations, and legal consultation. Respondents from the seven metropolitan county areas are more likely than those from the nonmetropolitan areas to report that their narcotics task forces have jointly established policies with local prosecutors in such areas as procedures for documenting ownership and sources of appraisal.

The respondents believe that existing jail space is adequate for persons arrested and convicted of drug offenses, but they are concerned about future space needs. Most of the narcotics officers indicated that they have at least some awareness of local drug treatment programs, yet few report that they inform the families of drug offenders of these programs.

Almost half of the respondents report that their narcotics task force conducts several undercover buys before making an arrest, and 23% of the respondents report that their task force uses search warrants. However, task forces located in rural Minnesota are most likely to conduct several undercover buys and then make an arrest, while task forces from the seven-county metropolitan area are more likely to rely on a variety of procedures. Most of the respondents report that fewer than 25% of the drug offenders encountered by their task force are armed. In addition, approximately 55% of the respondents report that they have never been assaulted by a drug offender.

Policy Implications

According to the task force members, the greatest strength of the narcotics task force program is the effectiveness of multi-jurisdictional cooperation in local drug enforcement efforts. The primary weakness associated with the task force program is the overall lack of personnel and lack of stability regarding their assignment. The area in which most of the respondents believe improvements to the task force are necessary is funding.

Contact Person and/or Agency for Further Information

Daniel Storkamp
Minnesota Criminal Justice Statistical Analysis Center
Office of Strategic and Long Range Planning
300 Centennial Building
658 Cedar Street
St. Paul, MN 55155
(612) 297-7518

MISSISSIPPI

House Arrest Pilot Program Evaluation

Mississippi Department of Corrections
Community Services Division

Program Objectives/Research Questions

This evaluation compares offenders sentenced to House Arrest with offenders that are on parole. The research question addressed whether a select group of high-risk offenders who would normally remain incarcerated can be placed on House Arrest and not cause a greater danger to society.

Timeframe of the Study

October 1, 1988–September 30, 1990

Location/Site(s) of the Study

Mississippi Department of Corrections

Methodology

This evaluation was designed to make comparisons of the House Arrest participants to other groups of offenders released from incarceration through the current parole process. The House Arrest participants were categorized into two pools: (1) the general House Arrest pool (all House Arrest participants) and (2) the typical House Arrest participant pool (a subset of the general pool of House Arrest participants that reflects the central tendency of the demographic variables).

Comparisons were made among the following groups: (1) the general drug offender parolee pool versus the general House Arrest pool; (2) a subset of the general drug offender parolee pool that has characteristics comparable to those of the typical House Arrest participant pool versus the typical House Arrest participant pool; and (3) a subset of the Drug Identification (ID) Program participant pool that has characteristics comparable to those of the typical House Arrest participant pool versus the typical House Arrest participant pool. Within each of the above comparisons, the following variables were studied: (1) revocation percentages, (2) time to revocation, and (3) type of revocation. The data also focused on the actual supervision of the offender (e.g., number and types of contacts, urinalysis screening, treatment, and employment).

Findings

The findings suggest the following:

- Drug ID officers averaged 6.09 contacts with each offender per month. House Arrest officers averaged 13.5 contacts with each offender per month.
- Sixty percent of the participants in Drug ID were referred for some type of alcohol and drug treatment. Ninety-eight percent of the participants in House Arrest were referred for some type of alcohol and drug treatment. The most significant difference in treatment referrals was in House Arrest officers' emphasis on attendance at Alcoholics Anonymous and Narcotics Anonymous.
- The Drug ID participant was screened for drug usage an average of 2.6 times per month. The House Arrest participant was screened an average of 3.8 times per month. Fifteen percent of all Drug ID screens were positive for drug usage, while only 7% of all House Arrest screens were positive for drug usage.
- Fifty-one percent of the Drug ID participants were employed 6 months after entering the Drug ID Program. Sixty percent of the House Arrest participants were employed at the end of the 6-month program.
- During the 6-month program, House Arrest participants had a significantly higher revocation rate than offenders in the other comparison groups. Over 80% of the House Arrest revocations were due to technical violations (e.g., positive urine screens, not reporting, or not abiding by curfew). In the comparison groups, only 36% were due to technical violations. Most of the comparison groups' revocations were due to new crimes.

Policy Implications

The policy implications are as follows:

- Because the data suggest that 100% of the revoked Drug ID participants were unemployed at the time of the revocation and 80% of the revoked House Arrest participants were unemployed at the time of revocation, there is a need for an increased emphasis on employment in any future program.
- A program involving House Arrest may be better served if tied to the classification process (during which the classification expertise can determine a "good risk" for placement) rather than tied to or dependent upon the parole process.

Contact Person and/or Agency for Further Information

John Grubbs
Deputy Commissioner
Community Services Division
Mississippi Department of Corrections
723 North President Street
Jackson, MS 39202
(601) 354-6454

Mississippi Drug Control and Violent Crime Survey— Law Enforcement Strategies and Community Impact: Research and Evaluation

Melvin C. Ray, Ph.D., and Mike Adams, M.S.
Social Science Research Center
and the Department of Sociology
Mississippi State University

Program Objectives/Research Questions

This study gauged the extent to which Mississippians were aware of the different drug control initiatives across the state. The study also obtained baseline measures of people's perceptions and attitudes toward a variety of factors in their respective communities.

Timeframe of the Study

1990

Location/Site(s) of the Study

State of Mississippi

Methodology

The complex nature of evaluation research and the difficulties involved in accurately measuring the net effects of drug control and violent crime prevention programs required data and methodological triangulation in the study. Data triangulation enables researchers to evaluate drug and violent crime prevention programs on the basis of performance measures obtained from several sources. In this evaluation, performance measures were obtained from the following: (1) monthly performance reports; (2) a survey of multi-jurisdictional drug task force supervisors and officers; and (3) the statewide telephone drug control and violent crime survey.

The sample size of 600 respondents for the statewide survey generated a +/- 4% error margin. The researchers utilized a random-digit telephone sample, produced by Survey Sampling, Inc., which yields a highly efficient and unbiased sample of telephone numbers within a target area. The respondents were questioned about several issues, including their knowledge of multi-jurisdictional drug task forces, perceptions regarding drug trafficking and violent crime, fear of crime, gang-related activities, and the effects of criminal justice sanctions on drug-related crime.

Thus, observed changes in the respondents' mean scores on the items and/or indices (fear of crime, victimization, and stress) will be attributed in part to the performance of the drug control and violent crime prevention programs in the state and target areas.

Findings

Preliminary findings from the statewide telephone survey show that residents believe that drug-related crime and violent crime rates were decreasing overall.

Contact Person and/or Agency for Further Information

Melvin C. Ray, Ph.D.
Social Science Research Center
Post Office Box 5287
Mississippi State, MS 39762
(601) 325-8803

MISSOURI

Multijurisdictional Drug Enforcement Task Forces in Missouri: What Works and What Doesn't Work

Department of Public Policy Studies
Saint Louis University

Program Objectives/Research Questions

This report focuses on factors that contribute to task force effectiveness, and it is the second in a series of three reports that evaluate multi-jurisdictional drug enforcement task forces in Missouri that are funded through the Narcotics Control Assistance Program. Elements that both contribute and detract from task force effectiveness are considered in this analysis.

Timeframe of the Study

November 1991–March 1992

Location/Site(s) of the Study

This report focuses on findings from five site visits to multi-jurisdictional drug task forces in Missouri, including one multicounty rural task force, two rural task forces, and two task forces in the Kansas City area.

Methodology

The report is based on site visits to multi-jurisdictional task forces in Missouri. The visits included in-depth interviews with task force supervisors as well as others involved with the task forces. These interviews generated qualitative information on the structure, organization, and activities of task forces. In addition, data from these interviews provided insight into informal elements that impact task force effectiveness.

Findings

This report identifies several factors that contribute to the success of multi-jurisdictional task forces. Findings suggest that the perception of a serious drug problem is a necessary factor for task force mobilization. Generalized awareness is not sufficient to mobilize the commitment of resources and organizational change required to create and sustain a task force. Where there is denial of a serious drug problem, local officials will neither commit the resources nor expend the energy to enter into cooperative arrangements with other jurisdictions.

Developing a task force requires a prime mover—someone who has a top-level policy position and is clearly visible to the law enforcement community. Such an individual must be able to devote time and energy to establishing a task force. Sheriffs, police chiefs, or prosecutors are potential prime movers, particularly when their jurisdictions have greater resources than the other areas involved.

The effective task force also needs a committed and energetic manager who is in charge of operations. Findings indicate that a good manager should have area contacts, narcotics enforcement experience, and administrative skills.

Unlike the typical law enforcement agency, task forces need to have more of an entrepreneurial than a bureaucratic structure. The task force structure must be flexible, adaptable, and innovative. Specialized knowledge and equipment set it apart from other law enforcement agencies.

Findings also unveil two important obstacles that inhibit creating an effective task force: territoriality and lack of trained personnel. Territoriality adversely affects an agency's willingness to enter into a cooperative arrangement, creates reluctance to share resources, and fosters the expectation that the task force will work exclusively in one jurisdiction. Lack of trained personnel represents one of the more difficult challenges facing task forces. This condition was found to be a significant problem in rural areas in the state. Without properly trained and competent officers, the effectiveness of task forces is compromised.

Policy Implications

Findings from this study suggest three important themes for improving task force effectiveness. First, the multi-jurisdictional drug task force is a specialized unit with a particular role in the community it serves. Successfully fulfilling this role requires specialized knowledge, training, and resources. Second, resource management is a key component of task force involvement. The task force has at its disposal a wide array of resources. The task force can improve effectiveness by properly managing and utilizing these resources. Finally, prosecutor involvement is essential for task force effectiveness. If the prosecutor works with the task force, the quality of arrests improves. The prosecutor

will also have a better understanding of the drug investigations, which is likely to improve the probability of conviction.

**Contact Person and/or Agency
for Further Information**

James F. Gilsinan, Ph.D.
Chair
Department of Public Policy Studies
Saint Louis University
221 North Grand Boulevard
Saint Louis, MO 63103
(314) 658-3934

***Public Opinions on and Perceptions of Drugs
and Crime in Missouri: Summary of Findings***

Statistical Analysis Center
Missouri State Highway Patrol

Prepared for the Urban Research Institute, College
of Urban and Public Affairs, University of Louisville

Program Objectives/Research Questions

This report is an evaluation of the drug and crime results from a general public issues opinion poll that covered citizen attitudes about the seriousness of the drug problem, the likelihood of being caught and punished for drug use, and various policy approaches to drug control.

Timeframe of the Study

July 1990

Location/Site(s) of the Study

State of Missouri

Methodology

A random sample of Missouri residents were interviewed over the phone, using random-digit dialing.

Findings

Missouri residents consider crime and drugs to be the most serious problems facing America today. Although a majority of residents feel crime is likely to increase, half consider crime only a slight problem in their neighborhood, and a substantial minority feel they are not likely to be victimized in the next year.

A majority of Missouri residents believe drug use is risky; however, residents who are educated and younger and have higher incomes are less likely to associate risk with drug use. Among all residents, heroin or cocaine is considered to be more risky than marijuana.

Respondents were asked about solutions and sanctions; most reject drug legalization in favor of substance abuse treatment and stricter laws. Most favor more money to fight drug abuse, with the majority supporting a combination of increased taxes and a reallocation of funds from other government programs.

Respondents agree that students found to be using drugs in school should be kept in school and should be provided counseling or disciplined by parents. Students found to be selling drugs should be expelled or turned over to the police. Among all residents, the family is considered the group best able to combat drug abuse.

Respondents were asked if they favored or opposed a series of currently debated laws that, if enacted, would impose various sanctions for drug usage. Almost all respondents support a law that would require treatment for anyone convicted of a drug offense. A majority also support forfeiture laws for convicted drug dealers, professional license suspension, and suspended driving privileges. A smaller majority support denial of public housing benefits and college scholarships.

A third of the respondents report knowing someone who uses or sells drugs; however, a greater percentage report knowing someone who abuses alcohol. Of those who reported having relatives, friends, or acquaintances who use or sell drugs, a majority claim marijuana is the most commonly used or sold drug. Other drugs, in order of prevalence, include cocaine, crack, PCP or angel dust, and heroin.

Policy Implications

Missouri residents oppose legalization as a measure to solve the problem of drugs and crime. They support treatment for an individual user and treatment and tougher enforcement as an overall drug strategy. Residents are willing to pay for these anti-drug efforts by increasing taxes and transferring funds from other government programs. Further studies should report on the effectiveness of specific drug treatment programs and punitive measures.

Contact Person and/or Agency for Further Information

Martin Carso, Jr.
Director
Statistical Analysis Center
Missouri State Highway Patrol
1510 East Elm Street
Jefferson City, MO 65101
(314) 751-6627

MONTANA

The 1991 Montana Drug Survey

Bob Liffing
Statistical Analysis Center
Montana Board of Crime Control

Program Objectives/Research Questions

This survey was conducted to assess Montana citizens' perceptions of the drug problem and illicit use of drugs in Montana. The survey is also being used by the Montana Board of Crime Control to assist in developing the state's anti-drug abuse strategy and to provide guidance for the dissemination of Federal anti-drug abuse funds.

Timeframe of the Study

The last week of October and the first 2 weeks of November 1991

Location/Site(s) of the Study

Montana

Methodology

A total of 402 interviews of Montana adults were conducted by Economic Consultants Northwest on behalf of the Montana Board of Crime Control. Telephone numbers were selected using random-digit-dialing procedures from a sample of Montana exchanges. An examination of all the telephone calls made by the interviewers shows a high, but still acceptable, rate of nonresponse. To obtain the 402 responses, a total of 1,239 telephone calls were made. Of these, 105 persons (8.5%) refused to be interviewed, and 263 (21.2%) could not be contacted even after 4 followup phone calls.

Findings

Montanans currently feel that the drug problem is one of the most serious problems facing America today; 72% of the respondents feel that it is one of the top three problems, and 31% consider it to be the single most serious one.

Montanans are evenly divided in their opinion about society's ability to win the war on drugs. Thirty-seven percent expect that the drug problem will still exist 20 years from now, but on a much smaller scale; 30% see it as remaining at about the same level; and 30% see it as a larger problem in the future. Seventy-six percent of the respondents believe that the drug problem has not declined in recent years.

Many Montanans believe that high school students are the group most vulnerable to drugs. Forty-three percent believe that most drug abuse occurs among students of high school age and younger. Forty-eight percent believe the family is the most important group to be enlisted in fighting drugs; 27% feel that the schools are the most important group.

Teenage alcohol abuse is considered to be a larger problem than drug abuse by Montana citizens. Eighty-one percent of the respondents believe alcohol abuse is more common than drug abuse among high school seniors. Sixty-eight percent feel that parents allowing their teenagers to host a beer party is very serious. Forty-seven percent believe that two teenagers sharing a marijuana cigarette is very serious.

Montanans believe that the single most effective long-range strategy against the drug problem is prevention and education. Forty percent think that drug education and prevention should receive the largest amount of money and effort in future programs to combat drug abuse; 35% believe stopping the flow of illegal drugs into the country would be better.

Montanans believe that law enforcement alone cannot win the war on drugs, yet they believe that severe punishment is a deterrent to drug abuse. Sixteen percent believe that a person who uses drugs is very likely to be arrested. Ten percent believe that the arrest and prosecution of drug law violators is the most effective approach to combating drug abuse. Fifty-three percent believe that sentencing drug dealers to life imprisonment would be very effective in reducing drug crimes. Fifty-three percent believe that using the death penalty on drug dealers would be very effective in reducing drug crimes.

**Contact Person and/or Agency
for Further Information**

Bob Liffing
Statistical Analysis Center
Montana Board of Crime Control
Scott Hart Building
303 North Roberts
Helena, MT 59620
(406) 444-3604

**1991 Montana Youth Risk Behavior
and School Health Education Survey Report**

Research and Evaluation Program
Health Behavior Laboratory
University of Utah

*Prepared for the Montana Office of Public Instruction
and the Montana Board of Crime Control*

Program Objectives/Research Questions

This report describes the results of the 1991 Montana Youth Risk Behavior Survey (YRBS) and the 1991 Montana School Health Education Survey (SHES). This report is intended for use by educators across Montana to help focus the development of effective comprehensive health education programs. For those school districts participating in the district-level YRBS, this report can be used to make general comparisons with the district-level data. This report can also be shared with parents and other interested parties to inform decision makers about the need for effective school-based HIV prevention and health education programs in Montana.

Timeframe of the Study

1991

Location/Site(s) of the Study

State of Montana

Methodology

Sixty-three schools were randomly selected to participate in the state-level YRBS. A separate YRBS was conducted in any school district for which district-level information was requested. A total of 2,549 students from 40 schools completed the random sample survey in 182 classrooms across the state, and an additional 10,937 students completed the YRBS in 97 schools from 86 volunteer school districts.

The SHES was delivered by mail to 271 randomly selected schools during the spring of 1991. A contact person designated by each school's principal was asked to complete the survey. Schools were stratified by size to ensure that results represented the diversity of Montana schools. One hundred and seventy-three (64%) completed surveys were returned in prepaid envelopes for computer file coding and data analysis.

Findings

Of the 2,549 students participating in the random state-level YRBS, 51.5% (1,309) of the respondents were female, and 48.5% (1,233) were male. By grade, 35.1% were enrolled in the 9th grade, 22.2% in the 10th grade, 19.7% in the 11th grade, and 21.1% in the 12th grade (1.9% were ungraded or in other grades). Of the students responding to the survey, 84.4% described themselves as white, 0.6% as black, 2.1% as Hispanic, 0.7% as an Asian or Pacific Islander, 8.7% as a Native American or Alaska Native, and 3.1% as "other."

Overall, the results of the student survey indicated that youth in Montana continue to engage in behaviors that put them at risk for the significant mortality, morbidity, disability, and social problems extending from youth to adulthood. The 1991 Montana Youth Risk Behavior Survey clearly shows that Montana youth do exhibit health-risk behaviors in all of the following areas: (1) behaviors that result in intentional and unintentional injuries; (2) tobacco use; (3) use of alcohol and other drugs; (4) sexual behaviors that result in HIV infection, other sexually transmitted diseases, and unintended pregnancies; (5) dietary excesses and imbalances; and (6) physical inactivity.

Policy Implications

More effective school-based health education programs are needed to reduce these destructive behaviors and to provide students with the opportunity to replace them with healthy behaviors.

Contact Person and/or Agency for Further Information

Rick Chiotti
Office of Public Instruction
Health Enhancement Division
State Capitol
Helena, MT 59620
(406) 444-1964
(406) 444-3924 (fax)

NEBRASKA

Citizen Attitude Survey on Drugs and Drug Control in Nebraska

Michael Overton
Statistical Analysis Center
Nebraska Commission on Law Enforcement
and Criminal Justice

Program Objectives/Research Questions

This survey was conducted to determine Nebraska citizens' opinions on the nature of the drug problem and the ways to best attack the problem. The survey was also conducted to assist with the development of a statewide drug control strategy.

Timeframe of the Study

Spring 1991

Location/Site(s) of the Study

State of Nebraska

Methodology

The Nebraska Crime Commission contracted with the Department of Sociology, Bureau of Sociological Research, at the University of Nebraska at Lincoln to conduct the survey. The survey was adapted from a design used by several states, including Ohio, Arizona, and the District of Columbia. This survey was designed by the Consortium to Assess State Drug Control Initiatives, a project of the Justice Research and Statistics Association that is funded by the Bureau of Justice Assistance. The first 26 items in the survey were taken from the Consortium model. Additional questions were designed to address concerns raised by some parties in the criminal justice system.

