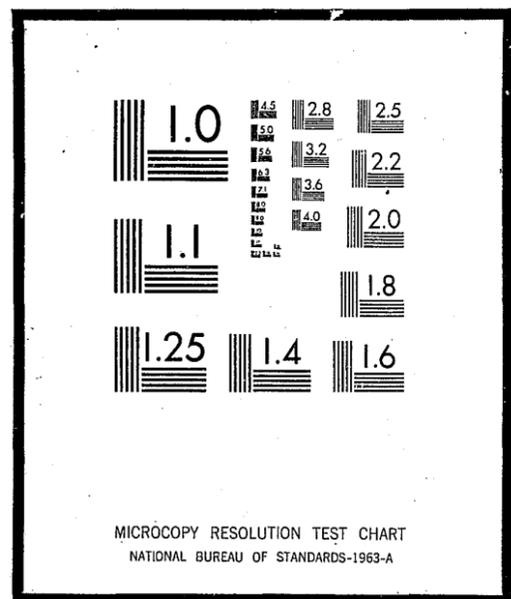


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

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PROGRAM PLAN FOR 1974



U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL INSTITUTE OF LAW ENFORCEMENT
AND CRIMINAL JUSTICE

PROGRAM PLAN FOR 1974

National Institute of Law Enforcement and Criminal Justice

Gerald M. Caplan, Director



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FOREWORD

The contributions of research are dramatically evident in many areas of our national life -- space, defense, medicine, industry. Criminal justice research can yield similarly valuable returns for the nation by helping to solve many of the vexing problems of crime.

As the Federal criminal justice research center, the National Institute acts as a catalyst for progress by developing and supporting creative research programs to reduce crime and promote justice.

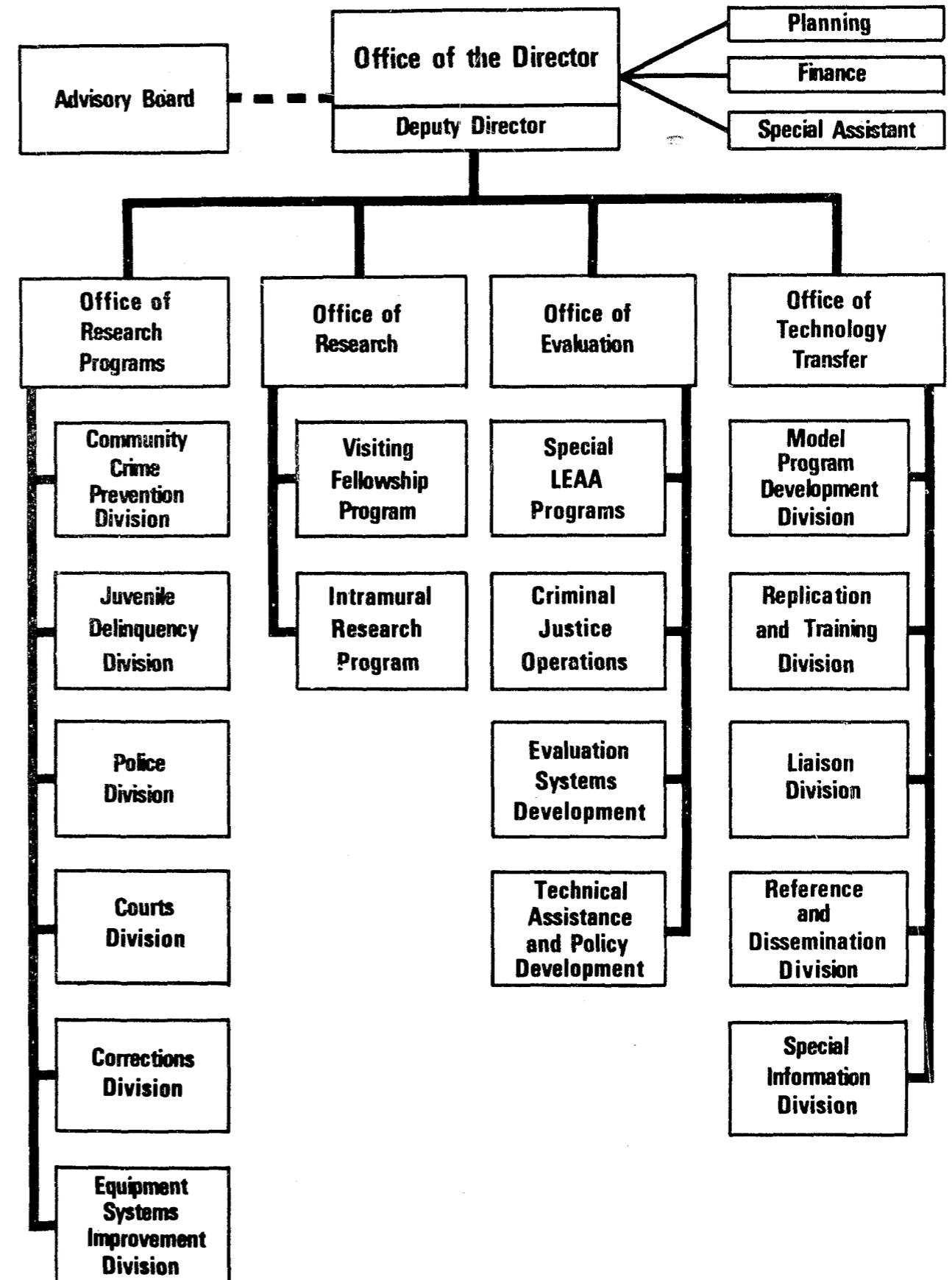
The Institute's task is difficult and involves the risks inherent in any research effort. But to the extent that it informs local officials about what works and what doesn't work in criminal justice, the Institute serves as an important instrument for progress.

This plan outlines the Institute's 1974 research program. We hope it is a useful guide for those interested in working in partnership with the Institute.

GERALD M. CAPLAN
Director
National Institute of Law Enforcement
and Criminal Justice

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INTRODUCTION

"To encourage research and development to improve and strengthen law enforcement and criminal justice, to disseminate the results of such efforts to state and local governments, and to assist in the development and support of programs for the training of law enforcement and criminal justice personnel."

Safe Streets Act of 1968

With this mandate, the Congress established the National Institute of Law Enforcement and Criminal Justice as the research center of the Law Enforcement Assistance Administration. The Institute's mission is to reduce crime and delinquency through research and development.

The Institute accomplishes its mission in four ways:

Research: The Institute designs and sponsors research programs on the extent, causes and effects of crime and the operations of the criminal justice system.

