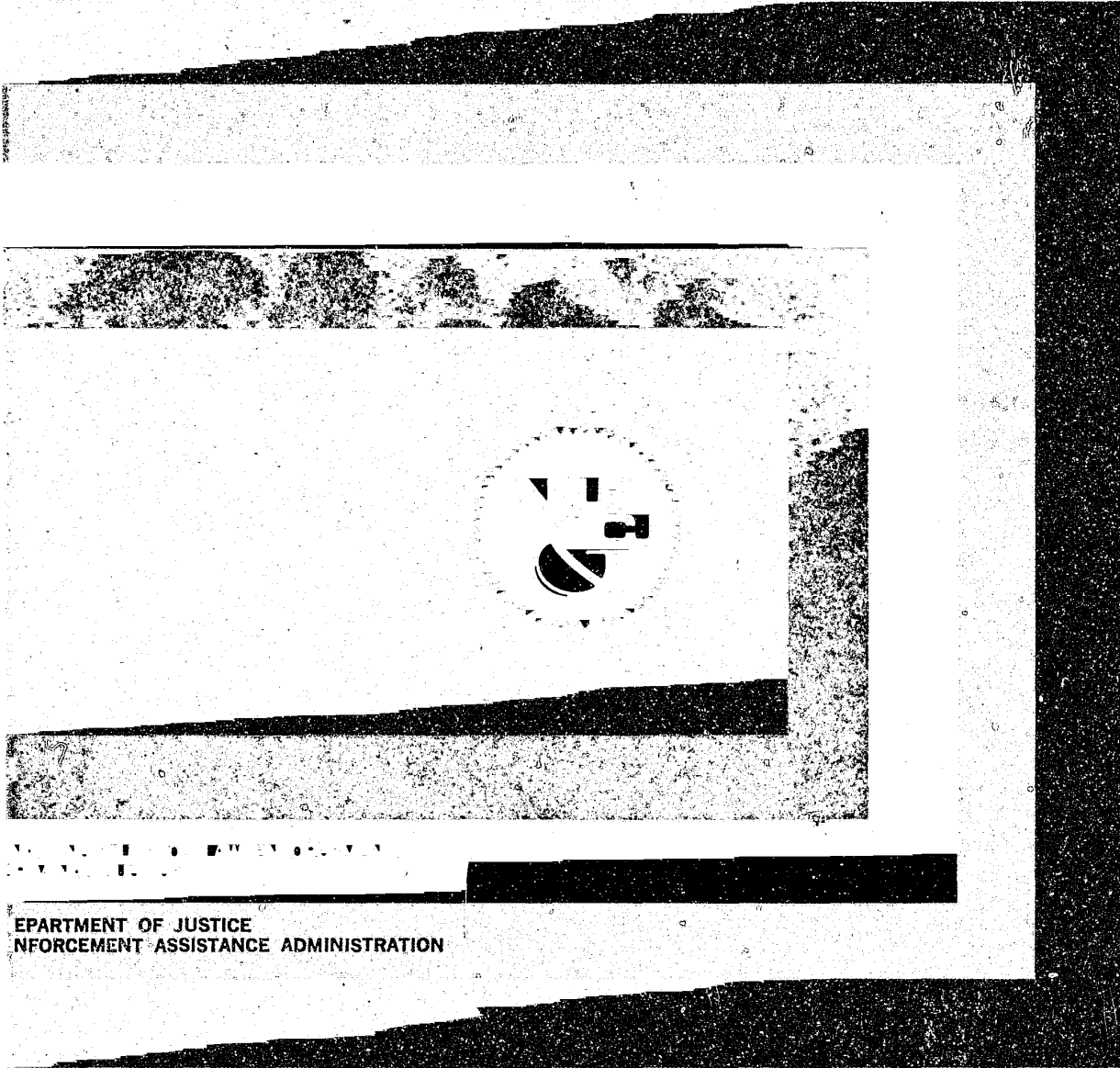


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Program and Project Plan for Fiscal Year 1971



DEPARTMENT OF JUSTICE
ENFORCEMENT ASSISTANCE ADMINISTRATION

Program and Project Plan for Fiscal Year 1971

JANUARY, 1971



**National Institute of Law Enforcement
and Criminal Justice**

148040

**U.S. Department of Justice
National Institute of Justice**

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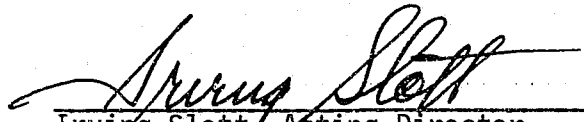
FOREWORD

The National Institute of Law Enforcement and Criminal Justice intends this Program and Project Plan to serve as both a summarization of Fiscal Year 1971 activities and as a guide to potential grantees and contractors.