The sample was designed to be representative of residents of the state, age 19 or older, and was intended to yield at least 600 responses. The phone numbers were limited to households, and a member of the household was chosen at random to participate in the interview. Confidentiality was guaranteed, and any question could be refused.

A total of 651 interviews were completed. The possible margin of error for this sample is approximately 4%.

Findings

Overall drug abuse was mentioned as either the first or second most serious problem faced by Nebraska citizens. Crime was the next most often mentioned. Other findings are as follows: (1) Over half of the respondents felt that the family can do the most to fight drugs, followed by the schools and then the police and courts; (2) 60% of the respondents would be willing to support an increase in taxes to address the drug situation; (3) 54% of the respondents felt that the best way to handle drug users is to treat them medically, while 41% felt that arrest and prosecution is the best approach; (4) when asked what method deserves the most money and effort to fight drugs, 39% of the respondents said stopping their importation, 32% said education and prevention, 15% said treatment and rehabilitation, and 12% said law enforcement; (5) 83% of the respondents believed no drugs should be legalized; (6) 23% of the respondents knew someone who abuses illegal drugs; and (7) 4% of the surveyed households had a drug abuse problem in their household.

Contact Person and/or Agency for Further Information

Michael Overton
Director
Statistical Analysis Center
Nebraska Commission on Law Enforcement
and Criminal Justice
301 Centennial Mall South
Post Office Box 94946
Lincoln, NE 68509
(402) 471-2194

***Multijurisdictional Drug Task Forces in Nebraska:
The Implementation and Activities of Federally
Funded Projects***

***A Statistical Overview of Multijurisdictional
Drug Task Forces in Nebraska***

***A Summary of Multijurisdictional Drug Task Forces
in Nebraska***

Nebraska Commission on Law Enforcement
and Criminal Justice

Program Objectives/Research Questions

The goals of task force implementation and operations include the identification, prosecution, and arrest of drug offenders. This multi-jurisdictional approach was intended to enhance coordination and cooperation in drug enforcement efforts on a statewide basis.

The study of these efforts grew out of the initial successes of two of the earliest task forces and their prominence in Nebraska's Statewide Criminal Justice Drug Strategy as well as the Drug Policy Board's interest in continuing and enhancing the evaluation of funded projects. The initial research efforts focused on the development and dissemination of descriptive narratives for the currently funded task forces. Resources devoted to, activities undertaken by, and the immediate observable results of each of the projects were summarized in these three reports.

Timeframe of the Study

Thirty-nine on-site interviews were conducted from September 10, 1990, to February 22, 1991.

Location/Site(s) of the Study

The study examined 8 task forces that covered 74 counties in Nebraska.

Methodology

On-site interviews with task force personnel were conducted. The issues examined in the interviews included demographics of the project area as well as project planning, development, implementation, components, organization, and administration. Questions were also asked concerning issues and problem areas, achievement of goals and objectives, trends in drugs, the benefits and adverse consequences of task force involvement, the unintended impact on

local criminal justice systems, cooperation and coordination among member agencies, and the identification of potential model projects.

Task forces that had been established for an extended period of time that were stable in terms of operation and achievement of short-term goals were asked about long-term change and overall impact on the drug problem.

In addition, drug specific data were collected for 1989 and 1990. The data reporting form is a modified version of the task force reporting document designed by the Justice Research and Statistics Association in conjunction with the Bureau of Justice Assistance. The data collected include a tabulation of arrests, convictions, sentences, weapons used, arrestee profiles, and amounts of drugs and assets seized. The statistics include any activity occurring within a project's geographic area in an effort to provide an accurate description of statewide activity.

Findings

Information gathered in the interviews revealed a number of common patterns. These findings were summarized in terms of task force resources, implementation, results, cooperation, and coordination.

Resource issues most commonly mentioned included the following: (1) project administration issues such as personality conflicts among task force members and supervision of task force units; (2) the sources of matching funds and a frequently noted correlation between matching dollars and benefits derived from the project by the agency; (3) the relationship to, or the existence of, County Drug Control Boards and the need for more asset seizures and forfeitures; (4) the degree of participation in the task forces by county attorneys and local law enforcement agencies—county attorneys were actively involved when they saw a chance to provide law enforcement with guidance in legal issues, had a sense of ownership in the task force, or saw an increased capacity for prosecution and development of higher quality cases; the reasons why local law enforcement did not participate include the personality and attitudes of chief executive officers, apathy toward drug enforcement, an insufficient number of personnel, a lack of sources for matching money, or an unwillingness to cooperate with other agencies and/or share intelligence information; (5) training in all areas of drug enforcement was improving, but the need for additional instruction was noted; and (6) equipment purchase and sharing have improved.

Task force implementation was successful when startup was timely and when interagency cooperation and support of member agencies were high. Lack of experience and guidance in setting up this kind of operation was frequently cited as an obstacle during implementation, and it resulted in delays in the hiring process and in the approval and signing of interlocal agreements. Successful projects must be willing to build change into their implementation and operation.

All respondents noted an increase in cooperation and coordination among agencies. This positive assessment included the activities of the local agencies, the Nebraska State Patrol, the Nebraska Crime Commission, and the Nebraska Attorney General's Drug Prosecution Unit.

There has been an increase in the following: the number of agencies involved; available personnel and resources; the sharing of intelligence and equipment; arrests; convictions; drug and property seizures; the number of cases prosecuted in Federal court; coordination and cooperation among local agencies; and the level of training. Interestingly, there was a decrease in trials due to an increase in pleas. The long-term impact was more difficult to measure, partially as a result of the relatively short time that some of the task forces have been operating. However, some of the outcomes mentioned included the discovery of the nature and extent of and a more timely response to the drug problem. There was also a perceived decrease in the availability of drugs, a change in the attitudes of children and young people, increased visibility and fear of drug enforcement activities, and more community support for drug control efforts. The need for legal reform, the need for better drug education, and the need for more involvement of Federal agencies were pointed to as areas requiring further attention.

Policy Implications

Recommendations based on the findings from this study were excluded from the three reports. The purpose was to provide policy makers with relevant information on which to base their decisions. The plan for dissemination included the members of the Drug Policy Board, the Nebraska Crime Commission, and task force administrators.

Contact Person and/or Agency for Further Information

Michele Borg Evans or Michael Overton
Statistical Analysis Center
Nebraska Commission on Law Enforcement
and Criminal Justice
301 Centennial Mall South
Post Office Box 94946
Lincoln, NE 68509
(402) 471-2194

NEW JERSEY

Examining Multi-Jurisdictional Narcotics Task Forces: An Evaluation of New Jersey Projects Funded Under the Anti-Drug Abuse Acts of 1986 and 1988

Donald Rebovich, Ph.D., Christine Harttraft,
John Krimmel, and Pamela Shram
New Jersey Division of Criminal Justice
Grants Monitoring Unit

Program Objectives/Research Questions

This study summarized the lessons of task force implementation and provided an assessment of goal achievement. The study aimed to help planners decide whether to undertake similar projects and whether to revise strategies in existing projects to strengthen their chances of success.

The study posed two research questions: What overall picture of the state's countywide narcotics task forces can be drawn from a research effort concentrated on their law enforcement activities? When combined with qualitative data elicited from task force personnel, what are some of the implications of task force policies for drug control efforts?

Timeframe of the Study

Task forces created in 1988 or earlier

Location/Site(s) of the Study

The study examined 21 countywide narcotics task forces in New Jersey. The sites varied according to county population, crime rates, and student population.

Methodology

This is primarily an implementation and process analysis of narcotics task forces in New Jersey with some measures of impact. Both qualitative and quantitative data were collected, primarily on a quarterly basis. Documentary analyses, interviews, and surveys were used. Information collected was analyzed by comparing planned with actual activities of task forces and by examining trends of changes in activity.

Findings

Notable achievements of the task forces included increases in cocaine arrests and convictions, major asset seizures, and higher quality of arrests. Task forces were perceived to have resulted in greater enforcement coordination, upgraded intelligence information, and improved public support for drug enforcement.

The foremost finding is that differences between task forces help determine their management orientation and policy success. The principal factors that affect these results are the recency of a task force's establishment, the degree of prosecutor participation, and the community versus law enforcement orientation of a task force. Effective task forces tended to eliminate investigative duplication; maintain offices detached from, but supervised by, their county prosecutors; have computerized grant administration and intelligence systems; have "open forums" with personnel from all agencies involved; adopt problem-oriented policing strategies; aggressively seek community cooperation; and experiment with creative enforcement methods.

Factors relating to task force success tended to be interdependent. The recency of task forces was related to urban locales, the degree of change in agency environments, strategic planning, and creative enforcement methods. Emerging task forces tended to be in rural areas with stable external environments, and they did more strategic planning, tended to use problem-oriented policing, and were more creative in their enforcement methods. Established task forces tended to be in urban areas with turbulent environments, and they tended to be more reactive and traditional in their strategies.

Training was uniformly regarded as fostering success. Information regarding methods of crime commission, detection avoidance, and communication was useful. Improving skills in surveillance technology and asset seizure also proved helpful.

Policy Implications

Factors associated with task force success should be recommended for inclusion in policies governing the creation and functioning of task forces. These factors include strategic planning, involvement of the community, communication among participating agencies, periodic critique of current strategies, and the testing of new approaches. The inclusion of a systematic training program whose goals are consistent with task force strategies would also seem desirable.

Contact Person and/or Agency for Further Information

John Krimmel
New Jersey Division of Criminal Justice
Grants Monitoring Unit
25 Market Street, 6th Floor
CN-085
Trenton, NJ 08625
(609) 984-1936

NEW MEXICO

Evaluation of the 1989 Drug Control and System Improvement Formula Grant Program

Mary Ann Shaening, Ph.D., Betty Downes, Ph.D.,
Diane Forsdale, Laurie Jones, and Andrea Poole
Shaening & Associates

Program Objectives/Research Questions

This study evaluated several projects funded in 1989 through the Drug Control and System Improvement Formula Grant Program. Each project was assessed in terms of its own stated goals and objectives, in terms of the objectives and critical elements of the Federal model on which the project was based (some projects were not based on a Federal model and thus this level of evaluation was skipped for those), and in terms of the state's goals and objectives as expressed in its Drug Control Strategy and Drug Control Plan.

Timeframe of the Study

1989

Location/Site(s) of the Study

State of New Mexico

Methodology

A multilevel approach was employed to evaluate the projects. At least one site visit was made to each project. On-site interviews with grant managers focused on the organization, administration, and implementation of the project; actual project operation and stability; project limitations and other barriers; and the project's accomplishments and outcomes. In many instances, on-site and telephone interviews were also conducted with collateral and key informant contacts—those individuals connected to or affected by the project whose opinions were a reflection of the project's experience and success.

Findings

The study found that approximately \$427,000 was spent in eight communities primarily for organized crime and narcotics programs (multi-jurisdictional task forces), integrated criminal apprehension projects, one reverse sting operation, and one statewide asset recovery effort. Together, these projects initiated over 1,200 investigations and made over 500 arrests. In addition, almost \$1.4 million in assets was seized, with nearly \$1 million redeemed in forfeiture proceedings.

The study also found that about one-third of \$1 million was spent on six projects designed to provide treatment-based, or at least treatment-involved, alternatives to detention and institutionalization for drug-involved and drug-dependent offenders. Three projects incorporated the intensive supervision model, and two of those produced impressive outcome and followup data on recidivism and community integration with appropriate baseline and comparison group indicators as well. Nearly 200 persons were served, and over \$1 million was saved in detention and institutional costs.

Policy Implications

The study recommends that planning at the state level must take into account and actively encourage state and local criminal justice system linkages. Optimally, the state would encourage communities to apply for interrelated grants to comprehensively link the apprehension, prosecution, and adjudication of individual offenders and to share data. Additionally, the study recommends that all projects standardize operational definitions of each data element.

Contact Person and/or Agency for Further Information

Office of Special Projects
New Mexico Department of Public Safety
Post Office Box 1628
Santa Fe, NM 87504-1628
(505) 827-3338

Targeting High Risk Offenders, Part I—Description of Four Criminal Types Derived From a Cluster Analysis of Recent New Mexico Prison Admissions

Eugene M. Pond
Office of Special Projects
New Mexico Department of Public Safety

Program Objectives/Research Questions

The purpose of this study was to identify relatively distinct subgroups of violent and nonviolent offenders found among recent prison admissions. Upon their release from prison, their identity would be made known to the local law enforcement agencies that could target them for selected offender initiatives.

Timeframe of the Study

The random sample was drawn in early January 1990.

Location/Site(s) of the Study

New Mexico Department of Public Safety

Methodology

Information was derived from files prepared on all prison commitments at the New Mexico Corrections Department's Reception and Diagnostic Center (RDC). Felons entering RDC during 1988 and 1989 are represented.

Fifteen variables were extracted from the arrest records of a random sample of 435 males admitted to New Mexico's prisons in 1988 and 1989 and were used to form four offender analysis cluster groups: armed and assaultive (AA), sexually assaultive (SA), property recidivists (PR), and common felons. The sample's ethnic and racial composition was found to be representative of the total admissions population. Each inmate's computer file contained over 400 basic data elements representing his prior arrests, commitment offenses, family and personal characteristics, substance use history, and various psychometric measures. Other variables were computed by combining or otherwise drawing upon the basic set. These additional variables included criminal career, arrest rate, prison time, street time, and street-time arrest rate. A violence index was created, and a cluster analysis was performed.

Findings

Two groups, the armed and assaultive and the sexually assaultive, were found to contain high concentrations of offenders that were recently committed for Uniform Crime Reporting (UCR) violent crimes. The AA group had the highest proportion of felons convicted for robbery (16%) and aggravated assault (20%). The SA cluster contained the highest level of sex offenders (36%). The two groups had the highest levels for murder (13% and 14%, respectively).

The PR cluster had its highest concentrations in burglary (33%), larceny-theft (14%), and forgery (14%). Over 70% of the PR group were most recently incarcerated for property crimes, and their history of violent offenses was the lowest among the clusters, at the 31st percentile on the violence index. Their level of adult substance abuse was the highest, and over half (55%) of the PR cluster began using hard drugs after their first incarceration. Presumably, much of their criminal activity is directed toward acquiring money to purchase drugs. These three groups, AA, SA, and PR, comprise 27% of the sample. Based upon the length of their criminal careers and their street-time arrest rates, the PR and AA felons were determined to be career criminals.

For these career criminals, the median age at first arrest was 14, and 78%–81% were arrested before age 17. One-third had been sent to prison before they were 20 years old. They were also the most likely to be raised in "deviant" family settings (families with one or more members with arrest records or with one or more substance abusers). Both career criminal groups, PR and AA, reported using approximately the same number of drugs prior to age 15.

Two clusters, the AA and the SA, also had significantly elevated scores on the violence index, scoring in the 81st and 60th percentiles, respectively. In the area of domestic violence and child abuse, they had the highest involvement: 29% (AA) and 21% (SA). They could not be lumped into a single violent offender group, however, because of substantive differences in their violence histories. In addition, as adults, the PR group used over twice the number of substances as did the AA group.

The AA cluster had a more diversified history of violent acts, including assaults on police. They were most recently imprisoned for a UCR violent crime, and they were highest on the violence index (81st percentile). They also had the lowest average IQ's and were diagnosed as having antisocial personality

disorders 78% of the time, compared with only 24% for the SA cluster. They also had the highest diagnosed alcohol abuse and drug dependency level (82%), and their level of intravenous drug use (29%) was significantly higher than the SA group (12%).

The common felons cluster contained over three-quarters of the prison system's new commitments. Their ethnic composition was similar to the prison population as a whole. One subgroup, labeled armed and assaultive users/dealers, poses special risks to the police and the general public. They have even more prior arrests for deadly weapons, assaulting a police officer, resisting arrest, and drug trafficking and possession.

Policy Implications

Prior to their current incarceration, 81% of the property recidivists had been involved in one or more substance abuse treatment programs, and upon reentry, 86% were diagnosed as abusing or dependent upon one or more drugs. While similar or even higher proportions of the armed and assaultive (93%), common felons (88%), and sexually assaultive (76%) groups were diagnosed as drug dependent, proportionately fewer individuals in these clusters had been involved in treatment programs (53%, 50%, and 29%, respectively). In light of the disproportionate share of scarce treatment resources that the property recidivists have already received and that have produced little, if any, rehabilitative effects, the recommendation was made to place them in intensive supervision and drug testing programs upon release from prison instead of giving them more treatment.

Contact Person and/or Agency for Further Information

Jim Wilson
New Mexico Department of Public Safety
Post Office Box 1628
Santa Fe, NM 87504-1628
(505) 827-9099

Targeting High Risk Offenders, Part III— Criminal "Specialists" and "Generalists" Among New Mexico's Incarcerated Felons

Office of Special Projects
New Mexico Department of Public Safety

Program Objectives/Research Questions

This study was undertaken to determine the selection criteria (number and type of felony convictions) necessary to identify relatively small groups of offenders responsible for committing a disproportionate share of total offenses, violent offenses, property offenses, and violent economic offenses. The report is the third in a series aimed at developing procedures for identifying various types of high-risk offenders among New Mexico's prison inmates prior to their being paroled or discharged.

Timeframe of the Study

This study focused on felons incarcerated as of January 1991.

Location/Site(s) of the Study

New Mexico Department of Public Safety

Methodology

Data were extracted from the felony conviction histories of all incarcerated felons (N = 3,134) in New Mexico.

Two measures of criminal behavior were used: the number of recorded felony convictions and the number of different crime clusters the convictions represented. Seventy-four felony offenses were first classified into 17 offenses that were merged to form 6 major crime clusters.

Felons with convictions in only one of the six crime clusters were classified as criminal specialists; those with convictions in two or more of the crime clusters were classified as criminal generalists.

Findings

Criminal specialists were found to constitute about 59% of New Mexico's incarcerated felons and account for about 40% of the population's total convictions. Criminal generalists constituted the remaining 41% of the prison population and were responsible for about 60% of the felony convictions. This pattern is similar to that found in an earlier RAND survey.

An increase in the number of convictions was positively correlated with an increased involvement in different types of crime. There was no significant difference in the ages of specialists and generalists, but ethnic/racial composition differed significantly for the two groups. Anglos and American Indians were overrepresented in the criminal specialist group, while Hispanics and blacks were overrepresented among criminal generalists. Criminal generalists were more likely (70% versus 59% of specialists) to have been diagnosed as having antisocial personality disorders. In addition, generalists were also found to be IV drug users 41% of the time, compared with only 28% of specialists.

For the first target group, frequent violent offenders, those with three or more convictions represented 10.5% of the prison population and were responsible for 19.1% of all convictions and 38% of all violent crime cluster convictions.

The second group, property offenders, was found to have 11% with three or more convictions. This group was responsible for 21.2% of all convictions and 45% of all property crime clusters.

The third group, which included all types of felons, revealed that those with five convictions or more were responsible for 29.5% of all convictions.

By looking at those violent offenders with three or more convictions, it was possible to identify a small group of criminals responsible for 41% of all armed robbery convictions and 32% of all convictions for robbery. For these violent economic crimes, offenders with two or more convictions (about 8% of the population) were found to be responsible for more than half of all convictions for this type of crime.

Policy Implications

Lists of high-risk offenders, upon their release from prison, could be sent to law enforcement agencies to provide these agencies with likely candidates for repeat offender programs.

Recommendations included the frequent use of informants and other sources during the first 12 months of a felon's release to obtain inexpensive information on at least two postrelease factors affecting recidivism: unemployment and drug use. In this study, more criminal generalists (74%) were unemployed prior to their most recent incarceration, compared with 65% of specialists. An earlier study also found higher recidivism rates for parolees abusing or dependent upon three or more drugs.