Development: The Institute develops improved technology for criminal justice agencies and recommends action programs based on its research findings.

PLANNING 1974

During its five-year history, the Institute's research planning process attempted to identify annual and long-term program priorities. To increase effectiveness, the Program Plan must provide for both planned research and unsolicited research proposals.

The Institute recognizes that many creative approaches to research fall outside its designated priorities. For the first time, the 1974 Plan specifically acknowledges this fact in a new program, Innovative Research in Criminal Justice. A peer review panel will screen applications from researchers studying problems not identified through the Institute planning process and recommend specific projects for Institute funding.

The remainder of the Institute's FY 1974 budget will be used to address the specific priorities set forth in this Program Plan.

The Plan is organized into five areas:

- Community crime prevention.
- Juvenile Delinquency.
- Police.
- Courts.
- Corrections.

These categories parallel the organization of the Institute's Office of Research Programs, which administers outside research, and represent the traditional units of the criminal justice system.

The Plan's final section covers the Institute's general support activities and includes programs not readily grouped under specific subject areas.

Evaluation: The Institute assesses action programs in the field to determine what works -- and, equally important, what does not work -- at what cost and under what conditions. To this end, the Institute evaluates its own research products, studies the effectiveness of existing criminal justice programs, reviews the evaluation efforts of state planning agencies and stimulates advances in evaluation tools and methodologies.

Technology Transfer: To promote new approaches to solving criminal justice problems, the Institute disseminates its research, development and evaluation findings and encourages adoption of new techniques by local agencies. Two important technology transfer tools developed by the Institute are the Exemplary Projects and Prescriptive Package series -- step-by-step guides for implementing innovative programs which are distributed to interested criminal justice agencies.

FUNDING

The Institute's FY 1974 budget totals \$40,098,000. Funds are awarded through both grants and contracts. For detailed information on how to apply for Institute funds, please turn to page 45.

In selecting projects, the Institute is guided by the following:

Prior Institute Research

Continuity is a fundamental research need -- both to enable good researchers to pursue their work to fruition and to permit structured accumulation of a body of knowledge in a given area. Individual researchers and the research community cannot ignore the need to proceed through the various research phases -- problem identification, basic research, program development and program evaluation. Each year's Plan must, therefore, emphasize continuing promising research projects.

LEAA Needs

The National Institute supports LEAA by:

1. Examining the fundamental hypotheses and assumptions underlying current criminal justice operations;
2. Measuring the effectiveness of specific criminal justice programs and projects which are in widespread use, or which receive substantial amounts of LEAA funds;
3. Developing alternative approaches to the solution of major criminal justice problems and measuring their effectiveness;
4. Studying the process by which change occurs in criminal justice agencies; and

5. Providing practical information on these findings to aid LEAA's Administrator in planning discretionary grant programs, to assist SPAs in wise expenditure of block grant funds and to help local criminal justice agencies devise the most effective programs.

To carry out these functions as effectively as possible, the Institute is taking concrete measures to establish better communication with other LEAA divisions and state and local criminal justice agencies.

In response to LEAA's increased emphasis on evaluation and the new Congressional mandate, "Where possible, to evaluate (LEAA's) programs and projects," the Institute has established a new Office of Evaluation with major staff and substantial resources.

Another large-scale LEAA support program flowing from the 1973 Crime Control Act is the Institute's comprehensive survey of criminal justice manpower and training needs. The three-year survey will lead to guidelines for future development of LEAA's manpower education and training activities.

Crime-Specific Planning Model

During the past two years, the crime-specific model has been used to mount a major research effort focused on stranger-to-stranger street crimes (primarily robbery) and burglary -- two crimes which account for approximately half of all reported serious crime. The crime-specific approach attacks all aspects of these crimes: prevention, detection, prosecution and rehabilitation of offenders.

Another crime-specific effort will be launched this year, focusing on violent crimes -- murder, rape and assault. While the overall national level of reported crime fell during 1972, violent crimes continued to increase. To help to stem this rise, each of the Institute's major program areas will undertake research relating to these crimes.

Recommendations of Major Public Commissions and Recognized Experts

A number of the 1974 programs address major recommendations of the National Advisory Commission on Criminal Justice Standards and Goals. The Commission's six-volume report, issued in 1973, was the result of two years of intensive study by hundreds of state and local law enforcement and criminal justice experts. The report distills the best current thinking on criminal justice problems.

The Commission's suggestions led to creation of a new unit in the Institute -- the Office of Research Programs' Juvenile Delinquency Division. It also has provided the impetus for several major new programs dealing with plea bargaining, increased emphasis on community involvement in the criminal justice system, control of handguns and the study of alternative police patrol procedures.

Other new Institute programs will involve knowledgeable and experienced senior operational personnel and researchers. The Institute will reinstate the Visiting Fellows Program, providing stipends for up to 15 experts to carry on research of their choosing at the Institute. An Advisory Committee will be established to review the Institute's program four times a year. Panels of experts in particular program areas will also be called together to aid in future planning.

Special Opportunities

Much significant research results from the creative use of opportunities. Circumstances arise to create a unique experimental setting or to generate widespread public support which should be capitalized on.

This year, the Institute will act on this principle in several significant areas. The Institute will undertake a major study of the effects of New York's strict new drug abuse penalties. Cooperation with the work of the recently-created Commission on the Review of the National Policy Toward Gambling is planned. The growing national interest in the appropriate role of the criminal justice system with respect to "victimless" crimes dictates that the Institute investigate several areas in this field.

THE 1974 PLAN

The Plan reflects the Institute's best judgment on available funds, priorities and the feasibility of developing each of the proposed projects. Each of these elements is subject to change, and alterations in the Plan may be made throughout the current and coming fiscal years. Information on the current status of specific projects and programs is available from the Office of the Director. In each of the program areas listed below, an asterisk is used to note all projects or research areas in which a potential grantee or contractor has not yet been chosen to perform all or the substantial part of the current fiscal year's effort.

I. COMMUNITY CRIME PREVENTION

Research efforts in this area address three major objectives:

1. To encourage and support citizen action designed to protect person and property. This includes individual and collective forms of citizen action which serve to reduce both the fear and fact of victimization.

2. To reduce the opportunities for crime to occur and to mobilize a positive social response to crime. This includes the development of security strategies and programs that address the physical, social and environmental factors relevant to crime prevention and control.

3. To promote public participation in the criminal justice process as it relates to crime prevention and control. This includes public support and involvement in activities and programs concerned with law enforcement and the administration of justice.