Research and development is a critical area of activity within the Department of Justice's Law Enforcement Assistance Administration and a major factor in providing the tools and strategies required to stem the rising tide of crime in our communities and to speed the effective flow of criminal cases in our court system.

Obviously, this research and development effort requires the participation of all of the social, physical, management and engineering sciences. Assistance is required from the university, community, private industry, citizen and professional organizations, and from the police, court, and correctional communities at all levels of government.

The aim of this plan is to provide the information which will lead first to an initial interchange of information and, ultimately, to a close working relationship between LEAA, the Institute, and the research and development resources of our nation. We look forward to your participation in this program and welcome your ideas and comments.



Irving Slott, Acting Director
National Institute of Law Enforcement
and Criminal Justice

MESSAGE FROM THE ADMINISTRATION

The Nation's crime problems cannot be solved simply by the continued or expanded application of today's technology; new ideas, systems, and equipment are needed to provide more effective crime prevention, law enforcement, adjudication, and rehabilitation. The research and development program of the National Institute of Law Enforcement and Criminal Justice is a critical component of the efforts of the Law Enforcement Assistance Administration to establish a comprehensive national program to prevent and control crime. The technology developed by the Institute will provide the basis for the action programs of LEAA in coming years.

This plan of the National Institute provides a strong basis for a cooperative relationship between LEAA and the research abilities of the Nation's universities, research organizations, and other Federal agencies. We look forward to your participation in this program.


Associate Administrator

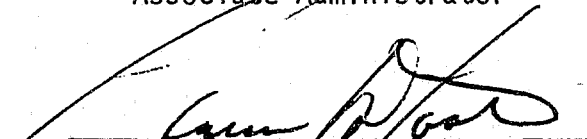

Associate Administrator

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INTRODUCTION

A. Background.

A United States citizen is more than twice as likely to be a victim of a crime today than he, or she, was in 1960. Figure 1, page 2, illustrates the fact that the national crime rate has more than doubled during this period. The incidence of crimes of violence -- murder, aggravated assault, and forcible rape -- and crimes against property -- robbery, burglary, larceny, and auto theft -- have all increased.