Contact Person and/or Agency for Further Information

Eugene M. Pond
Office of Special Projects
New Mexico Department of Public Safety
Post Office Box 1628
4491 Cerrillos Road
Santa Fe, NM 87504-1628
(505) 827-3364

Trends in Age-Specific Arrest Rates: 1982-1990

Eugene M. Pond
New Mexico Department of Public Safety
Office of Special Projects

Program Objectives/Research Questions

This is one in a series of studies intended to provide a foundation for assessing the outcomes of various law enforcement programs initiated under the state's Drug and Violent Crime Control Strategy. Age-specific arrest rates for various Uniform Crime Reporting (UCR) crimes were determined. The study also intended to discover any long-standing trends in the arrest rates of juvenile offenders for various violent crimes, drug violations, and alcohol-related offenses.

Timeframe of the Study

1980-90

Location/Site(s) of the Study

New Mexico Department of Public Safety

Methodology

Data were taken from reports prepared by the FBI using New Mexico's UCR submissions.

Arrests from 21 categories (all Part I offenses and selected Part II offenses) were combined with population estimates for specific age groups to calculate arrest rates per 100,000 age-eligible persons for each offense type. Indices were constructed for assaultiveness, destructiveness, and alcohol-related offenses. Because the arrest rate for a particular offense can show considerable variation from year to year, annual arrest totals were combined, and an average was computed for each offense over 3-year periods (1982-84, 1985-87, and 1988-90).

Findings

All the results are presented in 38 tables. Highlights of the changes in the rates from the baselines for 1982-84 and 1988-90 are discussed below.

Juvenile arrests displayed the following patterns. First, the most dramatic increases in arrest rates were for persons in the 15-18 age group, up 72%, and those age 18-20, up 46%. The most significant increases in arrest rates for 15- to 17-year-olds were in three crime indices addressing assaultiveness (+117%), alcohol-related offenses (+82%), and destructiveness (+44%). The highest overall arrest rate was for persons age 18-20. Arrest rates for UCR property crimes peaked in the 15-17 age group and then decreased 50% by age 21. Arrest rates for UCR violent crimes peaked in the 18-20 age group.

Peak arrest rates for aggressiveness and specific UCR violent offenses did not follow the same patterns. Murder, weapons offenses, and aggravated assault show a significant downward trend in age groups with the highest arrest rates. In the 1982-84 period the 21-29 age group had the highest arrest rates for murder and weapons offenses. By the 1988-90 period the 15-17 age group had the highest arrest rate for these two offenses. The involvement of juveniles in aggravated assault also increased over this time period.

In terms of alcohol-related offenses, the 18-20 age group had the highest arrest rates on this index. However, juveniles showed the largest percent increase in arrest rates for alcohol-related offenses (+46%).

The 15-17 age group had the highest arrest rates on the destructiveness index as well as on both of its component offenses, arson and vandalism.

During both periods the 18-20 age group had the highest arrest rates for drug possession. However, for 1982-84 they were followed by those age 21-29, and for the 1988-90 period the 15-17 age group had the second-highest arrest rates. The latter period did see an increase in those most frequently arrested for drug sales, from age 18-20 in 1982-84 to age 21-29 in 1988-90. Those arrested for drug violations during the most recent period, 1988-90, were almost 3½ years older than their counterparts in 1982-84. This may be a byproduct of better organized law enforcement efforts to target more serious drug violations.

Juveniles arrested for forcible rape decreased 60% in 1988-90; however, their arrest rates for other sex offenses increased anywhere from 7% to 148% (for those under age 10). The peak arrest rates for all types of sex offenses occurred in the 18-20 age group in 1982-84 and in the 21-29 age group in 1988-90.

Arrest rates for UCR property crimes as well as stolen property offenses peaked in the 15-17 age group in 1988-90. The age group had previously had the highest rates for all of these offenses except stolen property.

Contact Person and/or Agency for Further Information

Jim Wilson
New Mexico Department of Public Safety
Post Office Box 1628
Santa Fe, NM 87504-1628
(505) 827-9099

NEW YORK

Juvenile Justice Case Processing, Volume I

New York State Division of Criminal Justice Services

Program Objectives/Research Questions

The Division of Criminal Justice Services undertook this descriptive study of the processing of alleged juvenile delinquents in New York State to provide practitioners and policy makers with information to assist them in the improvement of community safety, the protection of the legal rights of juveniles, and the enhancement of treatment resources.

Timeframe of the Study

1987

Location/Site(s) of the Study

The study sites include the five boroughs of New York City as well as Nassau County, Erie County (Buffalo), Monroe County (Rochester), Albany County, Dutchess County (Poughkeepsie), and Clinton County (Plattsburgh).

Methodology

This study reports the findings of an empirical examination of approximately 12,000 juvenile delinquency cases processed during 1987 in 11 counties across New York State. Family court cases involving children who were 7-15 years of age at the time of the alleged offenses were tracked from probation intake to disposition. Cases of children 13-15 years of age arrested under the Juvenile Offender Law, which accounted for 4% of all juvenile police referrals in 1987, were not examined in this study. The findings are presented along with information from scores of interviews conducted in each of the study sites with probation officers, police, law guardians, presentment agency attorneys, and judges.

Findings

While juveniles age 7-15 accounted for a small percentage of all arrests, they accounted for a relatively larger percentage of arrests for property offenses. In 1987, juveniles accounted for 21% of the arrests for property offenses, 8% of the violent offense arrests, and 2% of the drug arrests.

New York City intake cases were generally more serious than cases in other study sites. This may be explained by the New York City Police Department's policy of referring all felony cases and diverting almost all misdemeanor cases. More than 75% of the New York City intake cases involved felony arrests. In other areas, percents ranged from 29% to 37%. The New York City intake cohort was also more likely to be male and older than the intake cohorts in other study sites.

Less than one-half of the intake cases across study sites had records of prior juvenile delinquency police referrals. The percent of cases with prior juvenile delinquency police referrals ranged from 26% in Clinton County to 50% in Albany County. Elsewhere, 30% of the cases in Dutchess County had priors, 36% in Erie County, 41% in New York City, and 45% in Monroe County.

Juvenile arrests were often diverted by the police. Two-thirds of New York City misdemeanor drug arrests and all felony drug arrests were referred. Sixty-seven percent of the arrests involved the sale of drugs. In contrast, the overwhelming number of non-New York City drug arrests were diverted. Approximately two-thirds of these arrests involved drug possession rather than drug sales.

Contact Person and/or Agency for Further Information

Richard A. Rosen
Bureau of Statistical Services
New York State Division of Criminal Justice Services
Executive Park Tower, 8th Floor
Stuyvesant Plaza
Albany, NY 12203
(518) 457-8381

New York State Trends in Felony Drug Offense Processing: 1983-1987

Richard A. Ross and Marjorie Cohen
New York State Division of Criminal Justice Services

Program Objectives/Research Questions

The focus of this report is on quantitative and qualitative indicators that reflect the changing nature and volume of felony drug arrests and the outcomes of these arrests at critical stages in the criminal justice process. This focus, combined with the report's concise and graphic form of presentation, is designed to address many of the basic questions asked by policy makers concerned about the criminal justice system's response to the drug problem.

Timeframe of the Study

1983-87

Location/Site(s) of the Study

State of New York

Methodology

Arrest and disposition data were obtained from the Computerized Criminal History/Offender-Based Transaction Statistics System maintained by the Division of Criminal Justice Services. This report was based on all arrest events occurring between 1983 and 1987 that involved adults (individuals 16 years of age and older) charged with at least one felony drug offense. Drug offenses include those specified in the New York State Penal Law under Article 220 (Controlled Substances) and Article 221 (Marijuana).

Findings

Findings suggest that felony drug arrests doubled over the 5-year period in the study. Between 1983 and 1987 in New York State, the total number of felony and misdemeanor drug arrests increased 98%, rising from 53,769 to 106,658, while the arrests for nondrug offenses increased at a much slower pace (13%). As a result, drug felonies accounted for almost two-thirds (63%) of the total increase in all felony arrests reported in New York State between 1983 and 1987.

In 1987, felony drug charges accounted for almost one-quarter (24%) of all felony arrests and constituted the single largest felony charge category. In contrast, drug

charges totaled only 14% of the 1983 felony arrests and ranked behind larceny, robbery, and burglary as a proportion of felony arrests. For example, in 1983 there were 15% more burglary arrests than drug arrests, but in 1987 there were twice as many drug arrests as burglary arrests.

The increased ease of entry into drug dealing, combined with the potential for making money, is increasingly attracting first-time offenders and persons with prior contact with the criminal justice system. For example, the number of felony drug sale arrests increased twice as fast as felony drug possession arrests. Between 1983 and 1987, felony drug sale arrests climbed 152% to 27,917, with over 80% of the growth occurring in 1986 and 1987. While felony drug possession arrests rose 75% to 15,167 over the 5-year period, possession arrests increased only 5% in 1987, following the more substantial growth experienced in 1985 and 1986.

Police efforts have been reinforced by the state's district attorneys and special prosecutors whose increasingly vigorous prosecution policies have resulted in a tripling of the number of felony indictments. Controlled substance arrests (in particular, narcotic drug arrests) accounted for an increasing proportion of felony drug arrests. The proportion of felony drug arrests accounted for by narcotic drugs (cocaine, heroin, and so forth) has risen from 63% in 1983 to 83% in 1987. Correspondingly, the percent relating to other controlled substances fell from 24% to 13%. The proportion relating to marijuana fell from 13% to 4%.

The percentage of felony drug arrests resulting in felony prosecutions in the upper court has increased significantly. Between 1983 and 1987 the proportion of felony drug arrests prosecuted as felonies rose from approximately one-third to slightly more than half. Concurrently, the felony prosecution rate for nondrug felonies remained essentially unchanged. Of the major offense group in 1987, only homicide arrests were more likely to result in felony prosecutions than drug arrests. This represents a significant change from 1983, when the felony prosecution rate for drugs was exceeded by robbery, weapons, and burglary offenses as well as homicide. Consistently over the 5-year period, drug sale arrests were twice as likely to result in felony prosecutions as drug possession arrests. This is why the felony prosecution rate for drug sale arrests increased from 46% to 61% and the rate for drug possession arrests rose from 22% to 32%. During the 5-year period, suburban New York City had the highest felony prosecution rate (66% in 1987), followed by upstate (57% in 1987) and New York City (49% in 1987).

While the percent of felony drug arrests resulting in a conviction to any charge remained constant, the proportion convicted at the felony level increased 50%. The number of felony convictions resulting from felony drug arrests tripled between 1983 and 1987, increasing from 5,091 to 15,764. This has significantly increased the incarceration rate for convictions from felony drug arrests in all regions of the state during the 5-year period. In 1987, suburban New York City had an incarceration rate of 75% (up from 56%); New York City's rate was 71% (up from 50%); and the upstate counties' rate was 58% (up from 45%). Finally, the number of incarcerative sentences resulting from felony drug arrests increased 186% between 1983 and 1987, rising from 6,120 to 17,505, while the number of state prison sentences for drug conviction charges increased 220%, rising from 1,979 in 1983 to 6,323 in 1987.

**Contact Person and/or Agency
for Further Information**

Richard A. Ross or Marjorie Cohen
Bureau of Statistical Services
New York State Division of Criminal Justice Services
Executive Park Tower, 8th Floor
Stuyvesant Plaza
Albany, NY 12203
(518) 457-8393

NORTH CAROLINA

Addendum: Results of the Mental Health, Mental Retardation, and Substance Abuse Services in Jails Study

Criminal Justice Analysis Center
Governor's Crime Commission

Program Objectives/Research Questions

The goal of the Mental Health Study Commission is to improve mental health, mental retardation, and substance abuse services for all North Carolina citizens. To determine the extent to which such services are needed as well as the types of services that are most needed in North Carolina jails, the Criminal Justice Analysis Center of the Governor's Crime Commission measured the incidence of mental illness, mental retardation, and substance abuse among jail inmates. This study also includes a survey of mental health centers and jails to determine the technical assistance needed, the types of services being offered and needed, and the barriers to services.

Timeframe of the Study

1988

Location/Site(s) of the Study

State of North Carolina

Methodology

Field research was conducted in 11 randomly selected counties. Data on 1,098 individual jail inmates were coded and matched with records at the Department of Human Resources to determine the percentage of jail inmates who had contact with the public mental health system between 1986 and 1988. Information on current levels of service to inmates was gathered through staff opinion surveys at jails and mental health centers.

Findings

A large majority of the North Carolina jail admissions were for pretrial detention; of these, the average stay was 7 days, the mean stay was 14.5 hours, and the most common offense was traffic related. For sentenced admissions, the average stay was 6 days, the mean stay was 2 days, and the most common offense was also traffic related.

A large majority of the inmates had no contact with the state mental health system. Of the 18.4% who did have contact, a majority had been diagnosed as substance abusers. This was followed, in order of prevalence, by those diagnosed as mentally ill, dually diagnosed, and "other."

White males were the most likely to have had contact with the mental health system; black females were the least likely. The average age was highest for those inmates who had received dual diagnoses and for substance abusers. The mean and median lengths of incarceration were longer for those inmates who had contacted the mental health system. Inmates who were diagnosed as mentally ill had the longest incarceration.

Traffic offenses were common to all groups, with substance abusers and inmates who had no contact with the mental health system having the highest percentage. Assault, obstructing justice, and drunk/disorderly were the next most common offenses, with those dually diagnosed and substance abusers having the highest percentage. Trespassing was an offense common only for the mentally ill; larceny was an offense common only for the "other" diagnosis group.

Almost all mental health centers provided some services to jail inmates, but services were usually limited to counseling and evaluation upon request and to medication. Jail staff indicate a need for training and technical assistance, for written plans for providing services, and for coordination among agencies when dealing with mentally ill patients.

Policy Implications

Mental health professionals and jail staff agree that (1) more resources and personnel are necessary to provide mental health, mental retardation, and substance abuse services; (2) mental health centers should provide training and 24-hour, on-call crisis intervention services to jail staff; and (3) many jail inmates should be receiving services while in jail.

The survey also indicated specific services that jails require from mental health centers, such as suicide prevention/handling and emergency and routine mental health services. Coordination and communication between mental health centers and the sheriff's department, the courts, police, and county jails must be established and improved.

Contact Person and/or Agency for Further Information

David Jones
Criminal Justice Analysis Center
Governor's Crime Commission
Department of Crime Control
Post Office Box 27687
Raleigh, NC 27611
(919) 733-5013

Characteristics of Drug Traffickers Admitted to the North Carolina Department of Correction 1989 and 1990

William V. Pelfrey, Ph.D.
North Carolina Governor's Crime Commission

Program Objectives/Research Questions

This study examines the characteristics of drug traffickers admitted to the North Carolina Department of Correction. The project, sponsored by the North Carolina Governor's Crime Commission and the Department of Crime Control and Public Safety, sought to assess and analyze the characteristics of a subset of drug traffickers in North Carolina. The group selected for analysis was all persons convicted and sentenced for drug trafficking in North Carolina in 1989 and 1990.

Timeframe of the Study

January 1, 1989–December 31, 1990

Location/Site(s) of the Study

North Carolina Department of Correction

Methodology

The Department of Correction provided demographic information, social history, work history, and substance abuse information on each of the 802 drug traffickers admitted to correctional facilities from January 1, 1989, to December 31, 1990. Many of these data were collected from inmates at admission to the Department of Correction and are "self-reported." The second data set on the same 802 drug traffickers was provided by the State Bureau of Investigation. The criminal history of each drug trafficker identified by the Department of Correction was printed, coded, and entered along with the data from the State Bureau of Investigation. The

resulting merged data set represented the demographics as well as the social, work, substance abuse, and criminal histories of these 802 drug traffickers.

Findings

Based on information received on the most recent group of traffickers admitted to the Department of Correction in 1989 and 1990, a precise set of characteristics emerged, including demographic, social, economic, and criminal traits and histories on each of the 802 traffickers. There are four unique categories of drug traffickers: (1) those with prior drug offense arrests, (2) those with prior violent crime arrests, (3) those with prior property crime arrests, and (4) those with no prior arrests.

The specific categories of the traffickers provide the following useful information:

- The drug traffickers with no prior arrests represented the largest of the four unique categories that emerged from the criminal histories of the 802 offenders. Almost half (388) of the 802 drug traffickers had no prior arrests. This group had a higher percentage of those who trafficked 200–399 grams of cocaine. The average age in this category was 33.1 years, and 13% were females. Additionally, these offenders had the highest levels of educational achievement and the highest percentage of urban residents of any of the group.
- The next largest category of drug traffickers was that of offenders with prior arrests for drug offenses. This category represented 271 offenders, or 34% of the total. They had an average of 4.1 arrests per person, and half of these offenders had been imprisoned previously. The average age of these traffickers was 34.4 years. More than 43% were white, and 50% were black. Almost 69% lived in poverty, and 70% lived in urban areas. Forty-three percent were single, and 30% were married.
- Drug traffickers with prior arrests for property offenses (179) had remarkably different characteristics. Their average age was 34.9 years, older than the previous categories. This group had a much higher percent of whites (45%) and a lower percent of blacks (49%). They had, on average, 5.3 arrests and 0.9 imprisonments. Property offenders had the highest percent of trafficking in the smaller amounts of cocaine (59%).

- Traffickers with prior arrests for violent offenses represented the most troublesome of the traffickers. The traffickers with prior violent offense arrests (104) averaged 35.9 years of age and had the highest percent of blacks (58%). These offenders averaged 6.1 total arrests and 1.1 imprisonments. They began their criminal careers earlier than the others, and the average age of their first arrest was 21. The violent traffickers received sentences averaging 12.8 years. Their trafficking offenses were the most serious of the four categories. A higher percentage of violent traffickers were convicted of trafficking in heroin and large quantities of cocaine (400 grams or more).

Policy Implications

Traffickers with no prior arrests are young and tend not to use drugs with great frequency. For those without prior arrests and those with prior drug arrests, special task forces to exercise "expressive law enforcement" to interrupt and harass the trafficking may be useful. If the cost or risk outweighs the benefits, the behavior will be suppressed. An offender's alcohol use is a strong predictor of drug use. Thus, for those offenders who use drugs, there are probably alcohol-related violations or calls for service to forewarn law enforcement. Targeting these calls for service through crime analysis may lead to a stronger identification of the problem.

For the offenders with prior property arrests, the policy implications include drug screening, which may identify chronic offenders. Chronic property crime, accompanied by drug trafficking, should subject offenders to more lengthy sentences and periods of incapacitation.

The final category, violent offenders convicted of trafficking, poses the greatest threat to society. These are the most prolific offenders and the most imprisoned. The policy implications include law enforcement, prosecution, and corrections targeting the violent traffickers by using a system similar to Operation Triggerlock. Because these offenders are the most threatening, courts and corrections should focus on incapacitation of violent offenders and certainly violent traffickers so that the chronic criminal career will be interrupted.

Contact Person and/or Agency for Further Information

William V. Pelfrey, Ph.D.
 Chairman
 Department of Justice and Risk Administration
 Virginia Commonwealth University
 816 West Franklin Street
 Richmond, VA 23284
 (804) 367-1050

An Evaluation: Narcotics Task Forces in North Carolina

Mid-East Commission

Program Objectives/Research Questions

This study assesses the characteristics of narcotics task forces funded by the Governor's Crime Commission between 1987 and 1990. Most of the funded projects have been successful in terms of the number of arrests, but there appear to be varying degrees of organizational success, especially in the scope of operations and the cohesiveness of operational groups. Therefore, the goal of this evaluation was to produce an organizational model for multi-jurisdictional task forces that would maximize success.

Timeframe of the Study

1987-90

Location/Site(s) of the Study

Narcotics task forces funded through the Governor's Crime Commission

Methodology

Data were drawn from the list of 40 funded projects provided by the Governor's Crime Commission. The number of comparable task forces that emerged from the list was 33. A total of 29 task forces responded to the questionnaire; however, 3 were listed in the "anomaly" category, leaving 26 task forces with comparable responses.