In the past, research has focused primarily on the reduction of criminal opportunity through the environmental design of public housing and the development of security systems and target-hardening strategies to reduce burglary and robbery. Attention now is being directed to citizen and community support measures concerned with crime prevention and control. In addition, citizen involvement in the criminal justice process is being addressed. In 1974, efforts also will be expanded to include the needs and problems of victims, crimes of violence and the fencing of stolen goods.

Research

•Crime Prevention through Environmental Design. Expanding upon prior Institute-sponsored research on the concept of "defensible space," the Institute is planning to award a multi-million dollar contract to improve security in private residential, school and commercial areas and public transportation systems. Attention will be given to the physical, social and environmental factors that are relevant to crime prevention in these settings. Proposals have been submitted for this program and a contract soon will be awarded.

•Fencing of Stolen Goods. The Institute will support projects to study the fencing system in order to develop counter-strategies aimed at vulnerable points in the system. Prior Institute research suggests that interdiction of the fencing process will substantially reduce the attractiveness of certain forms of robbery and burglary.

•Violent Crime.* The Institute will support investigations of homicide, rape and assault -- crimes which have continued to rise in recent years, particularly between strangers. The goals of these projects will include development of more effective prevention and treatment programs and improvement of investigation and prosecution strategies as they affect both victim and offender. Preliminary work indicates that research into the control of handgun distribution may be an essential component of this program.

•Gambling.* In cooperation with the Commission on the National Policy toward Gambling, the Institute will fund research which addresses various aspects of gambling and its effects, including the process of decriminalization.

Crime Victims. Attention will be directed at victim needs and problems, criminal justice practices and procedures for dealing with victims, current programs in this area and the need for additional community resources and services for victims.

*Cost Effective Security Alarm. Through the Equipment Systems Improvement Division (ESID)** support is being provided for the development of cost-effective security alarm systems for residences and small businesses which are lower in cost and produce significantly lower false alarm rates than currently available systems.

*Citizen's Alarm. Under the auspices of ESID, support also is being provided for development of a miniature portable personal radio alarm system for instantaneous reporting of a criminal attack or other emergency.

*Standards. ESID, through its Law Enforcement Standards Laboratory, is supporting the development of standards and guidelines for security equipment, such as:

- Guidelines for commercial alarm systems
- A catalog of security equipment
- Standards for audio sensors
- Standard for motion detector sensors
- Standards for security doors and windows

** See Page 37 for a general description of the program.

Program Development

*Crime Prevention Through Environmental Design. One phase of the proposed research effort in this area will include development and evaluation of programs for reducing crime and increasing the security of specific environments.

*Design Directives. A handbook is being developed as a model for use by architects, designers and city planners. The handbook will address housing issues relating to design in three different settings involving residential areas of varying size and density. The focus will be on the application of defensible space principles.

Neighborhood Crime Control Programs. Research is being directed at development and evaluation of crime control programs in urban neighborhoods. Demonstration programs will be used to assess the effectiveness of specific crime control models in order to provide guidelines for program development in this area.

Evaluation

*Effects of Street Lighting. While several Institute projects have addressed the relationship between street lighting and crime, the studies have been limited in scope and the data inconclusive. Some decreases in night-time street crime have been associated with lighting. More definitive data is needed, however, particularly in view of the energy crisis. The Institute will support a project to review existing studies and data to predict the impact of street lighting increases and decreases on crime rates in various types of communities.

•Evaluation of Property Identification Programs.* Concern with crime and the emphasis on crime-specific planning have expanded the list of communities implementing personal property identification programs. Because they have not undergone intensive evaluation, the Institute will support a careful study of these programs.

•Evaluation of Citizen Involvement in Criminal Justice Functions.* The Institute plans a series of studies to review experiences with major citizen assistance efforts in various criminal justice agencies.

Technology Transfer

In the Institute's Replication and Training Program, Exemplary Projects and Prescriptive Package Program, information is being developed on a number of projects whose success depends on substantial community awareness and input. Examples include the Des Moines Community Corrections Project, selected as the Institute's first Exemplary Project, and numerous Prescriptive Packages -- how-to-do-it manuals in Police Community Relations, Neighborhood Team Policing and Offender Job Training and Placement. They are described in greater detail in other sections.

•Citizen Involvement in Police Activities. This proposed Prescriptive Package deals with community involvement in police activities. It will include surveying existing programs, describing model techniques and guidelines for establishing programs which are useful and effective.

Project evaluations should assist communities in deciding in which direction they should proceed and in avoiding unsuccessful programming.

II. JUVENILE DELINQUENCY

During the 1960s, the juvenile arrest rate increased seven times faster than the adult arrest rate. More than half the serious crimes committed in 1970 were committed by persons under 21.

In response to these alarming statistics, the National Advisory Commission on Criminal Justice Standards and Goals declared: "The highest attention must be given to preventing juvenile delinquency, minimizing the involvement of young offenders in the juvenile and criminal justice system, and reintegrating them into the community." Since 1969, the National Institute has devoted more than \$4 million to research in the field of juvenile delinquency, focusing on the development and assessment of various treatment methods and programs for dealing with juvenile delinquents, programs for the prevention of delinquent and illegal behavior and improvement of the organization and administration of the juvenile justice system.

Problem Assessment

•Juvenile Corrections. The Institute will continue its support of the National Assessment of Juvenile Corrections Programs conducted by the University of Michigan. The primary goal of this five-year project is to establish empirical bases for assessing the relative effectiveness of alternative correctional programs for different types of youthful offenders.

Research

*Analysis of Self-Reported Data on Delinquent Acts. LEAA's victimization studies show that youths between the ages of 12 and 19 are victims of more criminal acts than any other segment of the population, and that they fail to report most such acts. It is altogether possible, therefore, that our current understanding of juvenile delinquency, derived only from data on crimes reported to the police, may be faulty. The Institute plans to fund an important effort to investigate a unique source of data on delinquent acts derived from a large number of personal interviews with juveniles and their parents; the results may have important implications for many existing juvenile delinquency programs.

Violence and Youth. As part of its comprehensive approach to the problem of violent crime, the Institute will support efforts to study the relationships between violence and youth -- focusing on the prevention and reduction of violent behavior among juveniles, especially in the context of gang-related behavior.

Program Development

*Standards for Juvenile Justice. The Institute will continue to support the project conducted by New York University's Institute of Judicial Administration to plan, draft and implement legal and administrative standards to improve the effectiveness, efficiency and fairness of the juvenile justice system. The standards to be

developed under this project will serve as guidelines for action by judges, administrators, legislators, planners and others responsible for juvenile justice at Federal, state and local levels.