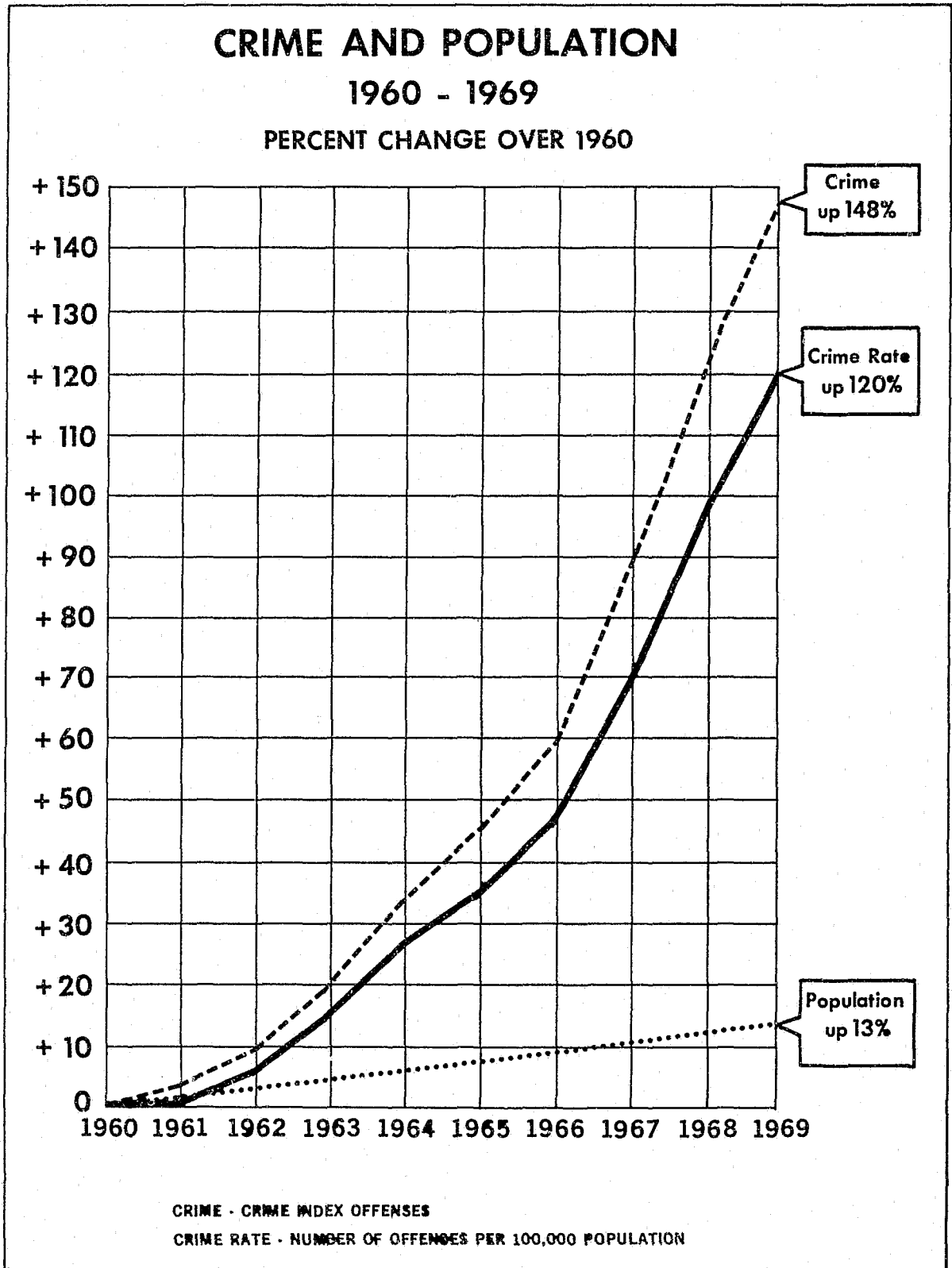
In 1968, Congress, determined to reverse this trend, enacted the Omnibus Crime Control and Safe Streets Act. This Act established a broad Federal grant program to assist the nation in its efforts to prevent and control crime. This program is administered by the Law Enforcement Assistance Administration (LEAA) in the Department of Justice.

Action funds under the Act are made available by the LEAA Office of Law Enforcement Programs (OLEP), through block grants to the States and direct discretionary grants to law enforcement and criminal justice agencies at the local and State level.

There is much to learn about the nature and extent of the Nation's crime problems, the causes of criminal behavior, and the effectiveness of law enforcement and criminal justice agencies in combating crime. In response to this "need to know", the Omnibus Crime Control and Safe Streets Act of 1968 established the National Institute of Law Enforcement and Criminal Justice. The Institute was given a broad mandate "to encourage research and development to improve and strengthen law enforcement," which Section 601 of the Act defines as "all activities pertaining to crime prevention or reduction, and enforcement of the criminal law."

In carrying out this mandate, the Institute is authorized to:

1. Sponsor and conduct research, development, testing, and evaluation of new or improved systems, equipment, and devices to improve and strengthen law enforcement;
2. Study the causes of crime and the effectiveness of crime prevention, law enforcement, and correctional programs;
3. Recommend actions to be taken by governments, private persons, and organizations to improve and strengthen law enforcement;
4. Conduct an active program of dissemination of technical information on law enforcement; and
5. Provide instructional assistance through fellowships and special workshops.