Findings

The following findings are from this evaluation:

- The most common reason for developing a task force was increased drug activity, followed by the availability of funding and increased drug-related crime. Initiators tended to be police chiefs and sheriffs.
- Eighty-one percent of the task forces would not have been developed without Federal funding assistance.
- Fifty percent of the task forces were multicounty/multicity. Thirty-nine percent entailed only one county. The rest were two-county and three-county operations. Seventy percent of the personnel were employed full-time.
- Nearly half of North Carolina's task forces were composed of law enforcement agencies and other criminal justice agencies (usually the district attorney's office).
- Routine task force operations were most likely to be directed by a law enforcement officer already on staff at one of the participating agencies and assigned to narcotics or vice work. In most cases, major operational decisions were made and conflicts were resolved by a board of directors or an executive committee.
- Task forces typically served one county with several cities, with a total constituency of 100,000–250,000 persons.
- Task force personnel typically consisted of five or six full-time narcotics agents—most of whom were on loan from participating agencies—coordinated by a director from the lead participating agency. Leadership was derived from group consensus.
- Task forces tended to arrest between 150 and 200 offenders each year, primarily lower level dealers who were used to make cases against higher level dealers and conspirators.

- After a 2-year grant, the task forces will probably continue, but on a reduced scale through mutual aid assistance from some portion of the original participants. If original participants drop out, this may be the result of organizational stress or political turnover.

Contact Person and/or Agency for Further Information

David Jones
Criminal Justice Analysis Center
Governor's Crime Commission
Department of Crime Control
Post Office Box 27687
Raleigh, NC 27611
(919) 733-5013

The Grimes Alternative School Program and Home Remedies Program: A Qualitative Assessment

Jay R. Williams, Ph.D.
Juvenile Services Division
Administrative Office of the Courts

Program Objectives/Research Questions

This study evaluates two projects designed to deal with status offenders—the Alternative School Program (now the Dunbar Program) in Lexington, North Carolina, and the Home Remedies Program in Morganton, North Carolina—to determine whether they achieved the goals that they were both designed to accomplish.

Specifically, the Alternative School Program is a delinquency prevention project designed to target chronic status offenders. The goal was to impact the individual child, the child's family, the school (through the utilization of new curriculum approaches and through building sensitivity to students in need of academic and social support), and community (through the utilization of community resources in the classroom and through promoting a better relationship between the family and the community). Four specific goals are listed: (1) to improve school attendance, (2) to improve academic performance, (3) to improve classroom behavior, and (4) to decrease juvenile court involvement. These goals are designed to help the children advance their academic skills to their current grade level.

The Home Remedies Program offers short-term (4-6 weeks), in-home crisis-oriented services to families in which a child is at risk of out-of-home placement in a "training school, psychiatric hospital, child-caring institution, group home, or foster home due to delinquent or chronic status offenses, emotional disturbance, or abuse and neglect." The Home Remedies Program serves families in which at least one member under the age of 17 is at risk of out-of-home placement or is returning home after placement. Two basic types of services are offered: (1) services of a counselor as a primary service provider (family-centered therapy) and (2) brokering of community services to the family. The goals of this program are (1) to prevent family dissolution and the placement of children out-of-home (at least one family member under the age of 17 is at risk of out-of-home placement); (2) to assist in reunification and prevent replacement when children have been placed out-of-home (at least one family member under the age of 17 is returning home after placement); (3) to strengthen and maintain client families; and (4) to reduce client dependency on social services by promoting family self-sufficiency.

Timeframe of the Study

1985-88

Location/Site(s) of the Study

Lexington and Morganton, North Carolina

Methodology

The data for this report were drawn from field interviews with program staff, interviews with the Home Remedies counselors, home visits with both programs (when the families were interviewed and observed), classroom observations and interviews (with students, teachers, teachers' aides, and the family therapist/counselor for the Alternative School Program), and written materials provided to the researcher by the programs.

Findings

Based on the first 3 years of the Alternative School Program, this qualitative assessment discovered that during the school year 1985-86, there were only 15 trancies, compared to 511 incidents of truancy/suspension for the student participants in the previous school year. During the same school year, 92% of the students improved school behavior and academic achievement, and only one child was involved with

juvenile court. During the school year 1986-87, there were only 21 trancies, compared to 514 incidents of truancy/suspension in the year prior to placement. One hundred percent of the students in the program improved school behavior and academic achievement, and only one child was involved with juvenile court. During the school year 1987-88, there were only 4 trancies, compared to 67 the year before the fourth and fifth graders entered the program. Eighty-nine percent of the students significantly improved school behavior, academic achievement, and attendance, and again only one child was referred to the juvenile court and diverted back to the program.

Based on these data, the program appeared to have favorable impact on the four targeted areas: school attendance, academic performance, classroom behavior, and juvenile court involvement.

A Home Remedies progress report summarizing data on families served through April 15, 1989, identifies three measures of program effectiveness: (1) family intactness, (2) family functioning, and (3) goal attainment and maintenance. Family intactness measures whether the at-risk youth still live at home as of the time of termination from the program and 6 months afterward. Out of the 45 families served, 91% were intact at termination from the program, while 78% were intact at the 6-month followup. Family functioning measures the interaction among the family members. All 45 families reported improved family functioning during the intervention period. Finally, the third program indicator of effectiveness is the measure of how successful the family is in attaining the goal identified and set for the intervention. The available data on this measure are incomplete. However, the preliminary analysis on seven families indicates substantial progress.

Policy Implications

The success of the Alternative School Program and the Home Remedies Program suggests that the programs should be continued and expanded. Also, these programs provide models for others who wish to establish similar programs in their states.

Contact Person and/or Agency for Further Information

Kenneth C. Land, Ph.D.
Department of Sociology
Duke University
Durham, NC 27706
(919) 660-5615

*A Secondary Analysis of Durham County's
Drug Use Forecasting Survey Conducted
in the Durham County Jail, Fall 1989*

Mary Kathleen Smith and Stephen Patrick O'Brien
Durham's War on Drug and Alcohol Abuse, Inc.
Law Enforcement/Judiciary Committee

Program Objectives/Research Questions

This study assesses the incidence of drug and alcohol abuse among arrestees in Durham County, North Carolina. Funded by the North Carolina Governor's Crime Commission, the Law Enforcement/Judiciary Committee of Durham's War on Drug and Alcohol Abuse, Inc., designed the Drug Use Forecasting (DUF) program, similar to that of the National Institute of Justice (NIJ) program, in the fall of 1989.

The primary objective of conducting a DUF survey in Durham County was to assess the incidence of drug and alcohol abuse among the criminal segment of the community. The study intended to identify who among the criminal segment was abusing drugs and alcohol as well as the types of substances most frequently used by this population. The purpose of this study was also to ascertain what type of treatment the substance abusers themselves felt Durham County needed to alleviate the drug and alcohol problem in the community.

Timeframe of the Study

Fall 1989

Location/Site(s) of the Study

Durham County Jail

Methodology

The DUF survey questions used by NIJ were rewritten and tailored to address the issues of concern in Durham County. Furthermore, alcohol was added to the list of substances that would be tested for at the time of the participants' arrest. Graduate students from North Carolina Central University, Duke University, North Carolina State University, and the University of North Carolina at Chapel Hill were hired to administer the survey for an 8-week period in the Durham County Jail. The jail was staffed by two interviewers, 24 hours a day, 7 days a week. The interviewers approached individuals who had just been arrested and attempted to gain the arrestees' consent to anonymously and voluntarily participate in the survey.

After gaining the consent of the arrestees to complete the survey questions, the arrestees were asked to provide a breath sample that was screened for the presence of alcohol by the use of an alcosensor. Arrestees were also asked to provide a urine sample that was screened for the presence of controlled substances.

From the 971 arrestees approached for voluntary and anonymous participation in the DUF survey, a total of 364 arrestees agreed to provide urine specimens for this study. Of the group providing urine specimens, 42% tested positive for a controlled substance at the time of their arrest. Arrestees most often tested positive for cocaine (14%), followed by marijuana (12%). Approximately 6% of the arrestees tested positive for opiates, 3% for barbiturates, and less than 1% for amphetamines. A total of 421 arrestees agreed to provide a breath sample to test for the presence of alcohol. Thirty-three percent of this group had some amount of alcohol present in their system at the time of arrest. Twenty-two percent were legally intoxicated (e.g., .10 or greater) at the time of their arrest.

Findings

The findings suggest that those testing positive for a controlled substance (who would consent to being a study subject) tended to be female (42%), white (44%), and between 21 and 29 years of age (46%). Those who were impaired by alcohol (e.g., .10 or greater) at the time of their arrest tended to be female (21%), white (34%), and 40 years of age or older (33%).

Overall findings relevant to gender were not consistent with findings in DUF surveys conducted by NIJ. Durham County findings suggest that both females and males tested positive for a controlled substance at the same rate (42%). However, NIJ findings suggest that males tended to test positive for a controlled substance at a higher rate than did females in 10 of the 14 cities in which both males and females were included in the sample.

Policy Implications

Self-reported patterns of substance use suggest that alcohol was the most frequently used substance among 686 of the arrestees, followed by tobacco (597), marijuana (558), and cocaine (316). Although only 146 arrestees had tried heroin in the past, the need for inpatient treatment programs was suggested by 518 of the arrestees. More affordable outpatient treatment programs that focus on juveniles and their problems should also be provided.

Contact Person and/or Agency for Further Information

David Jones
Criminal Justice Analysis Center
Governor's Crime Commission
Department of Crime Control
Post Office Box 27687
Raleigh, NC 27611
(919) 733-5013

NORTH DAKOTA

1990 North Dakota Youth Alcohol and Drug Survey (Grades 7-12)

Bureau of Educational Services and Applied Research
University of North Dakota

Prepared for the Guidance and Drug Free Schools
Division, North Dakota Department of Public
Instruction

Program Objectives/Research Questions

Since 1989, the North Dakota Department of Public Instruction has conducted a continuing study on the extent and nature of the use of alcohol and other drugs by adolescents in North Dakota. The objectives of the study include (1) obtaining demographic, socialization, and personal data; (2) measuring students' knowledge, beliefs, and attitudes related to alcohol and other drugs; (3) developing current data on alcohol and other drug abuse behavior; (4) investigating the relationship of these behaviors to the demographic, socialization, and personal data; and (5) comparing the results across time.

Timeframe of the Study

March-April 1990

Location/Site(s) of the Study

North Dakota junior and senior high schools

Methodology

All North Dakota school districts were asked to participate in a written survey that measured the relevant characteristics of students in grades 7-12. The questionnaire was self-administered and completed during one class period in the school facilities. The respondent was not identified; however, coding made it possible to report the findings to each district. Because seniors were considered the most likely to have engaged in certain activities, some findings report senior data only.

Findings

The respondents were about equally divided between male and female. Almost all were white, a little less than three-quarters lived in a city or small town, and

a majority reported grades of B or better. Most respondents lived with both parents and were almost equally divided by birth order. A majority indicated that religion in the home was very important and felt their parents were not very strict. Most did not work during the school year. Spending patterns varied greatly, with seniors spending the most.

The earliest behavior for seniors was using snuff or chewing tobacco regularly, closely followed by the first drink of alcohol, the use of cigarettes regularly, and the first use of drugs. The two behaviors seniors indulged in most regularly were drinking alcohol and smoking cigarettes.

Among all students, alcohol is the most commonly used substance, with marijuana being the second choice. Of those who use these substances, younger students obtained supplies from home, while older students obtained supplies from friends who gave or bought them the supplies. Almost all respondents knew persons who could supply addictive substances.

Beer is the alcoholic beverage of choice, with most respondents indicating they knew more about alcohol than any other substance. Students' knowledge about drugs and alcohol was correlated with grades, hours worked per week, and use. For all students, the instances of driving after drinking and riding with someone who had been drinking increased by grade.

A substantial minority of seniors misused alcohol. A majority of the misusers reported having problems with friends, teachers, and police. A majority would turn to friends for support, but they feel counseling programs are helpful.

Compared to previous studies, the frequency of alcohol and smokeless tobacco use has generally decreased, but cigarette use has increased.

Contact Person and/or Agency for Further Information

Dave Lee, Ph.D.
Director
Guidance and Drug Free Schools Division
North Dakota Department of Public Instruction
Bismarck, ND 58505
(701) 224-2260

NORTHERN MARIANA ISLANDS

Customs Canine Enforcement Service: Implementation and Performance Evaluation

Criminal Justice Planning Agency
Criminal Justice Statistical Analysis Center

Program Objectives/Research Questions

The Customs Canine Enforcement Service (CCES) for the Commonwealth of the Northern Mariana Islands (CNMI) was established in December 1987. In 1987 there was an increased number of detected shipments of illegal narcotics, specifically marijuana, being imported into the CNMI from the neighboring island of Palau via commercial airlines. Also noted was an increase in the amounts of narcotics and other dangerous drugs coming from the Philippines and parts of Asia. Furthermore, the discovery of distributable quantities of cocaine on the island of Saipan, the increasing availability of locally cultivated cannabis, and the interception of large quantities of heroin destined for the CNMI from various points of origin in west and central Asia served as warning signs that the Commonwealth was rapidly becoming not only a heavily utilized transshipment route for illegal narcotics, but also a growing marketplace for these illicit substances. The goal of the CCES project was to significantly increase the capability of the Division of Customs to successfully screen, detect, interdict, and investigate the trafficking of controlled substances coming into the CNMI through Saipan International Airport and the Saipan Commercial Seaport, or "Charlie Dock." This main goal of the project was accomplished primarily through the use of three drug detector canines and secondarily through the use of a variety of detection and interdiction techniques that have resulted from extensive training received by CCES officers.

This evaluation assessed the performance of the Customs Canine Enforcement Service and examined what contribution the program made in the interdiction of illegal drugs being imported into the CNMI.

Timeframe of the Study

1990-91

Location/Site(s) of the Study

Commonwealth of the Northern Mariana Islands

Methodology

The report recognized that to effectively evaluate the success of the program, baseline data would have to be collected and analyzed, and from that analysis a base trend of the level of drugs being imported needed to be established. By comparing this preexisting trend to the types and amounts of narcotics interdicted as a result of the project's first year of operation, it would then be possible to determine the initial success of the project in relation to drug importation and interdiction.

Little was accomplished prior to this evaluation in terms of establishing such a data collection mechanism. During the course of the evaluation, however, CCES managers requested and received technical assistance from the Criminal Justice Planning Agency in erecting and implementing a workable mechanism for the collection and analysis of project-related data. With the mechanism now in place and being utilized, it is anticipated that future monitoring of the project will yield an increase in substantive information.

Findings

To date, the CCES project has interdicted 469.94 ounces of marijuana, with an estimated street value of \$1,593,090, and 2,037.5 grams of crystal methamphetamine, with a street value of approximately \$2,037,500—an estimated total of \$3,630,590 in illegal narcotics interdicted while being smuggled into the CNMI. The CCES operation continues to increase the ability of the Division of Customs to detect and interdict illicit narcotics being imported into the CNMI.

Policy Implications

Currently, there is sufficient data available from CCES records to derive several conclusions. Marijuana continues to be imported into the CNMI via commercial air carrier from the Philippines and the island of Palau. However, crystal methamphetamine is rapidly increasing in popularity and is expected to quickly become the drug of choice for users within the CNMI.

Subsequent evaluations of other drug enforcement agencies operating within the CNMI should yield data to support this hypothesis. Given this, the CCES should remain on the offensive and continue to seek innovative techniques through which to detect and interdict narcotics being smuggled into the Commonwealth.

**Contact Person and/or Agency
for Further Information**

Criminal Justice Planning Agency
Criminal Justice Statistical Analysis Center
Commonwealth of the Northern Mariana Islands
Post Office Box 1133 CK
Saipan, MP 96950
(670) 322-9350/0838

***Project Evaluation Report: A Review and Assessment
of Project Performance***

Criminal Justice Planning Agency
Criminal Justice Statistical Analysis Center

Program Objectives/Research Questions

The Department of Public Safety's Special Operations Division (SOD) received \$323,366 in Federal grant awards between February 12 and July 9, 1990. Since the inception of SOD, training has been a major focus of the project, and this emphasis has contributed to SOD becoming the most highly trained and the best equipped law enforcement entity in the Commonwealth of the Northern Mariana Islands (CNMI).

The purpose of this evaluation was to fulfill the requirements of the Anti-Drug Abuse Act of 1986, which requires all programs and projects funded under the act to be evaluated to determine whether they are being or have been implemented as described and funded. In addition, this evaluation intended to assess the performance of the SOD. Specifically, this report examines what contribution the program has made in relation to the interdiction of illegal drugs being imported, distributed, and used in the Commonwealth.

Timeframe of the Study

January 1990-May 1991

Location/Site(s) of the Study

Commonwealth of the Northern Mariana Islands

Methodology

Gauging the performance of the SOD required extensive data collection and analysis in the following areas: (1) investigations, (2) arrests, (3) offenses recorded, and (4) drugs interdicted, including types, quantities, and estimated street values.

Gathering data from SOD records proved to be somewhat awkward at first, as data reported in quarterly progress reports did not agree with data contained in SOD record books and files. It became necessary to go back to the beginning of the program (January 1990) and count and classify all related data up to the evaluation cutoff point (May 15, 1991). These efforts generated performance data for 1990 and a portion of 1991.

Findings

Data collected relating to the performance of the SOD during 1990 indicated that there were a total of 84 investigations initiated by the SOD and a total of 64 arrests made as the result of the operations. Of those, 32, or 50%, were directly the result of informant cooperation.

A total of 117 offenses were documented. Of those, 24 were for cultivation/manufacture of marijuana; 21 were for possession of marijuana; 26 were for transportation/importation of marijuana; 19 were for distribution of marijuana; and 1 was for the conspiracy to buy or receive marijuana. Data further indicated that three offenses were for conspiracy to buy or receive crystal methamphetamine; eight were for possession of crystal methamphetamine; six were for possession with the intent to distribute crystal methamphetamine; one was for transportation/importation of crystal methamphetamine; and five were for distribution of crystal methamphetamine. Data also confirmed that of the 117 offenses, 1 was for possession of cocaine, 1 was for possession with intent to distribute cocaine, and 1 was for the actual distribution of cocaine.

Data collected on the types, quantity, and street value of drugs interdicted by the SOD indicated that a total of 47 pounds of marijuana, 4 grams of cocaine, and 48 grams of crystal methamphetamine were interdicted. The combined street value of all drugs interdicted was estimated at \$903,780.

Data collected for 1991 covered the period from January 1 to May 15, 1991. During that period the SOD initiated a total of 39 investigations and made a total of 30 arrests. Twenty of those arrests were attributable to informant cooperation. Five of the thirty arrested became informants.

The data on offenses recorded indicated that a total of 60 offenses had been recorded. Of that number, 6 offenses were for cultivation/manufacture of marijuana; 22 were for possession of marijuana; and 14 were for transportation/importation of marijuana. The data further indicated that of the 60 recorded offenses, 10 involved transportation/importation of, conspiracy to buy or receive, or possession of crystal methamphetamine. There were no offenses recorded and no arrests made involving cocaine.

During 1991, a total of 13 pounds of marijuana and 2,206 grams of crystal methamphetamine were interdicted. The combined street value was calculated at \$2,441,820, based on street-market prices as indicated by undercover purchases made during SOD operations.