Evaluation

*Evaluation of the Effects of Alternatives to Incarceration on Juvenile Offenders. The National Institute will continue its support of this four-year project, conducted by the Harvard Law School, to evaluate the effects of a Massachusetts program which closed all large juvenile corrections institutions in the State. The study is developing a methodology for evaluating the process of deinstitutionalization and determining which treatment programs tend to be most effective in changing the attitudes and behavior of juvenile delinquents.

Evaluation of the Crime-Deterrent Effect of Youth Service Bureaus. The Institute also will support efforts to determine the deterrent effect of Youth Service Bureaus on delinquent and criminal behavior. While Youth Service Bureaus have received considerable support through LEAA's block grant program, they have not been rigorously evaluated.

Technology Transfer

Several projects aimed at diverting juveniles from the criminal justice system are being considered as potential Exemplary Projects.

*Improved Handling of Juvenile Drug Abusers. This proposed Prescriptive Package will examine various operational projects and methods employed in the handling of juvenile drug abusers. Other potential prescriptive packages are: Operation of Youth Service Bureaus and Juvenile Detention, Screening and Placement Practices.

III. POLICE

While acknowledging the fundamental changes which have occurred in policing over the past ten years, the National Advisory Commission on Criminal Justice Standards and Goals in 1973 called for further efforts to improve police effectiveness. Among its major recommendations were: more concentrated police crime prevention programs, greater involvement of patrolmen in investigations and modifications of police personnel practices to encourage utilization of civilians and to establish a wider range of roles and classifications for police officers.

The National Institute will continue to support programs to improve police techniques and activities, and, in response to the Standards and Goals Report, will inaugurate a series of studies which test basic assumptions about police professionalism, roles and functions, and which investigate organizational and personnel factors which impede or encourage the adoption of new police roles.

Problem Identification

Police Corruption.* The Institute will fund one or more studies to assess rigorously the extent of corruption in various types of law enforcement agencies and to review the efficacy of current approaches designed to alleviate or diminish its extent.

Research

Performance Measures for Police. The National Institute will sponsor the development of more appropriate, valid and comprehensive measures than are now available of the effectiveness with which police departments attain their objectives and goals. Research will entail definition of goals, design of measures to evaluate their level of attainment, and an assessment of their utility in an operating environment. The results will serve as a model for departments to use in assessing the effectiveness of their own operations.

Research into the Investigative Process. Four projects are contemplated in this area:

1. Latent Fingerprints: The Institute is currently supporting two efforts in the area of latent fingerprint research. ("Latent" prints are those which are found casually rather than made systematically during a fingerprinting operation.) One project is evaluating commercially available latent fingerprint search systems; the other assesses advanced technologies which could have applicability to fingerprint coding, file searching and matching problems. Based on the findings of these projects, a decision will be made on the direction of further Institute research and development in this area.

2. Fingerprint Transmission System Development: The Institute will support an effort by DACOM to improve fingerprint transmissions over standard digital communication links. The study will particularly attempt to increase the rate of transmitting fingerprint data while maintaining satisfactory quality.

The Institute will support a study to assess the feasibility of recording fingerprints by means other than the standard inking procedure. Currently, the emphasis is on evaluating a photographic technique to record fingerprints on standard FBI cards.

3. Polygraph Research: The Institute, in coordination with other Federal agencies, will fund studies to answer some of the basic questions in this area. Of potential concern are the reliability and validity of lie detection procedures and the examiner's contribution to the outcome of the lie detection process.

4. Mug Files: This effort will improve the use of eyewitness information in the police investigatory process. It will seek to develop procedures to improve the information on suspect characteristics gathered from eyewitnesses, to automatically classify this data and to search a large data base of "mug shots" to retrieve a small number of likely candidates for manual study.

Forensic Science Research.* As in past years, the Institute will support a number of basic research activities in forensic science to develop more sophisticated means of identifying, classifying and analyzing physical properties of materials involved in the commission of crimes. The Institute plans to create an improved mechanism to involve top researchers in the forensic science and criminalistics professions in identifying priority research areas and in monitoring and evaluating research activities. Particular areas to be supported have not yet been identified.

Police Equipment Development. Ten research projects are being conducted through the Equipment Systems Improvement Division:

1. Digital Communications: The objective of this project is to study the available technology and cost benefits of a fully-automated digital communication system and the organizational and procedural impact of its employment.
2. Visual Communications: This project will test the use of a visual communications system to enhance the operations of criminal justice agencies, and to assess the operational cost benefits of a fully available system. This will be a cooperative effort undertaken by the MITRE Corporation and AT&T.
3. Protective Body Armor: Continuing its work with the synthetic fiber garment developed during 1973, the Institute will support further laboratory and field testing to establish its performance characteristics in operational settings.
4. Less-than-Lethal Weapons: Working with other governmental laboratories and test facilities, the Institute will continue its studies of weapons which are designed to temporarily disable dangerous suspects without killing them.
5. Explosives Tagging: Law enforcement officials concerned with bombings and other illegal uses of explosives have indicated the need to be able to identify with reasonable

certainty various components of explosive substances. Identification is needed primarily before detonation in order to be able to institute disarming strategies, but also is required after detonation.

6. Blood and Bloodstain Analysis: This project is designed to facilitate utilization of modern techniques for blood individualization by developing a statistical data base, a blood data bank, and reliable easy-to-use blood analysis equipment and methods for police laboratories.
7. Speaker Identification: This project will develop a computer-aided voice identification system and provide the basis for improved reliability of speaker identification.
8. Truck Anti-hijacking System: Support is being provided to develop a system for determining when a cargo-carrying truck has been hijacked or stolen and for providing information on the identity and location of the truck.
9. Police Vehicles: The Institute will explore the feasibility of developing vehicles specifically tailored to police needs and responsive to new problems posed by the energy crisis. Work to be conducted in this area will include both the adaptation of currently available compact and sub-compact vehicles for police usage and the development of less energy-expensive ways to use existing cars.

10. Standards: The Equipment Systems Improvement Division is also supporting development of standards and guidelines relating to police equipment, such as:
 - Reports on Scramblers, Car Location Systems, Audio Tape Recorders and Fixed Repeaters
 - Report on Mobile Digital Communications
 - Standard on Handheld Transceivers
 - Standard on Handheld Metal Weapon Detectors
 - Standard on Narcotic Spot Test Kits
 - Report on Police Patrol Car Life Cycle Costing
 - Standard on Crash Helmets
 - Standard on X-Ray Systems for Bomb Disarmament

Program Development

Personnel Utilization. The Institute is currently supporting the final phase of a project to develop, test and evaluate psychological selection and performance evaluation programs for police applicants. The Institute will continue to support projects in this area which contribute to the improvement of recruitment, selection, promotion, lateral entry and paraprofessional programs.