Policy Implications

For purposes of planning, the SOD should be considered fully implemented as originally envisioned, with the only exception that no SOD officer had received any type of financial investigation training. This area of training was identified in each approved subgrant proposal to be a focus of SOD training activities. In light of the rapidly emerging casino gaming industry on the neighboring island of Tinian, it was recommended that financial investigation training be given attention so that the SOD might maintain its current level of capability as it relates to drug, violent crime, official corruption, and gaming-related enforcement.

Any further project activities undertaken by the SOD should be related to the expansion of the services already provided to allow for a broadening of concentrated drug-related enforcement throughout CNMI. Additionally, it was recommended that the SOD begin designing and implementing contingency plans related to either the placement of a fully trained SOD officer on Tinian for the purposes of acting as a liaison between SOD and Tinian law enforcement officers or the establishment of an SOD field office on Tinian staffed by several trained and capable SOD officers.

Contact Person and/or Agency for Further Information

Criminal Justice Planning Agency
Criminal Justice Statistical Analysis Center
Commonwealth of the Northern Mariana Islands
Post Office Box 1133 CK
Saipan, MP 96950
(670) 322-9350/0838

OHIO

Understanding the Enemy: An Informational Overview of Substance Abuse in Ohio

Governor's Office of Criminal Justice Services

Program Objectives/Research Questions

The primary objective of this report was to assess awareness of the problems and issues involved in drug and alcohol use among Ohio residents.

The research questions addressed in the report include the following: What types of substances are most frequently abused? Does substance abuse vary by age, race, and gender? How do Ohio residents rate drug and alcohol use compared to other typical youth problems? How much does Ohio and the nation spend on treatment and prevention of substance abuse? How is health affected by taking drugs or drinking excessive amounts of alcohol? What are the costs of drug and alcohol abuse in the workplace?

Timeframe of the Study

November 1988

Location/Site(s) of the Study

State of Ohio

Methodology

The Ohio Governor's Office of Criminal Justice Services contracted with Ohio State University, Polimetrics Laboratory, to survey citizen attitudes about drug use in November 1988. The sample was selected using random-digit dialing. Telephone interviews were conducted with selected respondents using a 49-item questionnaire. A total of 803 citizens were interviewed for a 90% response rate. The reported sampling error is +/- 4%.

Findings

The problem of drug abuse has consistently topped the list of societal problems discussed in citizen surveys throughout the nation in the past few years, and most Ohio residents see drug abuse as the most serious threat to ever face the younger generation.

Tolerance for certain kinds of drug abuse depends on personal characteristics and lifestyle. For example, there is much less citizen tolerance for professional cocaine smugglers than there is for teenagers sharing a marijuana cigarette. When presented with two scenarios, citizen disapproval descended more heavily on a corrupt narcotics officer who keeps some of the seized illegal drugs for sale than on a corrupted farmer who allows someone to grow marijuana in his cornfield in exchange for money.

There appears to be much support for drug testing in the workplace. Eighty-two percent of Franklin County residents favored random, on-the-job drug tests for bus drivers, doctors, police officers, and others whose work performance directly affects public health or safety. More surprising was the even larger affirmative response to the prospect of respondents submitting to random drug testing in their own workplace (85%). Nevertheless, the family is seen as the most important institution for dealing with the problem of drug abuse among seven societal institutions listed as candidates for playing "the most important role in dealing with drug abuse."

The 1988 Ohio survey repeatedly uncovered attitudes that were ambivalent, or at least inconsistent. Public opinion is divided over whether to treat drug abusers as criminals or people in need of treatment. Forty-seven percent of the respondents preferred that people who use illegal drugs be arrested and prosecuted; forty-five percent preferred they be treated medically; and only 5% preferred leaving them alone. Current or past cocaine users tended to be more supportive of the "treat medically" (50%) and "leave alone" (23%) options. Among Ohio's subpopulations, senior citizens (60%) and blacks (52%) were especially supportive of stopping the drug flow. Higher income (39%) and better educated (43%) residents showed slightly stronger preferences for education and prevention.

Drug crime monopolizes a significant portion of the resources devoted to criminal justice in Ohio. Almost one-third of all Ohio criminal arrests involve violations of drug or alcohol laws. In 1987, 93% (534 out of 573) of criminal investigations by the Ohio Attorney General's Bureau of Criminal Identification and Investigation were narcotics related. Of all the analytical functions performed by the crime labs,

48% of the 1987 cases (7,226 out of 15,165) related to drugs, with most of these involving marijuana and cocaine. Urinalysis of Cleveland's felony arrestees confirms the drug-crime link, usually for cocaine and marijuana.

Policy Implications

State and local decision makers can benefit greatly from surveys of their constituencies. At the very least, surveys provide additional data for decisions that take into account many sources of information. This survey and the other supporting data clearly indicate that policy decisions regarding drug control must focus on educating citizens about drug use.

**Contact Person and/or Agency
for Further Information**

Jeffrey Knowles
Bureau Chief
Governor's Office of Criminal Justice Services
400 East Town Street, Suite 120
Columbus, OH 43216
(614) 466-0310

OREGON

Evaluation of the Oregon Drug Control Package: First Year Implementation Evaluation

Michael Finigan, Ph.D.
Northwest Professional Consortium

*Prepared for the Criminal Justice Services Division,
Executive Department*

Program Objectives/Research Questions

In November 1989 the Governor of Oregon directed the Criminal Justice Services Division to develop a coordinated statewide drug control strategy. The division assembled a group of program managers from the various state agencies with drug control plans and funding strategies who were addressing drug problems independently. This comprehensive approach brought together professional, technical, and financial resources of different state and local agencies to collectively target drug problems and devise solutions.

This report evaluates the efficacy of the statewide drug control strategy and provides information on the following areas affecting that strategy: (1) the implementation of the programs, including problems and delays experienced by each program; (2) the delineation of near-term and long-term performance measures for each program; (3) the collection and examination of data for each program related to its near-term objectives; and (4) where available, the collection and examination of data related to long-term objectives. In addition, the report details the long-term outcome performance measures of the specific programs as well as the drug control strategy as a whole.

Timeframe of the Study

July 1990–August 1991

Location/Site(s) of the Study

State of Oregon

Methodology

The evaluation process is comprised of three phases. The first phase documents client types, program specifics, expected outcomes, relevant measures,

and program resources. The second phase includes the collection of preliminary data from program managers, agency data bases, surveys, and other data sources. Details of the long-term outcome performance measures will be provided in the last phase (forthcoming).

Findings

This evaluation examines the efficacy of several treatment, transition/treatment, law enforcement, and prevention programs. Currently, the evaluation covers only 1 year; therefore, findings from this evaluation are limited, particularly for long-term outcome measures. Selected findings for the first three program types are presented.

The primary characteristic of treatment programs is that they provide direct services to clients who are offenders or potential offenders. One such program, the Youth Criminal Justice and Gang Involvement Prevention Project, utilizes a comprehensive system of activities coupled with local community-based partnerships. The program appears to be having some effect on eliciting behavior changes in youth. Although school attendance of participants remained about the same, referrals and suspensions decreased for these students. The average GPA for these students showed an overall increase.

Transition/treatment programs provide direct transition and/or treatment services to clients who are in close custody or institutionalized. The Douglas County Pre-Release Transition Program provided parolees/inmates with prerelease counseling, inpatient and outpatient drug and alcohol treatment, and intensive case management supervision (for selected parolees). The program succeeded in finding employment for 70% of its clients. Eighty-five percent of its clients remained abstinent. Most improved their attitudes and behaviors concerning drug use.

Law enforcement programs are largely designed to deter drug abuse through enforcement of drug laws. The Oregon State Police (OSP) Drug Enforcement Partnership and Equipment Operations is one such program. The overall strategy of the OSP resulted in 2,418 drug-related arrests throughout the state, which include 1,223 for drug possession, 768 for drug sales, and 427 for drug manufacturing. During the year, 19 methamphetamine labs were seized, down from a record 203 seizures in 1988.

For the fiscal year, \$970,060 was seized in cash, \$17,123 in personal property, and \$231,850 in vehicles. The interdiction effort of OSP, called Operation Pipeline, resulted in over \$630,300 in drugs seized during patrol interdictions.

Policy Implications

While many of the programs experienced significant delays and startup problems, most now seem to be past the implementation phase and are fully under way. The third phase of evaluation will be a report that will describe the long-term performance measures of both individual programs and the entire drug control strategy. It is anticipated that this report will come in the second and/or third year of the operation of this drug control package.

Contact Person and/or Agency for Further Information

Catherine Webber
Administrator
Criminal Justice Services Division
Executive Department
155 Cottage Street, N.E.
Salem, OR 97310
(503) 378-4123

An Evaluation of the Oregon National Guard's Participation in Statewide Drug Law Enforcement

Robert A. Jackson
Criminal Justice Services Division
Executive Department

Program Objectives/Research Questions

The purpose of this evaluation was to answer the following five questions: Does the National Guard have a law enforcement/drug interdiction role? Do the perceptions of law enforcement officers, Guard personnel, and the Portland-area general public coincide with the Guard's law enforcement role as identified in the Federal enabling legislation? Did the drug interdiction activities undertaken by the Guard change the attitudes of law enforcement officers about the usefulness of the Guard's support? To what extent did the Guard's assistance increase overall effectiveness of drug- and crime-fighting efforts? What are the implications for the criminal justice system of this infusion of resources into the drug enforcement area?

Timeframe of the Study

Survey data were collected in November 1989. Documentary information was collected for the time period 1982-89.

Location/Site(s) of the Study

Surveys were conducted in the Portland metropolitan area. Historical records were examined for National Guard actions statewide.

Methodology

Two surveys were carried out: a phone survey of households in the Portland metropolitan area and a mail survey of law enforcement personnel and National Guard personnel involved in Guard drug enforcement operations. The phone survey included a simple random sample with replacement. The mail survey was sent to the population of law enforcement officers and Guard members involved in drug enforcement operations. Both surveys asked questions regarding respondents' knowledge of and attitudes toward National Guard involvement in drug enforcement.

Findings

The telephone survey found strong support among Portland-area residents for continued use of the National Guard in drug enforcement activities. Many residents, however, were unaware of Guard activity prior to 1989.

The law enforcement survey indicated that civilian law enforcement personnel felt that the Guard's assistance allowed their agency to perform additional law enforcement activities that they could otherwise not have accomplished. Most law enforcement officers indicated that their agency's effort to combat drug crime had improved as a result of the National Guard's participation. The mail survey also found that Guard personnel were likely to desire more authority than civilian law enforcement personnel would like them to have, even though the Guard Command and the Executive staff felt that the present level of drug law enforcement authority was appropriate.

Respondents made the following suggestions regarding future operations: better coordination and communication, additional overflights, more training, civilian attire for Guard members while on civilian drug duty, allowing Guard members to be armed, and fewer obstacles to obtaining Guard support.

Policy Implications

Four recommendations are emphasized by the study:

(1) The Oregon National Guard support capabilities should be included in the statewide drug control strategy; (2) the Governor, the Adjutant General, and state and local law enforcement executives should seek coordination of policies governing the use of the Oregon National Guard in drug law enforcement; (3) more detailed and accurate reporting procedures are required to adequately measure economic costs and performance benefits of using the Guard in law enforcement operations; and (4) future evaluations should be expanded in scope to examine the effects of large infusions of enforcement resources on the criminal justice system.

Contact Person and/or Agency for Further Information

Robert A. Jackson
Director
Multnomah County Department
of Community Corrections
421 Southwest Fifth Avenue
Suite 600
Portland, OR 97204
(503) 248-3701

PENNSYLVANIA

Containing Pennsylvania Offenders

Pennsylvania Commission on Crime and Delinquency
Corrections Overcrowding Committee

Program Objectives/Research Questions

This final report of the Pennsylvania Commission on Crime and Delinquency (PCCD), Corrections Overcrowding Committee, addresses a variety of jail and prison overcrowding issues. The primary objectives were to provide a description of the overcrowding problem, an analysis of the factors contributing to the problem, and a series of recommendations on how to alleviate overcrowding. The intended outcome was to identify a balanced approach for providing secure confinement for violent and high-risk offenders as well as opportunities for nonviolent and low-risk offenders to be held in facilities and placed in programs commensurate with their security needs.

Timeframe of the Study

1980-89

Location/Site(s) of the Study

Pennsylvania

Methodology

In 1983, PCCD formulated a Prison and Jail Overcrowding Task Force of over 70 members to examine the causes of overcrowding and to make recommendations aimed at alleviating the problem. Existing state criminal justice data were examined to determine the sources of correctional population growth.

Findings

Findings suggest that Pennsylvania's increased reliance on incarceration has resulted in a prison and jail overcrowding crisis. The population growth is the cumulative result of (1) the implementation of sentencing guidelines, (2) mandatory sentences that put offenders under correctional supervision longer, (3) more offenders with substance abuse problems, and (4) increased parole violations. The bulk of the recent

growth in the Department of Corrections (DOC) population is the result of increased court commitments for drug law offenders.

In light of overcrowding, findings suggest that there is an urgent need for correctional systems to significantly expand the punishment options available between the extremes of probation and incarceration without unduly reducing public safety, which must remain the primary consideration in recommendations. Some recommendations set forth to alleviate overcrowding in correctional systems include limiting the number of low-risk offenders in the DOC's medium- and maximum-security institutions by recommending alternative correctional system options; implementing some reductions in the length of incarceration; reducing overcrowding in county jails; reducing the impact of recidivists on overcrowding; and improving correctional system planning.

Continual increased incarceration of offenders will only escalate overcrowding problems, which are predicted to present a major threat to institutional security in the next few years. Costs will only continue to increase as offenders are placed in more restrictive and more costly correctional institutions.

Policy Implications

By presenting recommendations that will help bring the populations of prisons and jails into compatibility with their capacity, this report provides assistance to county, state, and Federal correctional agencies that are experiencing overcrowding in correctional facilities.

The report expresses support for some new construction, but it calls more importantly for the reexamination and restructuring of the use of limited prison and jail space. The report advocates changing current sentencing and correctional policies and practices through the development of a range of options for court and correctional officials to employ to match correctional resources to demands for those resources. Recommendations are intended to reduce the number of offenders who return to the system as recidivists by increasing treatment services, providing treatment space in institutions, providing intensive supervision, and providing necessary support staff.

The committee believes that the implementation of its recommendations as a package will enable the Commonwealth of Pennsylvania to deal effectively with overcrowding in the correctional system.

**Contact Person and/or Agency
for Further Information**

Pennsylvania Commission on Crime and Delinquency
Bureau of Statistics and Policy Research
Post Office Box 1167
Federal Station Square
Harrisburg, PA 17108
(717) 787-5152

***The Effort To Reduce Drunken Driving
in Pennsylvania: The Effects on the
Criminal Justice System and Highway Safety***

Pennsylvania Commission on Crime and Delinquency
Bureau of Statistics and Policy Research

Program Objectives/Research Questions

This report uses data available from several Pennsylvania state agencies to develop an overview of the changes that have occurred as a result of Act 289 of 1982. The stated intent of Act 289 was to increase highway safety by deterring people from driving under the influence (DUI), by making it easier for police to make an arrest, and by increasing the likelihood that an offender will be punished and provided treatment once arrested. The objective of the study was threefold: (1) to determine the criminal justice system's reaction to Act 289 and the associated workloads the act has imposed, (2) to examine changes in highway safety, and (3) to provide information on offenders arrested for DUI. More specifically, the purpose of this study was to assess the extent to which Act 289 has served as an effective deterrent to drunk driving.

Timeframe of the Study

1980-87

Location/Site(s) of the Study

State of Pennsylvania

Methodology

Data available from several Pennsylvania state agencies were used to determine the changes that have occurred between 1980 and 1987 as a result of Act 289 of 1982. Data sources include the Pennsylvania State Police, court dockets, the Pennsylvania Department of Corrections, the Pennsylvania Department of Transportation, and the National Highway Safety Administration Technical Report.

Findings

Findings reveal that the criminal justice system has reacted to Act 289 by increasing DUI arrests, cutting the number of cases dismissed, requiring more offenders to undergo punishment and education, and increasing the severity of punishment. Enactment of Act 289 has allowed the criminal justice system to identify more DUI offenders than ever before and to increase DUI court caseloads.

Despite cooperative efforts of the criminal justice system, findings suggest that the penalties and treatment established by Act 289 do not seem to provide the anticipated level of deterrence. The number of repeat DUI offenders continues to represent a growing threat to highway safety, and the number of alcohol-related fatal injuries and accidents has increased since enactment of Act 289.

Policy Implications

This report summarizes the deterrent effect of Act 289 for the benefit of state and local policy makers and the general public. The deterrent effect of the law can take two forms: deterring would-be offenders by posing the threat of jail for first-time offenders and deterring repeat offenders by posing the threat of harsher punishment and providing treatment or education following the first offense.

While penalties and treatment established by Act 289 may be appropriate as punishment, they do not seem to provide the anticipated level of deterrence; specifically, for repeat offenders. Act 289 may provide an initial deterrent effect to largely would-be offenders, but the penalties and treatment established do not seem to provide the level of deterrence anticipated for repeat offenders. Better methods of incapacitation or more effective rehabilitation must be sought.

**Contact Person and/or Agency
for Further Information**

Pennsylvania Commission on Crime and Delinquency
Bureau of Statistics and Policy Research
Post Office Box 1167
Federal Station Square
Harrisburg, PA 17108
(717) 787-5152

Intermediate Punishment Type Program Survey

Pennsylvania Commission on Crime and Delinquency
Bureau of Statistics and Policy Research

Program Objectives/Research Questions

This report assesses the extent to which county intermediate punishment programs (IPP's) are used by county judges to sentence offenders.

Timeframe of the Study

Spring 1991

Location/Site(s) of the Study

State of Pennsylvania

Methodology

The study design utilizes a statewide county-level mail survey conducted in the spring of 1991. The survey respondents include county prison wardens, chief probation officers, single-county authorities, and county mental health administrators. The survey encourages respondents to list known IPP's operating in their county even when the IPP's lie beyond their sphere of supervision. The survey instrument consisted of questions in the following areas: program name and class, target population, program capacity, current program population, year implemented, annual cost, supervising program agency, and program contact person.

The survey was mailed to a total of 223 respondents. Sixty-five percent of the respondents (145) returned the completed survey. Followup phone calls were made to several of the 145 respondents to ensure that the programs they listed were IPP's.

Findings

Findings reveal that 65 counties operate 489 IPP's. These programs supervise 40,793 offenders at an annual cost of \$34.2 million. The average annual cost for IPP's is \$800 per individual. One in five programs was implemented between 1989 and 1991, with 25 being implemented during the first 3 months of 1991. The most frequently mentioned program type was partial/intensive outpatient drug and alcohol treatment, followed by intensive probation supervision, and work release/work camps. The least reported program types were house arrest (including house arrest programs with electronic monitoring) and halfway residential facilities.

IPP's are utilized by 63 of the 65 responding counties, and the majority of these programs target several offender types simultaneously. Offender types most frequently cited as targets by IPP's are low-risk offenders such as probationers, parolees, and driving-under-the-influence offenders. Findings did not demonstrate any discernible pattern between program type and county size or geographic location.

Policy Implications

IPP's are flourishing in Pennsylvania, usually under the auspices of either county adult probation departments or jails. Changes in Pennsylvania sentencing guidelines reflect efforts by the state to encourage counties to develop and implement intermediate punishment programs that ensure public safety and promote efficiency and economics in the delivery of corrections services. IPP's may offer Pennsylvania immediate cost savings and, more importantly, begin to address the issue of choosing which offender to incarcerate and which to sentence to an IPP.

With capital costs for new jails becoming more prohibitive, counties have found IPP's to be relatively low-cost alternatives. What appears to drive the development and implementation of IPP's is the need for alternatives to incarceration for low-risk offenders.