*Criminalistics Demonstration Project. This effort will attempt to demonstrate the effects of increased involvement of criminalistics laboratories in the investigation and adjudication of burglaries. Data indicate that crime laboratories may now be routinely involved in the examination of evidence from only 5 percent of reported burglaries and street crimes. One objective will be to triple that involvement and measure corresponding costs and benefits.

Crime Laboratory Research Methods. The Institute also will support an effort to develop and implement a forensic science methods program, addressing: the identification of accepted methods of analysis, voluntary laboratory proficiency testing, and the compilation of data on the rate of occurrence of various phenomena in a number of physical substances often associated with crime, such as paint and glass. This year's effort will concentrate on development of the voluntary proficiency testing program.

*Police Discipline Procedures. The Institute is planning to provide funds to the International Association of Chiefs of Police to support a study to develop model rules and regulations for the conduct of police disciplinary procedures.

Evaluation

Police Patrol. The National Institute will support several major projects to evaluate new approaches to police patrol. This work will include an attempt to further test the experimental results obtained in a recent Police Foundation study in Kansas City, Missouri, which indicated that preventive patrol techniques may have minimal effect on reducing crime.

Police Training and Education. A first phase study on the evaluability of training programs for both pre-service and in-service police personnel will be conducted this year. This work, which will complement the major Manpower Survey to begin this year, will attempt to relate training efforts on the effectiveness of police agencies and their ability to deter crime, apprehend criminals and perform other police functions.

Police System Consolidation. Much effort has been spent in recent years in consolidating, or attempting to consolidate, the nation's 40,000 separate law enforcement agencies. The Institute will undertake an initial review of several actual consolidations, attempting to assess the efficiency of pre- and post-consolidated units, their cost and their effectiveness in dealing with crime.

Technology Transfer

*Police Family Crisis Intervention Training. The Institute will support replication of a model program, based on earlier Institute research, which demonstrated the feasibility of training police officers to intervene in family fights. In the original projects, the overall performance of police officers with training improved significantly over officers who did not receive training, and police injury rates, as well as total sick days, were lower for officers with training.

*Police Crime Analysis Unit. This Prescriptive Package will provide the police manager with information concerning crime analysis functions, methodologies, capabilities and limitations and enable him to analyze crime data for more effective crime control. It will give interested law enforcement agencies sufficient information to establish a crime analysis unit, evaluate an ongoing operation or plan for expanding and upgrading existing systems.

*Improved Burglary Control Projects. This proposed Prescriptive Package will examine the many police burglary control projects currently in operation and provide a general review of work done in the target-hardening area.

• Robbery Control Project. A Prescriptive Package nearing completion contains information on officer training, special intra-organizational arrangements, police community cooperation and equipment and procedural innovations to reduce the crime of robbery.

• Team Policing. A Prescriptive Package has been developed describing team policing techniques designed to facilitate police department decentralization and to improve utilization of manpower in line operations.

Other topics under consideration for Prescriptive Package treatment are: Interagency Narcotic Enforcement Units, Shoplifting Control Practices and Improved Minority Recruiting Procedures.

IV. COURTS

In its review of the courts' role in the criminal justice system, the National Advisory Commission on Criminal Justice Standards and Goals said courts should perform the following functions: the swift determination of the guilt or innocence of those persons brought before it, the imposition of sentences which will enhance rehabilitation of the guilty offenders and deter others from committing crimes and the protection of both society's and the offender's rights.

The major sources of the courts' failure to fulfill these obligations, the Commission concluded, were inconsistencies in the processing of defendants, uncertainty as to the results obtained, unacceptable delays and alienation of the community.

Previous Institute research has addressed a number of problems relating to the efficient administration of the court system. Major efforts have included development of screening devices to eliminate and divert unsuitable cases, streamlining pretrial procedures, improvement of court reporting systems and evaluation of alternatives to conventional adjudicative processes. The 1974 Institute Plan continues this emphasis on administrative efficiency, but also adds a new focus on developing the capability to measure and improve the quality of justice dispensed by the courts.

Problem Identification

*PROMIS Data Analysis. The Institute will support a project to analyze the data collected by the District of Columbia's Prosecutor Management Information System (PROMIS). This data includes information about the background of the offender, the circumstances of the crime and the processing of each case from inception to final disposition. This research should result in major new information on the causes of adjudication problems, leading to specific research and development programs addressing them.

Research

*Performance Measures for Courts. The Institute will support a project to develop indicators which can be used by court personnel, planners and researchers in determining the effectiveness of new programs and techniques designed to improve the performance of judges, prosecutors, and defense attorneys.

*Sentencing Guidelines. In cooperation with judges in selected jurisdictions, the Institute will undertake research which formulates and tests judicial sentencing guidelines based upon the significant characteristics of offenders and offenses. The objectives of this work is the development of feedback mechanisms which judges can use to assess the effectiveness of individual and system-wide sentencing practices.

*Sentencing Disparity. The Institute is interested in research efforts to examine techniques utilized by American and European jurisdictions for reducing sentencing disparity. This cross-cultural study will include parole boards, trial-court sentencing practices, appellate review of sentences, judicial councils and sentencing institutes.

*Juror Utilization. The Institute will fund a study of techniques for fully utilizing jurors and investigating their perceptions of the criminal justice system in order to identify ways to improve their treatment by the system and increase their willingness to serve.

*Analysis of Eye-Witness Identification Practices. Several years ago the United States Supreme Court handed down the Wade - Stovall - Gilbert trilogy of decisions establishing safeguards relating to the use of eye-witness identifications in criminal trials. This research will analyze current eye-witness identification of the three decisions.

*Standards. Under the auspices of the Equipment Systems Improvement Division, standards and guidelines are being developed for Video Tape and Audio Recording Systems for Courtrooms.

Program Development

*Victim Participation. In order to develop a more meaningful role for the victims of crime in the dispositional process, the Institute will encourage efforts to introduce the victim and the defendant directly into plea-negotiation sessions and to evaluate the results of open plea-negotiation in terms of type and time of disposition, effect on case-mortality rates and reaction of the participants.

Administrative Disposition. Diverting traffic and similar minor offenses from the criminal court system to an administrative body has been suggested as a mechanism for reducing court backlogs. This project will analyze the experiences of courts which have used alternative administrative techniques and will develop operational recommendations for their successful application.

*Handbook on the Criminal Law Relating to Gambling. In cooperation with the work of the Commission on the National Policy toward Gambling, the Institute will support development of a manual setting forth the various issues which state legislatures should consider when passing or changing laws relating to gambling.

Evaluation

*Demonstration of Closed-Circuit Television Legal Counseling. The Philadelphia District Attorney's Office will demonstrate and evaluate the effectiveness of having the District Attorney's Office

linked with police station houses via a closed-circuit television network in order to provide more rapid and efficient legal counseling and case screening by the prosecutor.

*Effects of Strict Drug Laws. The Institute will attempt to take advantage of a unique opportunity to evaluate the relationship between strict criminal penalties and criminal behavior by sponsoring an evaluation of the deterrent effectiveness of New York State's stringent new drug-abuse sanctions.

*Evaluation of the Defense Function. The National Legal Aid and Defender Association recently completed an extensive survey of defenders' offices in 3,110 counties. Institute support will be used to analyze the quantitative and qualitative data about indigent defense services and the criminal justice system generally in order to assist criminal justice planners in their effort to implement constitutional requirements. In addition, the Institute will encourage the development of an evaluation methodology which can be used by defenders to evaluate the effectiveness of their own operations.

Evaluation of State Criminal Code Revisions. Many state criminal codes have been revised in recent years, or are in the process of major revision today. The Institute will attempt to determine whether this process can be successfully evaluated in terms of the effects of new codes on the adjudication process, on judicial sentencing practices and on crime rates themselves.

•Evaluation of State Court Reorganizations.* Another first phase evaluation study will attempt to assess the effects of new court system structures on court efficiency, police, prosecutor and defense operations and various crime rates.

•Evaluation of Decriminalization of Public Drunkenness. Many criminal justice experts advocate removing a number of less serious anti-social acts from the criminal justice system. Several jurisdictions now have experience with non-criminal handling of public inebriates. This proposed interagency study will attempt to assess the effects of these programs on the rehabilitation of chronic alcoholics, the use of police resources, the rate of alcohol-related crimes and the relative costs of criminal and non-criminal disposition of public drunkenness cases.

Technology Transfer

•Court Arbitration/Family and Neighborhood Dispute Settlement. This program under consideration as an Exemplary Project, provides prosecutor intake-review of citizen complaints arising from family quarrels and neighborhood altercations and resolution of the disputes through mediation. Using law professors and students as mediators, the project operates at an average cost per case of \$23 as opposed to \$100 for court processing.

•Public Defender Service. Under consideration as an Exemplary Project is the District of Columbia Public Defender Service which

provides legal representation to indigents in criminal, juvenile and mental health commitment proceedings. The service represents a successful attempt by a major city to coordinate defense services for its indigent population. The American Bar Association has cited the D. C. Public Defender Service as a model for defender systems.

•Three pre-trial diversion projects are under consideration as Exemplary Projects. The objective of these projects is to divert selected persons, arrested but not yet tried, from the criminal process to employment or job training. They aim at increasing the employability of arrestees, reducing their return to crime and making additional criminal justice procedures and costs unnecessary.

•Major Violator Apprehension and Prosecution Procedures. The Institute will fund a Prescriptive Package to describe methods employed in a variety of law enforcement jurisdictions to increase the effectiveness of arrest and prosecution efforts in the cases of major criminal offenders.

•Law Enforcement Case Review Procedures. A Prescriptive Package is also under consideration to examine methods employed to identify, analyze and correct problems involved in the processing of criminal cases from the point of arrest to disposition of charge.

V. CORRECTIONS

For the past several years, the Institute's research into adult correctional problems has been combined with its juvenile delinquency efforts in a single program focusing on "intervention in criminal careers." This effort has accounted for approximately 15 percent of the Institute's expenditures over the past five years. However, the great bulk of those resources has been spent on juvenile corrections. With the creation this year of a separate Juvenile Delinquency Division, the Corrections Program will address a wide range of problems related to adult corrections, correctional facilities and methods for increasing the likelihood that persons released from jail or prison will lead crime-free lives. Some of this research has been planned over the past three years.

Problem Identification

- Reconceptualization of Adult Corrections. In recognition of the fundamental changes which have been occurring in the field of corrections in recent years, the Institute will support a theoretical study of the hypotheses on which current correctional programs are based, on the extent to which they are borne out by previous empirical studies and alternative directions for research and development in this area.

Research

- Offender Classification Systems. The Institute will fund a contract to design a model system to classify offenders for treatment purposes and to develop appropriate measures for the evaluation of classification systems.

The deadline for proposals for this program has passed and a contract will soon be awarded. In subsequent years, the Institute will support the testing and evaluation of the system designed under this contract.

- Analysis of Classification Factors for Young Adult Offenders.

This program will provide support to the National Council on Crime and Delinquency for the completion of a statistical description of over 4,000 youthful offenders. In addition to the statistics, a literature review and analysis of relevant classification factors will be provided.

- The Effectiveness of Court Decisions in Creating Change in Correctional Institutions. The Institute will fund an analysis of the implementation of decreases in selected landmark correctional cases, focusing on techniques for formulating realistic decrees and orders and securing their implementation.

- Cost Analysis of Implementing the Standards and Goals Report in the Area of Corrections. This work will produce an analysis of the economic costs and benefits of implementing selected standards proposed by the National Advisory Commission on Criminal Justice Standards and Goals.

- Drug Treatment in Jails. Often overlooked in correctional research are the problems of local jails. This project will survey existing types of treatment programs available to drug users incarcerated in U.S. jails, and the perceptions of jail administrators, staff and prisoners of the effectiveness of existing programs and needs for additional treatment efforts.

•Extra-Institutional Correctional Programs. The Institute's research plans in this area include a study of alternatives to jail incarceration, an analysis of parole revocation procedures, the implementation in state court systems of the parole decision-making procedures developed with Institute funding for the Federal parole system, an analysis of restitution* as a criminal sanction and an analysis of furloughs* as a management and rehabilitative tool.

•Correctional Programming for Specific Offender Types. In addition to these research efforts directed at correctional programs outside institutions, the Institute will support a series of projects addressing the needs of specific offender types, including females and retarded* offenders. The Institute also will fund research on violence both in terms of predicting the remission of violent behavior in offenders and in predicting and controlling homicidal acts in the prisons themselves.

Program Development

•Economic Opportunity. The Institute anticipates support of innovative thought with respect to programs for the employment and training of adjudicated offenders. These approaches will be geared toward developing and implementing model offender work programs aimed at providing incarcerated offenders with job opportunities which permit economic self-sufficiency.

Evaluation

•Methadone Maintenance. The Institute will continue support for the final phase of a five-year evaluation of the effects of a methadone maintenance treatment program on crime rates, recidivism and community attitudes towards drug abuse.