**Contact Person and/or Agency
for Further Information**

Pennsylvania Commission on Crime and Delinquency
Bureau of Statistics and Policy Research
Post Office Box 1167
Federal Station Square
Harrisburg, PA 17108
(717) 787-5152

PUERTO RICO

Puerto Rico Department of Justice Drug Control and System Improvement Program

Puerto Rico Department of Justice

Program Objectives/Research Questions

This study gathered information on six projects receiving formula grant funding for the 1989 Federal fiscal year: (1) the Intensive Electronic Supervision Program at the Corrections Administration, (2) the Telecommunications Network for the Caribbean and Central America, (3) the Forensic Sciences Institute, (4) the Juvenile Institutions Administrations's Services to Juvenile Infringers with Drug Addictions Problems, (5) the Criminal Justice Information System, and (6) the Diversion Program for Juvenile Offenders.

Timeframe of the Study

1990

Location/Site(s) of the Study

Puerto Rico

Methodology

Information regarding the implementation and impact of the six projects was gathered on-site. Quantitative and qualitative data were gathered regarding the conditions prior and subsequent to the implementation of the programs. Information on program implementation and effectiveness was gathered through data reports, client satisfaction questionnaires, financial reports, and administrative monitoring visits. Scales were developed to measure project performance compared with the original work plan, the degree of accomplishment of program objectives, and the efficiency of the projects.

Findings

The primary goal of the funding for the Intensive Electronic Supervision Program was effective alternatives to incarceration for juvenile drug offenders. Performance on the 5 goals in the work plan, the 5 general program objectives, and the 29 project operation objectives was rated at 100%. In addition, family

members actively cooperated in the process. At the end of the project year, no violation of the project guidelines or commission of new crimes had been reported. By September, none of the clients tested positive for drugs. The primary obstacles to the operation of this program centered around the efficiency of the referral process.

The Telecommunications Network for the Caribbean and Central America was rated at 78% regarding the adequate execution of operational objectives and at 71% for the 17 program activities. Problems encountered were in the areas of recruitment and stability of personnel, negative public opinion, the cost of repairing equipment, incomplete transmission of messages, and duplication of information.

The Forensic Sciences Institute made progress in expediting the analysis of controlled substances. Problems encountered included a delay in the development of guidelines for the preparation of reactivities, operational audits, and field tests. The installation of the planned information system was delayed to allow consideration of an alternative, and some of the equipment failed during installation.

The Juvenile Institutions Administration's Services to Juvenile Infringers project was judged to have accomplished 67% of its operational objectives and 79% of its program objectives and was rated at 86% in terms of the creation of alternatives for youths with drug addiction problems in the custody of the Juvenile Institutions Administration. However, many of the juveniles selected for services were not in custody long enough to complete the treatment program.

The Criminal Justice Information System project experienced delays in implementation. Efficiency could not be estimated. There were problems with the conversion from one computer system to another and failures in the conceptualization of the work plan.

The Diversion Program for Juvenile Offenders saw an increase in the number of juveniles who participated. The general performance of the program was rated at 80%. There was a reduction in the number of juveniles processed through the juvenile courts.

Policy Implications

Project problems, limitations, and external or internal constraints were reported along with the identification of possible solutions that were "considered in the formulation of next year's operational plans."

For example, the success of the electronic supervision program led to an alleviation of the overcrowding problems in other correctional institutions.

The telecommunications network project developed rules and procedures for the dispatch of messages and an emergency plan for dispatching messages using an alternative system.

The juvenile services program study led to a plan for an evaluation of the impact of the program by measuring the recidivism rates for those involved in the program. In addition, the need for a vocational component to the program was highlighted.

The juvenile diversion program results pointed to the importance of early intervention with minors who are engaged in criminal activities.

Contact Person and/or Agency for Further Information

Astrid Conde-Ramirez
Director
Division of Planning
Federal Funds and Statistics
Puerto Rico Department of Justice
Olimpo & Lindbergh Streets
Miramar, PR 00910
(809) 725-0335

Treatment to Infringers Minors With Addiction Problems: Clientele Satisfaction Evaluation

Office of the Attorney General
Commonwealth of Puerto Rico

Program Objectives/Research Questions

The Puerto Rico Administration of Juvenile Institutions contracted with a private firm to offer specialized services and alternative addiction treatment to addicted juveniles. The objectives were (1) to provide a complete environment for juveniles; (2) to increase the participation of the juveniles' relatives in the

rehabilitation process; (3) to ensure that 50% of the juveniles finish the introduction to treatment stages; and (4) to ensure that 75% of the juveniles who reach the treatment stage complete all the steps. This report is an evaluation of the program as reported by the juveniles.

Timeframe of the Study

1990

Location/Site(s) of the Study

Commonwealth of Puerto Rico

Methodology

A questionnaire was given to all 18 juvenile participants in the treatment program. They were asked about their educational level, place of residence, drug experiences, and opinion of the program. The researchers advise caution in interpreting the results because the juveniles exhibited strong distrust, limited reading and writing skills, and laziness. The juveniles required the help of staff in completing the questionnaires, and this may also have affected the answers.

Findings

The average juvenile age was 16; the average educational level was 6.4. Most came from the south coast of the island and lived with their parents. All the juveniles received food, clothing, and counseling as part of the program. A majority received individual as well as group counseling, medical services, and therapy with a psychologist. Twelve juveniles had used marijuana, eight had used cocaine, and seven had used crack. A majority claimed drug use affected their family relationships, health, and educational progress.

While in the treatment program, all the juveniles attended academic classes and participated in a wide range of sports, cultural, and recreational activities. A large majority engaged in vocational activities such as kitchen-helping and carpentry. The activity they liked most was recreational therapy, and the activity they liked least was not identified. Nine juveniles would recommend the program to a friend; eight would not. Twelve had no problems in the program; five mentioned fights and arguments with their peers as problems in the program.

Policy Implications

The three policy recommendations are as follows:

(1) extend and improve vocational services; (2) increase supervision; and (3) evaluate the structure, content, and methodology of confrontational therapies.

Contact Person and/or Agency for Further Information

Astrid Conde-Ramirez
Director
Division of Planning
Federal Funds and Statistics
Puerto Rico Department of Justice
Olimpo & Lindbergh Streets
Miramar, PR 00910
(809) 725-0335

RHODE ISLAND

Final Report on Substance Abuse Program Management Consultation

Jerry M. Hatfield, M.Ed.
Adult Services Substance Abuse Treatment Program
Rhode Island Department of Corrections
Division of Adult Services

Program Objectives/Research Questions

The goal of the consultation was the development of measurable goals and objectives for the Department of Corrections' Adult Services Substance Abuse Treatment Program. This document describes the general areas in which the program functions and the steps necessary to achieve those goals. The study was also intended as a basis upon which to measure the effectiveness of the clinical staff. Activities undertaken by the consultant included the revision of drug treatment and urine-testing policies and procedures and the development of a statewide plan for substance abuse. The consultant was also responsible for monitoring the activities of the contractor providing the treatment services. Additionally, an evaluation of the plan was completed, and a staff development program for the treatment program's clinical staff was developed.

Timeframe of the Study

The program management consultation was undertaken during 1990, and this final report was submitted in January 1991.

Location/Site(s) of the Study

This study was conducted at the Rhode Island Department of Corrections, Division of Adult Services, Adult Services Substance Abuse Treatment Program.

Findings

Several products are included in this final report. Appendix 1, "Policy and Procedures for Substance Abuse Treatment," describes the methods used by the Department of Corrections to address the management and rehabilitative needs of substance abusers under its jurisdiction by identifying those persons who are currently abusing substances or who are at risk, by identifying or designing appropriate treatment

modalities for those individuals identified as needing treatment, by assigning those individuals to treatment and providing that treatment, and by evaluating the effectiveness of treatment.

Appendix 2 contains a draft of urine-testing policies and procedures for the Department of Corrections. Issues covered include the identification of inmates to be tested; the preparation of supplies and equipment; and the collection, storage, transfer, and laboratory testing of urine samples. Procedures for records management, for reports of results, and for use of results are also included.

Appendix 3 is a draft of a "Plan to Address the Impact of Substance Abuse on the Rhode Island Department of Corrections." Substance abusers are an increasing problem in prison populations because of the increased volume of drug flow and sales; wider markets for drug sales; increased law enforcement, prosecution, and sentencing; the changing nature of drugs of abuse; and the increased violence associated with drug sales. The primary goals are to accurately assess inmates' involvement with drugs and to establish a multilevel system of interventions and treatment appropriate to each level of substance abuse. Assessment is currently done in Rhode Island during the classification process, and treatment corresponding to the first four levels is in place. An evaluation of the program will occur at the end of the first 12 months of activity. Gaps in service occur in the event of reduced funding, limited availability of treatment, and lack of intense treatment components. The plan aims at more stable funding of programs through the budgeting of state funds. Program size must be expanded to meet the increasing demand for services. Provisions should also be made to provide appropriate treatment to severe substance abusers.

Appendix 4 is the grant application for segregated treatment in Rhode Island and includes the following: specific goals and objectives, background and significance, target population, approach/method, and evaluation plan. The philosophy assumed by the isolated drug treatment unit is that everything that goes on during the inmate's waking hours is therapeutic, including individual, group, and family counseling; education and physical training components; recreation; self-help groups; job training; and postrelease treatment.

Appendix 5 is the "First-Year Evaluation of the Substance Abuse Treatment Program for the Rhode Island Department of Corrections Adult Services." Recommendations include conducting an analysis of the available time of counselors and inmates and the available space as a means of determining efficiency. A comprehensive staff training and development program should be initiated. Goals and objectives should be examined and revised. Greater emphasis must be placed on the Addiction Severity Index and its analysis. The client feedback form should be revised.

Appendix 6 is a lesson plan and curriculum for staff development and training.

Policy Implications

It is anticipated that most of the guidance contained in these policy, planning, and evaluation documents will be actualized.

Contact Person and/or Agency for Further Information

Lawrence McDonald
Coordinator
Substance Abuse
Department of Corrections
Post Office Box 8273
Adult Correctional Institution
Cranston, RI 02920
(401) 464-2398

SOUTH CAROLINA

South Carolina Consortium Treatment Project

David Szymanowski
South Carolina Office of the Governor
Division of Public Safety Programs

Program Objectives/Research Questions

The Addictions Treatment Unit (ATU) is a highly structured, 60-day residential facility and program for incarcerated alcohol and drug offenders. Inmates are referred to the program by the Parole Board and, upon completion, undergo outpatient treatment services in their communities. This evaluation analyzes the recidivism rate of those participating in the program.

Timeframe of the Study

August 1989–July 1990

Location/Site(s) of the Study

State of South Carolina

Methodology

The sample proposal consisted of three matched parole groups identified as having substance abuse problems: those entered in the Addictions Treatment Unit; those paroled, but not entered in the Addictions Treatment Unit; and a "maxout" group. The evaluation provides both primary and secondary assessments and comparisons of population demographics, inmate characteristics, recidivism rates, and aftercare participation rates. Due to unforeseen difficulties, such as disparities between match groups, the results are viewed as preliminary to a long-term assessment that is presently being conducted by the Department of Corrections.

Findings

The primary analysis discovered that most subjects in each of the three groups were nonviolent repeat offenders. In each group, most had not completed any prior alcohol or drug addiction treatment. No relationship was discovered between recidivism and treatment, between recidivism and the completion of a prior alcohol or drug program, or between recidivism and the number of nonviolent offenses committed.

The secondary analysis found that the treatment group was at greater risk for parole and alcohol/drug problems. (Note that the maxout group was not under any supervision.) When analyzing the treatment and parole groups together, recidivists had higher scores for parole risk and alcohol/drug problems. This suggests that the treatment group is at a higher risk prior to treatment to commit new crimes and that alcohol/drug problems may contribute to recidivism.

Aftercare is a crucial component of the Addictions Treatment Unit program, and a majority of ATU clients participated in aftercare followup. Of those who participated in the aftercare, a majority were nonrecidivists. This suggests that aftercare may reduce recidivism.

Policy Implications

Discussions of these findings are being scheduled to improve future efforts and determine any procedural changes. For example, in recognition of the problems in matching groups, the second cohort study will be researched as comparison groups. Although this is the first time such an interagency effort has taken place, the system is still being improved, and many of the impediments to interagency cooperation and collaboration have been overcome.

Contact Person and/or Agency for Further Information

Burke Fitzpatrick
Deputy Director
South Carolina Office of the Governor
Division of Public Safety Programs
1205 Pendleton Street
Columbia, SC 29201
(803) 734-0423

TENNESSEE

Evaluation of the Drug-Free Neighborhoods Program

Governor's Alliance for a Drug Free Tennessee
Tennessee State Planning Office

Program Objectives/Research Questions

The Drug-Free Neighborhoods program is dedicated to sponsoring community-based initiatives and funding essential law enforcement equipment to ensure a drug-free environment. This report evaluates Tennessee's Drug-Free Neighborhoods program by gauging the success of the program, providing insights for improvement, and providing examples of positive steps that can be implemented by other states.

Timeframe of the Study

1988 and 1990

Location/Site(s) of the Study

State of Tennessee

Methodology

Data were derived from four sources: (1) interviews with police and public officials involved with public housing communities in inner cities; (2) surveys of officers' and residents' attitudes at the inception and biennium of the program; (3) crime statistics from across the state; and (4) information and data on pre- and post-Drug-Free Neighborhoods programs in four major Tennessee cities—Memphis, Knoxville, Chattanooga, and Nashville.

Findings

Very little has changed between the 1988 and 1990 surveys. Both surveys report that police officers in three of the four major Tennessee cities have a wealth of general experience, but little practice in public housing complexes and narcotics-related law enforcement. A majority of officers felt the residents wanted police protection; a minority expressed enjoyment at working in the housing complexes or responded favorably to residents. The primary change between the 1988 and 1990 surveys was a recommendation for more personal contact with local citizens and the establishment of leadership groups within the communities.

A majority of residents in the public housing complexes were black women, in their twenties and thirties, who were heads of households, active in their communities, and recipients of public assistance. A little more than half approved of the police and their patrols, a large minority were concerned about drug dealing in their neighborhoods, and a large minority expressed fear of reprisals for reporting drug activity. The primary changes between the 1988 and 1990 surveys were increases in exposure to drug activity and decreases in community involvement.

In the four metropolitan cities, a wide variety of anti-drug activities have been implemented. The law enforcement activities include buy/bust operations, citizens' hot lines to report drug dealing, and cadet programs. Community-based initiatives include drug awareness and education programs, special rallies and block parties, and cooperative private industry employment opportunities. Chattanooga has also coordinated efforts with the Health Department.

Policy Implications

Police departments must establish credibility and trust within neighborhoods, but the participation and cooperation of residents is also vital to the success of programs. For youths, extracurricular activities and opportunities provide valuable alternatives, role models, and positive experiences. Although manpower and budget constraints are hindrances to indepth contact between residents and law enforcement, there appear to be continuing support and justification for the Drug-Free Neighborhoods programs.

Contact Person and/or Agency for Further Information

Roy McKuhen
Director
Criminal Justice Administration
Department of Finance and Administration
302 John Severe Building
500 Charlotte Avenue
Nashville, TN 37219
(615) 741-3784

Evaluation Report on Project About Face: Phase I

John R. Petry, Ph.D., Harry L. Bowman, Ph.D.,
Cordelia Douzenis, and Robert A. Bolding
Bureau of Educational Research Services
Memphis State University

Program Objectives/Research Questions

This study reports on the first evaluation efforts of Project About Face, a program of Youth Services, Inc. The primary objective of the project was the reduction of recidivism among juvenile offenders. Funded in part by the Criminal Justice Administration Office of the Tennessee Department of Finance and Administration, the project also intended to establish a profile of the type of offender who would most likely benefit from the academic, physical training, and counseling components.

Timeframe of the Study

1991

Location/Site(s) of the Study

Memphis-Shelby County, Tennessee

Methodology

Two groups were evaluated, with a total of 30 subjects admitted to the program. Instruments were administered by personnel from Correctional Counseling Incorporated. Additional information was supplied by the Juvenile Court.

Data were collected from the courts and from the various tests administered to the juveniles. The information from the courts included demographic data, a complaint and disposition history of program participants and their siblings and parents, results of conferences with counselors, a psychological screening narrative, school achievement, scores on tests, and drug-testing results. Profile data were compiled from the information sources at the Juvenile Court and are presented in narrative form.

Instruments administered to the juveniles included measures of perceived purpose in life, of severity of being at risk for substance abuse, of hedonistic risk taking, and of moral reasoning. The Stanford Achievement Test and a physical training assessment were also administered. All the measures were taken at the beginning (pretest) and end (posttest 1) of the residential phase of the project. A second posttest is planned for the end of the aftercare phase.

Findings

For both groups, the average age was almost 16; the average educational level was ninth grade; most were enrolled in school, came from single parent families, and had at least one prior offense for selling cocaine; and none tested positive for cocaine. Twenty-nine of the thirty participants were African American.

Both groups had significant gains in the areas of comprehension and mathematics. One group also showed an improvement in vocabulary. Both groups also showed significant improvement in physical training. Involvement in the counseling component of the program did not produce significant changes in performance on the related tests, although some shifts in attitude did take place.

Policy Implications

Recommendations were made that project personnel spend less time on physical training and more time on basic spelling, English, and vocabulary and that there be a reduction in the number of instruments used to concentrate on fewer behavioral areas. It was felt that these recommendations would be incorporated into the program because of observations and reports that indicate that modifications of program emphases are taking place with regularity.

Contact Person and/or Agency for Further Information

John R. Petry, Ph.D.
Bureau of Educational Research Services
Memphis State University
Ball Education Building, Room 302
Memphis, TN 38152-0001
(901) 678-2362

A Report to the State of Tennessee Planning Office: An Evaluation of Operation Streetcorner III and Operation Project III

Inspector L.E. Goodwin
Specialized Patrol/Narcotics Unit
Memphis Police Department

Program Objectives/Research Questions

This report describes and analyzes the ongoing efforts of the Specialized Patrol/Narcotics Unit that is in the second year of the Neighborhood Enforcement Grant

of "Drug Free Tennessee," including Operation Streetcorner III and Operation Project III. The primary objective was to analyze project target priorities—street sales, distribution, and sting efforts—and various "Operation Involvement" cooperative projects aimed at curbing street-level narcotics trade in and near public housing streets.

Timeframe of the Study

January–December 1989

Location/Site(s) of the Study

Memphis, Tennessee

Methodology

Data for this final report were compiled by 20 full-time staff of the Memphis Police Department, Specialized Patrol/Narcotics Unit, as they conducted street-level buy/bust drug operations on a weekly basis between January and December 1989. Enforcement efforts have been aimed at street-level drug dealers in and around public housing. Information obtained on major dealers is forwarded to the Organized Crime Unit for action.

In an annual report, the Memphis Police Department's Specialized Patrol/Narcotics Unit reports data on project target priorities, including street sales, distribution, and sting efforts. Data on the availability, price, and purity of cocaine purchased and/or seized during the 12-month reporting period are compared to data for the previous 12 months.

Findings

Findings establish that buy/bust tactics have proven to be the most effective tools for street-level drug interdiction. Field drug officers report that open trafficking of cocaine in and around public housing has diminished as dealers are in tune to law enforcement tactics. Would-be drug dealers see the downside of the business and the risks that are taken. Other dealers simply demand certain requirements of undercover officers before they sell them drugs.

Findings indicate that the successes of drug interdiction can also be attributed to the efforts of the Memphis Police Department's Operation Involvement Crime Prevention Field Office staff, who are physically located in one of the public housing complexes and who have

worked to develop relationships of mutual trust with the residents through the organization of programs such as Neighborhood Watch and through presentations, drug lectures, and demonstrations. Operation Involvement provides the channel that allows information to flow from public housing residents to the Specialized Patrol/Narcotics Unit.

In addition to the efforts of the Specialized Patrol/Narcotics Unit and Operation Involvement, the Memphis Housing Authority has assisted by evicting parties arrested for narcotics violations committed in public housing areas. Cooperation among the Memphis Police Department, Operation Involvement staff, and the Memphis Housing Authority has proved invaluable in fostering Neighborhood Enforcement programs.

Maintaining a street-level unit that operates year-round, the Memphis Police Department has succeeded in reducing the number of drug-related complaints. Despite law enforcement efforts, however, the cocaine market seems to be influenced only marginally, as arrest statistics substantiate that cocaine sales remain prevalent.

Policy Implications

It is important that the public be informed of the activities of the police department through such programs as Operation Involvement. The lines of communication between citizens and the police department need to be continually strengthened. Law-abiding citizens want to see a police department that is at work to make neighborhoods safer places. While street-level drug dealers remain a problem in Memphis, Tennessee, drug enforcement in public housing must continue and increase when the need arises.

Contact Person and/or Agency for Further Information

Inspector L.E. Goodwin
Commanding Officer
Training Academy
Memphis Police Department
4371 Robertson Road
Memphis, TN 38127
(901) 357-1700

***The Tennessee Drug Free Youth Act:
Six Month Process and Impact Evaluation***

Governor's Alliance for a Drug Free Tennessee
Tennessee State Planning Office

Program Objectives/Research Questions

In an effort to combat alcohol and drug abuse among youth, the State of Tennessee has implemented a Drug Free Youth Act that restricts the driving privileges of youth alcohol and drug offenders. This report evaluates both the implementation efforts and the impact of the program.

Timeframe of the Study

October 1989–June 1990

Location/Site(s) of the Study

State of Tennessee

Methodology

The history, planning, implementation, and impact of the Tennessee Drug Free Youth Act are evaluated through four primary stages: the Judges Training Workshops; the Drug Free Youth Act Forum; educational efforts; and the denial order demographics. Measurement techniques, both descriptive and analytic, include surveys at various stages of the education and implementation process, geographic breakdowns, and statistical comparisons of county denial orders.

Findings

The Judges Training Workshops were held to build a cohesive interpretation of the act and to educate juvenile court personnel in their role. Forty-five counties attended, representing 70% of the Tennessee teen population and all metropolitan areas. Of those who attended, a majority responded favorably to the act and to the usefulness of the workshops. Empirical evidence also suggests that counties that attended the workshops had the majority of denials.

The Drug Free Youth Act Forum was the final measure to solidify interpretation, education, and enforcement of the act among criminal justice officials. Seventy-four

counties attended, representing 91% of the teen population and all metropolitan areas. The majority came from the juvenile court and law enforcement fields; however, only a small minority sent representatives from three or more disciplines. The researchers speculate that this could result in unequal application of the law.

The educational efforts involved dissemination of information among educators, students, and the public. Techniques included communications packets, lesson plans, brochures, videos, media tours, and public service announcements. Based on two separate surveys, this strategy was highly effective; almost all teens reported hearing about the law.

The demographics indicate that a majority of denials were issued to white males, 16–17 years old, living in metropolitan areas. A majority of violations involved alcohol and occurred off school grounds. Based on data from the first 9 months, it is inconclusive whether denial orders have increased or decreased over time.

Policy Implications

The implementation efforts were judged highly successful; however, the impact of the act has yet to be determined. This can best be done during the full-year assessment.

Other steps include (1) continuing educational and promotional programs in schools; (2) continuing efforts to form a cohesive application of the law; (3) redesigning juvenile court reporting to obtain data consistency; (4) investigating juvenile court data; (5) evaluating drug and alcohol treatment components; and (6) continuing surveys of all those affected by the act.

**Contact Person and/or Agency
for Further Information**

Roy McKuhen
Director
Criminal Justice Administration
Department of Finance and Administration
302 John Severe Building
500 Charlotte Avenue
Nashville, TN 37219
(615) 741-3784

TEXAS

Arrests and Dispositions of Persons Arrested by the Texas Anti-Drug Abuse Task Forces

Gene Draper
Criminal Justice Policy Council

Program Objectives/Research Questions

This report analyzes arrests and dispositions of drug offenders from a Texas drug offender tracking data base, which was compiled from data obtained from 35 of the 37 grant-funded anti-drug task forces involved in the arrest and/or prosecution of drug offense suspects during 1988. The task forces were funded by the Office of the Governor, Criminal Justice Division; the U.S. Department of Justice, Bureau of Justice Assistance; and the Criminal Justice Planning Fund.

Timeframe of the Study

January 1–December 31, 1988

Location/Site(s) of the Study

Thirty-five grant-funded anti-drug task forces located across Texas

Methodology

Researchers compiled data on the arrest and prosecution of drug offense suspects obtained from 35 of the 37 grant-funded anti-drug task forces in Texas. The data were compiled into an offender tracking data base, on which six evaluations are compiled if an offender has had more than one arrest or was arrested on more than one charge. Because there is no established hierarchy of drug offenses, there is no attempt to evaluate the records on an offender by drug offense when all sentences are equal.

Findings

Findings reveal that cocaine offenses received the most attention from the grant-funded task forces and from the courts serving the jurisdictions in which the task forces operate. Arrests and prosecution for marijuana possession, however, constitute the larger percentage of task force activities and result in the higher proportion of relatively minor sentences compared to other drug offenses. The majority of those arrested have had at least one prior arrest and at least one prior conviction.

Findings reveal that half of those arrested with cases filed have had their cases disposed. The majority of dispositions were convictions; the remaining dispositions were dismissed, acquitted, deported, or otherwise disposed of without a conviction. Felonies constituted the majority of convictions; half of those convicted received probation, and the other half received a prison term. Prison sentences were ordered for the majority of convicted cocaine sellers, heroin sellers, and amphetamine manufacturers.

Comparable data for 1989 are provided, yet they remain preliminary because some task forces had not completed reporting their arrests. Additionally, with lag time between arrests and court dispositions, many court proceedings had not been held by the study's conclusion.

Policy Implications

This report provides summary highlights of the numbers and types of arrests and dispositions of persons arrested by Texas Anti-Drug Abuse Task Forces in 1988. Preliminary analyses indicate there is a need for some task forces to assess their priorities and possibly redirect their law enforcement efforts to targeting more serious drugs and/or marijuana sellers.

Contact Person and/or Agency for Further Information

Gene Draper
Texas Criminal Justice Policy Council
Post Office Box 13332, Capitol Station
Austin, TX 78711
(512) 463-1810

Drug Use and Recidivism: Analysis of Drug Offenders Admitted to Texas Prisons

Tony Fabelo, Ph.D., and Lisa Riechers, M.C.J.
Texas Criminal Justice Policy Council

Program Objectives/Research Questions

Drug abuse problems are more prevalent among Texas prison inmates than in the general population and show signs of increasing. Therefore, it is essential to identify intervention strategies that will deal with drug offenders

and their criminal behavior. This report analyzes the criminal history characteristics and drug use of felony offenders in an effort to understand how an increase in this population may affect the management of these offenders in prison.

Timeframe of the Study

November–December 1988

Location/Site(s) of the Study

Texas Department of Corrections

Methodology

Data were collected from records and interviews with a random sample of inmates admitted to the Texas Department of Corrections. Trends in admissions characteristics were identified from a 1986 survey. A recidivist is defined as someone who was under some form of supervision upon admission to the Texas Department of Corrections.

Findings

From 1984 to 1988 the number of felony drug offenders admitted to Texas prisons has increased 177%. The number of offenders admitted for drug violations represents 28% of all prison admissions; of these, a large majority involved possession or distribution. A majority of admissions are recidivists; a majority of offenders admitted for drug violations are also admitted for probation, parole, or mandatory supervision revocation; and a higher percentage of drug offender recidivists are admitted for violations in which a new offense was involved.

Drug use is more prevalent in the Texas prison population than in the general population, with 47.7% of the offenders admitted to Texas prisons reporting current use of one or more drugs, compared to 5.8% of the general population. Additionally, 22.4% of all offenders admitted to Texas prisons reported that a "cause" of their crime (as perceived by the offender) was the need for drugs, and 34.4% of the offenders admitted to Texas prisons reported that they have sold drugs.

The analysis shows a linkage between drug use and revocations as well as a higher percentage of drug use among drug offenders compared to offenders in other offense categories. It also shows a higher percentage

of drug offenders (compared to offenders in other offense categories) who admit to selling drugs and who perceive the need for drugs as a "cause" of their crime.

Policy Implications

Due to the correlation between drug use and revocation, intensive supervision in the community focusing on drug treatment programs appears to be warranted. These programs should require mandatory, random drug testing to encourage offenders to remain in treatment and to discourage recidivism and revocations. In addition, long-term drug rehabilitation in prison takes advantage of longer sentences and will be effective in reducing recidivism in hardened offenders.

Contact Person and/or Agency for Further Information

Gene Draper
Texas Criminal Justice Policy Council
Post Office Box 13332, Capitol Station
Austin, TX 78711
(512) 463-1810

Texas Narcotics Control Program: 1990 Production Analysis

Criminal Justice Division
Office of the Governor

Program Objectives/Research Questions

The Texas Narcotics Control Program is a drug law enforcement initiative designed to respond to both rural manufacturing and smuggling of drugs and urban sale and distribution, and it is executed by cooperative, multiagency task forces that combine law enforcement resources to produce comprehensive drug enforcement strategies. This report provides an overview of the program.

Timeframe of the Study

1990

Location/Site(s) of the Study

State of Texas

Methodology

The 1990 report is an analysis of each task force by award, program plan, rating, production, and cost-effectiveness, and it includes all grant applications approved during 1990.

Findings

Sixty-seven projects were funded with \$25.6 million in 1990. The total dollar amount of drugs seized was \$376,344,786, while the total value of drug-related assets seized was \$23,389,683. There were 15,421 arrests and 47 clandestine labs seized. The majority of seizures were for cocaine and marijuana, followed, in order of prevalence, by amphetamines, "other," precursors, opiates, and hallucinogens.

The Baytown-Harris County task force seized the most drugs and assets, and the Houston-Hot Spot task force made the most arrests. For every dollar spent, the Amarillo task force carried out the most drug seizures, and the Gregg County task force seized the most assets.

Policy Implications

The Texas Narcotics Control Program is working to enhance other areas of the criminal justice system because the success of law enforcement efforts is creating considerable difficulties in flow. For example, augmenting judicial capacity is considered a priority because courts are seriously overburdened.

Contact Person and/or Agency for Further Information

Carol Funderburgh
Texas Narcotics Control Program
Criminal Justice Division
Post Office Box 12428
Sam Houston Building
Austin, TX 78711
(512) 463-1957

UTAH

Drug Use Among Utah Students, 1989

Stephen J. Bahr
Brigham Young University

*Prepared for the Utah Division of Substance Abuse,
Utah Department of Social Services*

Program Objectives/Research Questions

This report addresses the following questions: How much drug use is there among adolescents in Utah? How does adolescent drug use in Utah compare to adolescent drug use in the United States? To what extent has the problem changed during the past 5 years? The primary purpose of this study was to determine the extent of adolescent drug use among Utah students in 1989 and to compare that data with national and Utah data collected in 1984.

Timeframe of the Study

1989

Location/Site(s) of the Study

Utah's public and private schools

Methodology

Utah is divided into 13 planning districts. A sample of 43,000 students were drawn from 39 of 40 Utah school districts within those 13 planning districts: 27,004 students were drawn from grades 7-12; 16,845 students from grades 5 and 6; and 1,955 students from 14 randomly chosen private schools in Utah.

Two questionnaires comparable to the national survey by the National Institute on Drug Abuse were designed. One questionnaire of 99 items was administered to 7th-12th graders, and another of 55 items was administered to 5th and 6th graders. The questionnaires targeted four major areas: frequency and amount of drug use; problems associated with drug use; attitudes toward school, parents, and peers; and background information.

Each participating school district was contacted to design an appropriate sampling plan and timeframe. In small school districts, every school was surveyed, but in larger districts the schools were randomly

chosen. The number sampled from each school was proportional to the size of the school. Surveys were sent to the principal, who presented them to teachers, who then administered them to students during February and May 1989.

Data from each of Utah's 13 planning districts are presented and compared to data from the entire state, enabling comparisons to be made among the various districts on each drug and to identify districts where particular drugs may be used more frequently. Two types of statistical tests were used in this analysis: confidence intervals were constructed for each percentage, and a difference of proportions test was used to compare percentages.

Findings

Findings reveal the current and frequent use of five different drugs among Utah students in grades 5-12. Alcohol, tobacco, marijuana, cocaine, and inhalants were found to be used less frequently by seniors in Utah than by seniors at the national level. There were negligible differences between Utah and U.S. seniors in the proportion reporting use of amphetamines, barbiturates, tranquilizers, heroin, LSD, and PCP. Overall, the percentage was significantly lower for Utah seniors compared to U.S. seniors.

Compared to surveys conducted in 1984, there are significant decreases in the proportion of Utah students in grades 7-12 who report using alcohol, tobacco, marijuana, amphetamines, barbiturates, tranquilizers, and cocaine. The decreases in current use of marijuana, alcohol, and tobacco appear substantial. Between 1984 and 1989 there were negligible changes in the proportion of students reporting use of heroin, inhalants, hallucinogens, and pain medications. Overall, adolescent drug use in Utah has decreased somewhat during the past 5 years and is at a level less than the national level.

Findings indicate, however, that a substantial number of adolescents are exposed to drug use regularly. More than one-third of students in grades 7-12 personally know someone who regularly uses illegal drugs, and one-fifth report that during the past month they have been around people who were using marijuana. One in five students personally knows individuals who regularly sell illegal drugs, knows friends who drink alcohol regularly and have used

marijuana, and has family members with alcohol or other drug use problems. Thus, the findings reveal that adolescent drug use is associated with a number of social characteristics such as strained parent-adolescent relationships, academic performance and expectations, and the powerful influence of peers.

Policy Implications

The results of this study provide school administrators, staff, and the general public with information on the incidence and prevalence of substance abuse and use by students in Utah's public and private schools.

Between 1984 and 1989 there has been a concerted effort in Utah's schools to educate students about the dangers of drug use. The results reflect a dramatic decrease in drug use over that 5-year period, but the level remains lower than the national average.

Contact Person and/or Agency for Further Information

Utah Division of Substance Abuse
Utah Department of Social Services
120 North 200 West, 4th Floor
Salt Lake City, UT 84145-0500
(801) 538-3939

Utah Colleges and Universities: Study on Substance Abuse

Dan Jones & Associates, Inc.

*Prepared for the Utah State Division
of Alcoholism & Drugs*

Program Objectives/Research Questions

The primary objectives of this survey were to provide the Utah State Division of Alcoholism & Drugs with information to measure the incidence and prevalence of substance abuse and use among college and university students on each campus of higher learning in Utah and to assist local substance abuse authorities in planning and developing treatment and prevention services for students.

Timeframe of the Study

January-February 1990

Location/Site(s) of the Study

Every public and private college and university in Utah

Methodology

The study design utilized a combination of quota and stratified systematic random sampling to sample 2,759 Utah students attending a college or university in Utah during the school term in process during January and February 1990. A revision of the 1989 Utah household self-report survey on substance abuse was administered by trained interviewers to students on each public and private college and university campus across Utah. The data were collected, compiled, coded, and statistically analyzed. Various demographic characteristics identified in the sample were analyzed, from which differences between opinions and use were identified.

Findings

This report provides information on the incidence and prevalence of substance abuse and use by college and university students in Utah. The major results of this study are similar to previous studies of the Utah general population in that alcohol is the most commonly used drug. Tobacco is the second most commonly used substance, and marijuana is the most commonly used illicit drug. Cocaine, heroin, and hallucinogens are less commonly used illicit drugs. Inhalants were revealed to be one of the least commonly used substances. Male students are more likely to have tried/used and be regular users of these drugs, compared to female students.

Barbiturates/sedatives are the only drugs that female students are more inclined to be regular users of when compared to male students. For each drug identified, students age 26 and over are more likely than younger students to have tried/used and be regular users. The data indicate some decline in substance abuse, the decline being most pronounced for 18- to 25-year-old students in Utah colleges and universities. Summary information is presented, followed by demographic highlights (including gender, age, race, religion, and living arrangements) for each substance surveyed.

Policy Implications

This is the first study in Utah to measure the prevalence of substance abuse among students on all higher education campuses in Utah. This executive summary has been written to provide the general public

with the highlights of the 1990 Utah college and university drug prevalence study of substance abuse in the State of Utah. This general information can assist local substance abuse agencies and authorities as well as college and university administrators to plan and develop treatment and prevention services that can better meet the needs of students.

Contact Person and/or Agency for Further Information

Dan Jones & Associates, Inc.
515 South 700 East
Suite 3H
Salt Lake City, UT 84102
(801) 322-5722

Utah Household Survey on Substance Abuse

Dan Jones & Associates, Inc.

*Prepared for the Utah State Division
of Alcoholism & Drugs*

Program Objectives/Research Questions

This report, the third in a series of studies, presents the main findings of the 1989 Utah Household Survey on Substance Abuse. The primary objectives of the study were (1) to provide the Utah State Division of Alcoholism & Drugs with information to measure the incidence and prevalence of substance abuse and use; (2) to compare use and abuse patterns for substances in Utah with national norms from the National Institute on Drug Abuse (NIDA) household survey; and (3) to compare statewide use and abuse patterns of substances from this study with prior Utah household surveys conducted in 1979 and 1982.

Timeframe of the Study

Surveys were administered from February to April 1989.

Location/Site(s) of the Study

State of Utah

Methodology

Information regarding the population of Utah residents over age 18 was obtained from 1986 census information, and sampling size in each planning district

was drawn proportionally to the population.

Data collection involved a scientific random sample of households and individuals within households representative of the 1986 census. To meet the objectives of the research, 5,276 residents of Utah, age 18 and over, were interviewed face-to-face primarily from February to April 1989.

The survey instrument uses a Likert scale and was developed to be comparable to prior Utah household surveys and to the household surveys conducted by NIDA. Data were collected, coded, and statistically analyzed. Comparison of various demographic characteristics of the population were applied, providing and allowing for detection of differences that might exist among opinions of various demographic groups.

Findings

General highlights reveal that although the data indicate some decline in drug and substance abuse, Utah does not parallel the same downward movement demonstrated by the 1988 NIDA survey. Alcohol is the most commonly used drug, tobacco is the second most commonly used substance, and marijuana is the most commonly used illicit drug. Each substance provides figures lower than the national figures observed in the 1988 NIDA study. In addition, marijuana abuse in Utah shows some slight downward trend between 1984 and 1989.

Findings reveal that cocaine use is also just slightly below the national average, but use of cocaine among younger individuals appears to show a slight increase. Abuse of hallucinogens appears to be low, yet in comparison to the 1982 state average it is two times as high. Heroin and inhalant use are two of the least commonly used substances.

Nonmedical use of sedatives is found to be higher than the national average: two times as high among 18- to 25-year-old respondents and two times the use of barbiturates since 1982. Use of tranquilizers without a doctor's prescription has slightly increased since 1982. While use of amphetamines is found to be higher than the national average, their use in Utah is reported to have decreased since 1982.

The principal substance abusers are young males age 18-25. It is also apparent that having some religious preference, as opposed to no preference at all, makes a difference in whether Utahans try/use alcohol and drugs.

Policy Implications

This report provides the Utah State Division of Alcoholism & Drugs with highlights of the 1989 Incidence and Prevalence study of substance usage by Utahans. The identified incidence and prevalence of substance use and abuse assist the division in developing a funding formula based on problem rates within 13 state planning districts. It also assists local substance abuse authorities to plan and develop treatment and prevention services for residents in their jurisdiction. Greater commitment will be needed to provide treatment and rehabilitation services for those addicted to break the cycle of drug abuse.