•Community Based Corrections * The Report on Corrections of the National Advisory Commission on Criminal Justice Standards and Goals strongly supports emerging trends away from large correctional institutions toward smaller, less secure and more community-oriented settings for incarceration and supervision of offenders. The Report's conclusions are based on preliminary studies showing that such facilities are no less effective in rehabilitating inmates than large prisons -- and much cheaper. More community-based programs have now been instituted and more reliable performance and cost records should be available for evaluating this trend. Current plans call for first phase assessments of the evaluability of three special program types -- work release, halfway houses and residential alternatives to institutionalization.

Technology Transfer

•Community Based Corrections. The Institute has designated as an Exemplary Project a Des Moines, Iowa, program which provides the administrative framework for an integrated community-based corrections system. The Program has four components: pretrial release screening, a pretrial community supervision effort, a county-administered probation unit and a community-centered corrections facility. The Institute will be sponsoring five replications of the Des Moines project in communities throughout the country, coupled with a national-level evaluation component.

•Advanced Parole Supervision. Another project being considered as Exemplary provides improved classification procedures, voluntary treatment

provisions and, where deemed necessary, professional supervision mechanisms for parolees.

• Offender Job Training and Placement. A Prescriptive Package has been funded to examine and review studies and major operational projects concerning offender job training and placement efforts.

• Prison Grievance Procedures. The Institute also is considering a Prescriptive Package to examine methods and procedures employed in a variety of adult correctional institutions to handle inmate complaints and grievances.

• Prison and Jail Medical Care Practices. Another Prescriptive Package may consider examination of potential as well as on-going means of more effectively delivering medical care to prison and jail inmates.

VI. GENERAL SUPPORT

The Institute performs a number of support functions which serve broad LEAA as well as Institute needs. Some of these are not easily assignable to functional criminal justice categories such as prevention, police, courts and corrections, and are therefore group together under this general heading. Each of the Institute's four organizational units -- the Office of Research Programs, Evaluation, Research and Technology Transfer -- are responsible for such activities.

Office of Research Programs

The Office of Research Programs carries out two support programs:

• Equipment Systems Improvement Division. The Institute's equipment program cuts across traditional criminal justice lines, providing technology for police, courts and correctional operations and a great deal of support for citizen crime prevention and self-protection efforts.

During its five-year history, the National Institute has supported the development of a number of items of equipment designed to meet major operational problems of criminal justice agencies. Beginning in 1972, the Institute moved beyond the funding of isolated equipment research projects to stress coordinated equipment systems studies. Three major contracts have operated during the past year, focusing on identifying and analyzing problems, developing equipment and systems and drafting standards and guidelines for the procurement of equipment.

Specific projects underway in FY 1974 were planned and funded in FY 1973. They are discussed individually in each of the substantive areas preceding the section on General Support.

Planning for the FY 1975 equipment program (to be funded from the FY 1974 budget) is currently underway. Its major thrusts will: attempt to focus equipment development efforts in the same areas identified as highest priority by the Institute for non-equipment research and to emphasize the transfer of existing technology as well as the development of new equipment.

Research Agreements Program. The Institute proposes to enter into long-term commitments with a number of research centers to carry out portions of its research program in each of several subject areas, such as community crime prevention, juvenile delinquency, police, courts, corrections and program evaluation.

Office of Evaluation

As noted above, the Institute will place major emphasis on evaluation -- initiating a comprehensive set of programs to evaluate its own and other LEAA activities, to assist in the evaluation of programs conducted through state planning agencies and to develop evaluation technology.

In addition to the evaluation efforts included under each substantive program area, the Institute will support the following projects:

Impact Cities. The Institute will continue to support criminal justice planning and evaluation at both the local and national level to assess the effectiveness of LEAA's High Impact Anti-Crime Program -- a unique, \$160 million, multi-year effort to reduce street crime and burglary in eight major cities. The evaluation program will review the performance of the overall program and of the individual projects undertaken in each of the cities.

Evaluation of Equipment Systems Improvement Division. The Institute has awarded a grant to evaluate the effectiveness of its equipment analysis, development and standards programs.

Pilot Cities. Like Impact Cities, each of the eight Pilot Cities has received funds to hire a small team of professionals to work with local officials toward improving the criminal justice system. A contract has been awarded to evaluate the impact of the Pilot City teams on planning, research and evaluation capabilities at the local level.

Evaluation Tools and Methodologies.* One of the Office of Evaluation's major functions will be to advance the state of the art in criminal justice program evaluation. It will undertake work in a number of areas designed not only to evaluate particular programs but also to develop evaluation techniques and data systems which will facilitate future evaluations. Initial efforts will involve the development of sophisticated crime prediction models in several cities. Information on this program is available from the Office of Evaluation.

Office of Research

Intra-mural research projects including those conducted under the Visiting Fellowship Program are implemented in this Office.

Specific projects for FY 1974 include:

• Visiting Fellows. In FY 1974 the Institute will begin support for a new program designed to bring criminal justice and research professionals to Washington to conduct research and development in major criminal justice problem areas. Up to 15 fellows will work at the Institute this year. Program announcements and information are available from the Office of Research.

• Manpower Survey. In FY 1974 the Office of Research will develop plans for a three-year study of existing and future personnel needs in law enforcement and criminal justice which, in cooperation with many other governmental agencies, will provide the basis for evaluating existing pre-service or in-service educational and training programs.

• Change in Criminal Justice. The major focus of the Institute's intramural research effort is the process of change in various criminal justice agencies. This research, of potential benefit to all other programs of the Institute, will focus on instances in which innovations have or have not occurred in the past. It will attempt to derive some general principles applicable to the change process in some or all criminal justice functions.

Office of Technology Transfer

This office conducts several support programs:

• Model Program Development. Two of the more significant efforts administered by the Office of Technology Transfer are the Exemplary Projects and Prescriptive Package programs.

The Exemplary Projects program focuses national attention on outstanding criminal justice programs which are suitable for transfer to other communities. During the next year, approximately 12 projects will be designated "exemplary," following rigorous multi-level screening and formal validation. A contract has been awarded to perform the validations and to prepare brochures, handbooks and briefing slides. Descriptions of projects already selected appear under relevant program subject areas.

The Prescriptive Package program is designed to provide criminal justice administrators and practitioners with "cookbooks" for particular types of programs. The guides are based on available research and recent program experience in various parts of the country. They are specifically designed for practical application -- to serve as step-by-step guides for agencies interested in undertaking new programs. Again, selected and proposed areas for this program appear in the previous subject matter descriptions.