Contact Person and/or Agency for Further Information

Dan Jones & Associates, Inc.
515 South 700 East
Suite 3H
Salt Lake City, UT 84102
(801) 322-5722

VIRGINIA

Drugs in Virginia: A Criminal Justice Perspective

Department of Criminal Justice Services
Criminal Justice Research Center

Program Objectives/Research Questions

This report provides an overview of the criminal justice system's response to drug crime by describing the following: the number and types of drug arrests made by police; where drug arrests are most likely to occur; who is most likely to be convicted of a drug offense; how persons arrested for drug offenses are processed, convicted, and sentenced by the courts; and how long convicted drug offenders are actually incarcerated. The report additionally provides a description of state drug control initiatives and legislation designed to enhance the capability of the criminal justice system to apprehend, prosecute, and treat drug offenders. Policy implications, methodological limitations, and recommendations for future research are also presented.

The purpose of this report was to provide comprehensive information on drug abuse in Virginia from the criminal justice perspective. The Criminal Justice Research Center designed this report to facilitate decision making for policy makers by providing reliable and objectively analyzed information.

Timeframe of the Study

1980-90

Location/Site(s) of the Study

State of Virginia

Methodology

Information covering more than 10 years was obtained from more than a dozen state and Federal automated criminal justice data bases. The scope of information includes arrest, drug type, offender profile, and case processing data. Analysis of this data is presented in graphic format.

This report focuses on offenses involving drugs defined by the Federal Controlled Substances Act as Schedule I and Schedule II drugs. Schedule I drugs are defined as drugs with a high potential for abuse and no accepted

medical value. Examples of these drugs include heroin, LSD, and mescaline. Schedule II drugs are defined as drugs with a high potential for drug abuse that do have some limited medical use. Examples of these drugs are amphetamines, cocaine, methadone, and PCP. Virginia statutory law provides the same penalties for all offenses involving both Schedule I and II drugs. Virginia does not classify marijuana under a particular drug schedule, and marijuana offenses carry a less harsh penalty structure. However, crimes involving all Schedule I/II drugs and those involving the sale of a ½ ounce or more of marijuana are all considered felony-level offenses in Virginia.

This report is divided into three sections. The first section describes the nature of drug crime in Virginia: the number of drug arrests; where drug arrests are made; and what types and amounts of drugs are involved. The second section describes people who are arrested and convicted for drug crimes: their demographic characteristics; how these characteristics have changed over time; and their prior criminal and drug abuse histories. The third section describes how Virginia's criminal justice system has dealt with persons arrested for drug crimes: how long it takes to prosecute drug offenders; what types of sentences they receive; what amount of their prison sentences they actually serve; and how these offenders are affecting the prison population.

The information in this report does have certain limitations. By nature, drug use and sales are covert activities. The data analyzed in this report represent only the drug activity that has been identified by the criminal justice system, not all illegal activity over a given period. Also, Virginia arrest statistics may include arrests made by Federal law enforcement officials. However, Virginia conviction and sentencing data that are presented do not include drug offenders arrested in Virginia and processed in Federal courts.

Findings

This report provides an array of important findings pertaining to the drug crime problem in Virginia. For purposes of brevity, only the findings that the Criminal Justice Research Center emphasized are presented.

The composition of drug arrests has changed dramatically over the past decade. In 1980, crimes involving marijuana accounted for approximately

80% of all drug arrests, while crimes involving a Schedule I/II drug made up only 8% of drug arrests. In 1990, crimes involving marijuana accounted for only about 40% of all drug arrests, while crimes involving a Schedule I/II drug made up over 50% of drug arrests. The arrest rate for drug crimes involving a Schedule I/II drug increased dramatically in the late 1980's, but slowed considerably in 1990. Arrest rates for the sale of Schedule I/II drugs increased 280% from 1986 to 1989, but increased only 1% in 1990. Arrest rates for possession of a Schedule I/II drug increased 389% from 1986 to 1989, but then abruptly declined 22% in 1990.

Cocaine, in both powdered and crack form, was involved in more than two-thirds of the felony drug cases examined. Slightly more than one-half of the powdered cocaine seizures involved 1 gram or less of the drug, while most of the crack cocaine cases involved even smaller amounts of the drug (typically, one-eighth of a gram).

The age and racial profile of drug offenders shifted considerably over the past decade. In 1982, juveniles accounted for less than 1% of all arrests for the sale of Schedule I/II drugs, but by 1990 juveniles comprised 10% of these arrests. In 1985 the majority of those convicted for the possession of a Schedule I/II drug were white (58% white and 42% nonwhite). By 1989 the racial composition of these drug offenders had reversed itself, and the majority were nonwhite (26% white and 74% nonwhite).

Upon release from prison, the majority of convicted drug felons were rearrested for another crime, and over 40% were convicted of a new offense. Previously incarcerated offenders were more likely to be rearrested within the first 6 months after their release.

Of every 100 offenders arrested for the sale of a Schedule I/II drug in 1988, 40 received a prison sentence. Of every 100 offenders arrested for the possession of a Schedule I/II drug in 1988, only 11 received a prison sentence.

Dramatic increases in drug arrests have adversely affected the amount of time required for courts to process cases. In 1989, an average of 30 weeks was required to process a drug case from arrest to sentencing. This represents a 14% increase (or 1 month) over the processing time required in 1985.

The prison incarceration rate for those convicted of selling a Schedule I/II drug has been steadily increasing. Prison incarceration rates for these offenders increased

from 57% in 1985 to 79% in 1989. By contrast, the prison incarceration rate for those convicted of possession of a Schedule I/II drug has been steady, with the majority of these offenders receiving a nonprison term.

Juries consistently imposed longer sentences than judges for all types of felonies except first-degree murder, and the differences in sentence length were greatest in drug cases. The average jury sentence length for the sale of Schedule I/II drugs was more than double that of judges. Jury sentence lengths for the sale of marijuana were about 75% higher than those of judges.

First-time incarcerated Schedule I/II drug dealers released from prison in 1990 served on average only about 1 year, or 17% of their imposed sentences. This is a 50% decrease in time served, compared to the time served for first-time Schedule I/II drug dealers released in 1986. Marijuana dealers released in 1990 served more time in prison than Schedule I/II drug dealers.

While new prison commitments more than doubled from 1985 to 1989, drug commitments increased nearly sevenfold. In 1984, less than 1 in 10 new prison commitments was a drug offender; in 1990, more than 1 in 4 new commitments was a drug offender.

Discretionary parole grant rates for first-time drug offenders were much higher than those for first-time violent and other nonviolent offenders. In 1990 the parole grant rate for these drug offenders was 82%, compared to about 63% for other nonviolent offenders and only about 23% for violent offenders. Virginia's discretionary parole grant rate for drug offenders has also been steadily increasing over the past several years. Discretionary parole grants for first-time drug offenders increased from 58% in 1985 to 82% in 1990.

Policy Implications

The indicators within this study show that record levels of drug activity are placing unprecedented strain on many of Virginia's criminal justice agencies. Although this report contains a great deal of information that will assist policy making, much remains unknown. Additional research on drugs and crime that identifies effective programs and strategies seems necessary. In addition, there is a need for the comprehensive evaluation and assessment of criminal justice programs and policies currently being used to combat the drug crime problem.

**Contact Person and/or Agency
for Further Information**

Richard P. Kern, Ph.D.
Research Center Director
Criminal Justice Research Center
Department of Criminal Justice Services
805 East Broad Street
Richmond, VA 23219
(804) 225-4565

***1989 Impact Assessment of Drug Abuse Resistance
Education in the Commonwealth of Virginia***

Institute for Research in Justice and Risk Administration
Department of Justice and Risk Administration
School of Community and Public Affairs
Virginia Commonwealth University

Program Objectives/Research Questions

The objectives of this study were (1) to determine the effectiveness of the Drug Abuse Resistance Education (DARE) program in modifying the emergence or development of drug abuse behaviors among youths who complete the curriculum and (2) to determine the subpopulation of adolescents that is at greatest risk of alcohol and drug involvement. This second-year evaluation report focuses on program impact in terms of strengthening student self-concept, increasing knowledge regarding drugs and alcohol, engendering negative or resistant attitudes toward drug and alcohol use, and increasing assertiveness and effectiveness in resisting drugs and alcohol.

Timeframe of the Study

1988-89

Location/Site(s) of the Study

Students from all of the public schools with DARE programs in operation were surveyed.

Methodology

A posttest-only cohort design was used in which a treatment cohort and a control cohort were surveyed. A random sample of students from among all the fifth and sixth grade students selected to complete the DARE program and a similar control sample from the next

higher grade level in each district, which collectively totaled 1,305 youths, were surveyed in the spring of 1988. A balanced subsample of 949 youths were randomly selected for this analysis, which is based upon the quasi-comparability of these two groups. Youth Live-Styles Inventories were administered to students who had participated in the earlier baseline survey.

It was not possible to control for the differential effects of history, including the national media campaign designed around the slogan "Just Say No."

Findings

At this relatively early point in the longitudinal evaluation, there was no significant difference between the two cohort groups that are demographically representative. This finding is consistent with the baseline survey finding that the vast majority of youths in this age group report no significant drug involvement. A significant difference may be observable at a later date.

Policy Implications

Recommendations to DARE program administrators are as follows: (1) DARE should continue to be offered to the fifth and sixth graders as currently configured; (2) earlier research indicates that the DARE curriculum does address issues that are related to drug experimentation and use; (3) the formative evaluation of the survey data should be completed to determine the effectiveness of the DARE program in achieving its stated learning outcomes; (4) the baseline "high-risk profile" of youthful drug abusers should be updated by incorporating the findings from the proposed formative evaluation; and (5) there should be evaluation, strengthening, and expansion of the DARE curriculum as it relates to self-esteem and family involvement.

**Contact Person and/or Agency
for Further Information**

Institute for Research in Justice and Risk Administration
Department of Justice and Risk Administration
School of Community and Public Affairs
Virginia Commonwealth University
Post Office Box 2017
Richmond, VA 23284
(804) 367-0100

WASHINGTON

Community Policing in Seattle: A Descriptive Study of the South Seattle Crime Reduction Project

Dan Fleissner, Nicholas Fedan, Ezra Stotland
(from the University of Washington), and
David Klinger
Seattle Police Department

Program Objectives/Research Questions

The South Seattle Crime Reduction Project was a federally funded "descriptive research project" that would "document the Seattle experience in police/community partnerships" and provide useful and appropriate information to other programs. The project, which involved citizens and police in the South Precinct of the Seattle Police Department, was a joint effort aimed at reclaiming the neighborhood from crime and the effects of urban decay. The community policing perspective emphasized the following:

- An operational philosophy (values and attitudes) rather than specific tactics.
- Cooperation among the police, the community, and other government agencies.
- A problem-solving approach to get at the underlying correctable causes of a situation.
- A crime prevention orientation.
- A proactive complement to the traditional (reactive) approach of answering emergency calls.

The published report documents how the Seattle program came into being and was implemented; identifies factors that promoted or constrained the development of citizen/police anti-crime efforts; and focuses on lessons learned that could provide guidance to other communities.

Timeframe of the Study

1989-91 (the Seattle program began in 1986)

Location/Site(s) of the Study

Seattle, Washington

Methodology

Data were gathered through personal interviews with citizens and members of the police department. A detailed program history, a description of program operations, and a list of the lessons learned from the program are presented in a narrative format. The report, however, does not present detailed quantitative data. A summary of police/community partnership programs in other cities is also provided.

Findings

The community policing program experience has resulted in "what appears to be an extremely promising and comprehensive approach to the effective and efficient delivery of police services to the citizens." This promising result was brought about by actions that included the following:

- The formation by capable and dedicated citizens of a community group "fed up" with crime and decay that planted the seed of joint community/police problem-solving behavior.
- The publication and availability of information on issues related to effective policing and community policing approaches being implemented in other communities.
- Police department command staff and supervisors emphasizing a problem-oriented approach to dealing with crime problems in the precinct's communities.
- Innovative efforts such as the Block Watch Crime Prevention Program, mountain bicycle patrol, foot patrol, and other specialized units that set the stage for additional contacts with the community.
- Two management studies that contributed to the implementation of a professional quality-oriented concept in the police department.
- Additional training programs that prepared police department members to handle interactions with Seattle's many cultural and minority populations.

There is some evidence that the new community policing approach has led to a reduction in crime in parts of the South Precinct, but there is not enough data to draw definitive conclusions about the entire area of the program's operation.

Policy Implications

The study resulted in numerous operational and research recommendations aimed at making the community policing concept successful. Operational recommendations included the following:

- Police agencies and city officials should develop an extremely flexible, integrated, and comprehensive plan to coordinate the various components of the community-oriented and problem-solving concepts. The police department should be prepared to work with a wide variety of community and business groups.
- Reasonable goals and schedules for departmentwide implementation of community/police programs should be developed. The programs should be developed in coordination with other appropriate city departments and service delivery groups.
- Police department human resources policies should be reviewed with respect to their impact on implementing the community- and problem-oriented police services.
- As police resources become more decentralized and function in a more independent problem-oriented manner, new command and control accountability procedures will be needed.
- Police departments should invite other local and regional governmental and educational agencies to participate in the program.

- Police and city officials should publicize the efforts and successes of community and business groups.
- Planners must clearly define the goals and objectives of the community-oriented program components. Initial planning should provide for evaluation of the programs.
- Cities should facilitate the formation of community and business crime prevention coalitions with the provision of technical assistance and seed funds for administrative purposes.
- Police agencies should work with community and business groups to develop issue/problem prioritization and tracking procedures. Programs should be developed that are based on local needs and conditions.
- Programs that provide community-oriented police services involve most other city departments and thus should be developed in coordination with citywide efforts.

Contact Person and/or Agency for Further Information

Dan Fleissner
Manager
Planning Section/156
Seattle Police Department
Seattle, WA 98104-1886
(206) 684-5758

WISCONSIN

Drug Arrests in Wisconsin: Annual Report 1991

Wisconsin Office of Justice Assistance
Uniform Crime Reporting Program

Program Objectives/Research Questions

This report summarizes information on drug-related arrests made by Wisconsin law enforcement agencies during 1991 and provides a comparison between 1990 and 1991 drug arrests in the State of Wisconsin. Also included are information and analyses concerning adult and juvenile arrests, types of drugs involved in arrests, and arrests for sale and possession.

Timeframe of the Study

Calendar year 1991

Location/Site(s) of the Study

State of Wisconsin

Methodology

Data on drug arrests are collected as part of the Uniform Crime Reporting (UCR) program. This report is based upon figures submitted by the 308 law enforcement agencies that contribute UCR information. Because a large proportion of drug arrests are made by the Milwaukee Police Department, the report contains drug arrest figures that are separated into those made by the Milwaukee Police Department and those made by other Wisconsin law enforcement agencies.

Findings

Total drug arrests increased 0.6% statewide in 1991. Arrests for drug sale offenses increased 8.3%, while arrests for possession offenses decreased 3.2%. Adult arrests for drug law violations increased 0.2%. Adult arrests for sale violations increased 5.5%, while adult arrests for possession violations decreased 2.6%. Juvenile arrests for drug law violations increased 4.6% in 1991. Juvenile arrests for sale violations increased 47.4%, while juvenile arrests for possession violations decreased 8.3%.

During the past 10 years, over 70% of drug-related arrests involved marijuana. However, the proportion of total drug arrests involving cocaine has increased dramatically in recent years. In 1991, arrests involving cocaine increased 13.6%. The percent of total drug arrests that involved cocaine increased from 11.6% in 1985 to 33.1% in 1991.

There has been a gradual increase in the number of drug arrests for sale violations during the past 7 years. The proportion of total drug arrests that involve sale violations has increased from 22.1% in 1985 to 35.9% in 1991.

Drug arrests for the city of Milwaukee have decreased, while drug arrests by non-Milwaukee agencies have climbed. Total drug arrests decreased by 23.8% in Milwaukee during 1991. Arrests for sale violations decreased 3.7%, and arrests for possession violations decreased 38.4%. Total drug-related arrests by non-Milwaukee agencies increased 8.2% in 1991. Arrests for sale violations increased 13.5%, and arrests for possession violations increased 5.9%.

Policy Implications

Drug arrest data provide policy makers with information that helps describe the drug problem in the state, and these data also help determine populations and areas in the state that should be targeted by law enforcement efforts.

Contact Person and/or Agency for Further Information

Thomas Everson or Stephen W. Grohmann
Wisconsin Office of Justice Assistance
Statistical Analysis Center
222 State Street, 2nd Floor
Madison, WI 53702
(608) 266-3323

1991 Household Anti-Drug Abuse Survey

Wisconsin Office of Justice Assistance
Statistical Analysis Center

Program Objectives/Research Questions

The purpose of this survey was to assess the overall attitudes of Wisconsin residents on issues such as the seriousness of crime and drug abuse, the risk of harm involved with drugs, and the seriousness of different kinds of illegal drug activity. The survey also provides insight into the very complex attitudes that residents have about enforcement, treatment, and prevention priorities in the war against drug abuse.

Timeframe of the Study

Spring 1991

Location/Site(s) of the Study

State of Wisconsin

Methodology

The Wisconsin Survey Research Laboratory located at the University of Wisconsin at Madison was contracted by the Wisconsin Office of Justice Assistance to implement the survey, a portion of which was based on a battery of standardized questions for use in several states as part of a national drug assessment being conducted by the Consortium to Assess State Drug Control Initiatives, funded by the Bureau of Justice Assistance and coordinated by the Justice Research and Statistics Association. The survey was expanded to include questions covering the relationship between drug abuse and crime and opinions on drug legalization.

The survey was conducted by telephone, with the sample determined by random-digit-dialing techniques. The sample consisted of 535 residents and was generally representative of Wisconsin's overall population. There was a slight oversampling of women in the survey as well as a marginal oversampling of African-Americans based on demographic estimates prior to the 1990 census, but the deviation was relatively small.

Findings

Wisconsin residents view drug abuse as a very serious issue that is interwoven with other ongoing social problems such as poverty. At the time of the survey in the spring of 1991, respondents viewed crime and drug abuse as the top two issues facing the state. The survey results also suggest that residents are very aware of the risks associated with the abuse of marijuana, cocaine, and alcohol. With the exception of an occasional drink or two, there seems to be very little acceptance of any level of drug usage, especially the use of cocaine. It appears that most Wisconsin residents not only believe that drug use leads to other crime, but that it is also related to more than one-half of all serious crimes. The survey revealed different attitudes in different regions of the state, with survey respondents from Milwaukee typically holding a more pessimistic attitude about progress against drug abuse than respondents from other parts of the state. The survey results indicate that more than two-thirds of Wisconsin residents believe that no real progress can be made against drug abuse unless other serious social problems are addressed.

Policy Implications

Although the survey respondents strongly favored aggressive sanctions, drug testing, and other legal steps against drug abuse, they also tended to believe that these kinds of institutional activities are less effective than are family influences in the effort to reduce drug abuse. The survey suggests that Wisconsin residents overwhelmingly oppose the legalization of any currently illegal drugs. Additionally, residents appear to favor aggressive law enforcement action against the drug "kingpins" and importers, although they consider selling drugs to be slightly more serious than importing or manufacturing. The survey suggests that Wisconsin residents favor medical treatment rather than prosecution as the best way to deal with users of illegal drugs, while at the same time they prefer prosecution over counseling when dealing with student drug dealers.

Contact Person and/or Agency for Further Information

Stephen W. Grohmann
Wisconsin Office of Justice Assistance
Statistical Analysis Center
222 State Street, 2nd Floor
Madison, WI 53702
(608) 266-7185