*Replication and Training Program. In FY 1974 the Institute will begin a new program designed to encourage broad use of advanced criminal justice techniques. It has three goals:

Demonstrating improved practices on a sufficient scale to have real impact on the system.

Evaluating programs which have proved successful in one location in a variety of situations.

Developing local capability to institutionalize and evaluate new practices.

Through this vehicle, the Institute is carrying out its new mandate to provide training for criminal justice personnel. Advanced techniques and programs will be chosen from both Institute research and local operating agency experience. They will form the basis of training materials for local personnel where the new programs are introduced. Funds will be awarded to local jurisdictions, chosen on the basis of need and appropriateness, to support introduction of the programs. The experiences will be evaluated and findings widely disseminated by specially trained transfer agents in the demonstration cities. Specific topics for model programs are noted under the relevant program areas.

*Law Enforcement Science Advisors (LESA). Under this program, support will be provided to house technology transfer specialists in each of LEAA's ten regions and in three state planning agencies to serve as a personal link between planning and operating agencies and sources

of research information. The states chosen for the initial phase are California, Florida and Massachusetts. The regional LESAs will be technically trained operations research specialists placed by the MITRE Corporation in ten cities throughout the country to serve as technology transfer agents. They will analyze the particular problems of state and local criminal justice agencies and provide solutions based on Institute research and other general information available to LEAA. The regional and state field representatives will be supported by a central staff located in Washington.

*National Criminal Justice Reference Service. The Institute will continue to support and expand the Reference Service, which consists of a computerized data base of criminal justice and law enforcement literature and documentation. Its services are free and are accessible to all interested persons. It is anticipated that user registration will increase to 20,000 by early spring 1974.

The 1973 Crime Control Act directed the Reference Service to broaden its scope to include international clearinghouse activities. Complementing the Reference Service expansion, a foreign-based information center will assist in collecting and disseminating materials, translating and abstracting selected documents and establishing exchange arrangements with foreign criminal justice agencies.

The Reference Service will also maintain special clearinghouses for information relevant to (1) the impact of the energy crisis on the law enforcement and criminal justice community, and (2) opportunities for citizens to take a more active role in the criminal justice system.

•Publications. The Institute is responsible for the publication and dissemination of LEAA's research and program reports. Activities include the review and editing of original manuscripts; preparation of NILECJ and other LEAA grant reports and brochures for printing; and reprinting of high-demand LEAA research and program reports.

•LEAA Library and Reading Room. The Institute administers the LEAA Library and Reading Room. Funds will be provided for the continuing acquisition of new materials. This material is used not only by members of LEAA headquarters staff and the general public, but is also made available on a loan basis to LEAA personnel working on the regional and state levels. The library staff also provides technical advice and assistance to the Reference Service.

Office of the Director

The Office of the Director administers several programs involving inter-agency agreements, Institute programs administered in the Regional Offices and the new Innovative Research in Criminal Justice program.

•Pilot Cities. In addition to funding the evaluation of this program, the Institute will continue to provide direct support to the police, court, corrections and systems specialists who provide each Pilot City with detailed analyses of its criminal justice needs and suggest programs to meet those needs.

•DEA. Under an inter-agency agreement, the Institute will continue to support the Drug Abuse Law Enforcement program, now administered by the Drug Enforcement Administration of the Justice Department. Institute funds support state and local staff for joint Federal/state task forces directed at disrupting the middle and lower levels of narcotics distribution networks.

•Innovative Research. The Institute in FY 1974 is launching a new program, Innovative Research in Criminal Justice, which provides \$2 million to support research in areas not specified in this Plan. The Institute recognizes the limitations of its planning process in addressing all criminal justice research priorities. Innovative Research provides a vehicle for high-risk but potentially valuable research and for exploiting unique research opportunities.

APPLICATION PROCEDURE

Research Programs

Institute funds are awarded through grants and contracts. The competitive procurement system is used primarily for large projects where no single institution or individual has extraordinary capabilities.

The Institute also supports a major grant program and solicits concept papers to address specific problems detailed above. Persons interested in support for research on these problems should submit a five-page concept paper describing the research problem, objectives of the study and the proposed methodology. Cost estimates and indication of qualifications to perform the research proposed should be appended.

Concept papers in support of the Institute Program Plan should be addressed to:

Assistant Director
Office of Research Programs
National Institute of Law Enforcement
and Criminal Justice
Law Enforcement Assistance Administration
Washington, D. C. 20530

Unsolicited concept papers addressing issues not in the Institute Plan also should be submitted to the Assistant Director, Office of Research Programs.

Visiting Fellows Program

The Institute will support a new program designed to bring criminal justice and research professionals to Washington to conduct research and development in major problem areas of criminal justice. Program Announcements and information are available from the Assistant Director, Office of Research.

NATIONAL INSTITUTE
PROJECTED FY 1974 BUDGET EXPENDITURES BY OFFICE
(In Thousands)

Summary

	<u>Inst.</u>	<u>TA*</u>	<u>Training</u>
Office of the Director	10,760		
Office of Research Programs	20,800		
Office of Evaluation	4,337		
Office of Research	1,000		
Office of Technology Transfer	3,201	3,148	2,384
	<u>40,098</u>	<u>3,148</u>	<u>2,384</u>
		Total	\$45,630

Office of the Director

ODALE	7,100
Pilot Cities	1,600
Innovative Research	2,000
Purchase Orders	60
	<u>10,760</u>

Office of Research Programs

Community Crime Prevention	3,300
Juvenile Delinquency	1,640
Police	2,000
Courts	2,588
Corrections	2,572
Equipment Systems Improvement	8,700
	<u>20,800</u>

* LEAA Technical Assistance Funds Transferred to the Institute

Office of Evaluation

Major Evaluation Studies	1,110
Prediction Models	400
Evaluation Data Systems	500
Replication evaluations	600
Evaluation of LEAA programs	1,227
Impact ESID Pilot Cities	
Innovative Evaluation Program	500
Model Evaluation Units	(600) (DF)
	<u>4,337</u>

Office of Research

Visiting Fellows	250
Graduate Fellowships	250
Manpower Survey	500
	<u>1,000</u>

Office of Technology Transfer

	<u>Inst.</u>	<u>TA</u>	<u>Training</u>
Model Program Development		483	
Training Programs			2,384
Technology Transfer & International Terrorism	1,300	1,033	
Demonstration & Replication	1,301	610	
Reference & Dissemination		1,022	
Special Information	600		
	<u>3,201</u>	<u>3,148</u>	<u>2,384</u>
	TOTAL		\$8,733

END