FBI CHART

Figure 1

SOURCE: "Crime in the United States, Uniform Crime Reports--1969," Federal Bureau of Investigation, U.S. Department of Justice (1970)

Naturally, Institute research projects involve many disciplines and seek diverse talents in the physical, behavioral, and social sciences, law, engineering, and systems analysis. To obtain these talents, the Safe Streets Act authorizes the Institute to make grants or enter into contracts with individuals, public agencies, institutions of higher education, and private organizations. The Act permits research grants of up to 100 percent of project costs but requires a grantee contribution of money, facilities, or services whenever feasible.

For the fiscal year ending June 30, 1969, the Institute had a \$2.9 million budget for research and development; the fiscal year 1970 budget was \$7.5 million. Figure 2, page 4, indicates the allocation of 1970 funding by category. The first and second annual reports of LEAA to the Congress describe Institute activities in detail for fiscal years 1969 and 1970. During fiscal year 1971, up to \$19 million will be available for LEAA-sponsored research and development programs. State and local governments, law enforcement agencies, universities, and companies interested in support for research activities should investigate National Institute programs and those of state criminal justice planning agencies, and the discretionary grant programs administered by the LEAA Office of Law Enforcement Programs.

B. Goals of the Institute.

The statutory mission of the Institute is extremely broad -- to support research and development that will improve and strengthen all activities pertaining to crime prevention or reduction, and enforcement of the criminal law.

The Institute has concluded that a concerted effort to attain a limited number of goals will be of greatest service to law enforcement and criminal justice agencies. In attempting to identify those projects most appropriate for action this year, the Institute considered problems facing law enforcement agencies and State criminal justice planning agencies; public concern; and research efforts currently being undertaken by other Federal agencies, universities, and private research organizations.

The priority programs and projects outlined in this plan reflect this evaluation. These programs are structured to provide answers to immediate problems and to indicate long range solutions which are necessary to reduce the incidence of crime in society and produce basic reforms in the criminal justice process. The programs also seek to develop both the technology which will respond to law enforcement problems and information as to how law enforcement and criminal justice agencies can best utilize this technology. Unless research results are both useful and utilized, the Institute will have failed to carry out its statutory mission.

In fiscal year 1971, the programs and projects of the Institute focus particularly on the development of new knowledge and systems appropriate for dealing with the following kinds of criminal activity:

1. Stranger-to-stranger street crime, particularly robbery, assault, and vandalism;

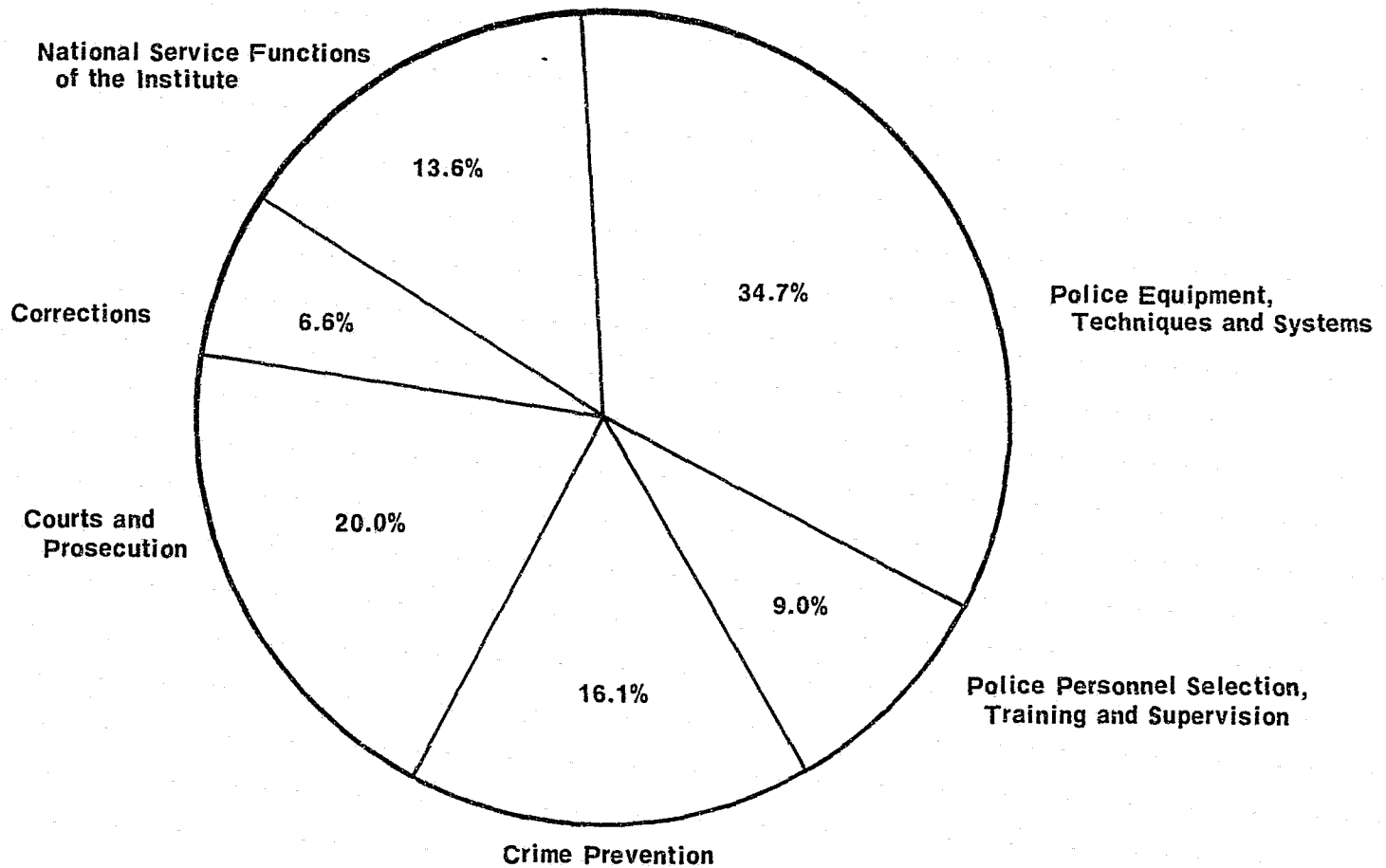


Figure 2. Distribution of Institute Funds, Fiscal Year 1970

2. Burglary, particularly in the home and small business establishment;
3. Drug-related crimes and the traffic in narcotics;
4. Collective violence; and
5. Organized crime.

In addition to these major areas for research, the Institute is building a series of programs and services to assist law enforcement, criminal justice, and research organizations. These include:

1. Encouragement of coordinated activities by the various Federal agencies engaged in research related to crime and criminal justice.
2. Establishment of a National Criminal Justice Reference Service to disseminate technical information to state and local law enforcement agencies and research organizations.
3. Establishment of a standards and evaluation service for law enforcement equipment and facilities.
4. The transfer of science and technology to new applications within the criminal justice system.
5. Continuous evaluation of the status of crime and criminal justice in the United States; and of Institute and other LEAA programs whose objective is the control of crime through improvement of criminal justice.
6. Support of research activity by state criminal justice planning agencies and by other organizations working closely with operating criminal justice agencies.
7. Development of an expanded research community in the areas of crime, crime prevention, and criminal justice.

C. Programs and Projects.

The following programs and projects indicate the Institute's major areas of interest:

1. Crime Prevention and Deterrence.
2. Improvement of Law Enforcement Operations and Management.
3. Improving Prosecution and Court Processes.
4. Offender Rehabilitation and Corrections.

5. Prevention and Control of Collective Violence.
6. Prevention and Control of Organized Crime.
7. White Collar Crime.
8. Evaluation.
9. Demonstration and Dissemination of New Technology, and
10. Encouragement of Criminal Justice Research.

Proposals for grants and contracts in the above areas of major interest, particularly, are encouraged. In addition to these research priorities, the submission of proposals describing projects not included in this plan is also encouraged.

The following sections of the plan present general descriptions of these major program areas in which the Institute has established priorities and a list of supporting activities for fiscal year 1971; whether specific projects will actually be funded during the year will depend upon the quality of proposals submitted and the availability of funds.

CRIME PREVENTION AND DETERRENCE

In order to reduce crime in the United States, major research efforts are needed to: develop techniques and systems to prevent the commission of a crime; improve understanding of the causes of criminal behavior; develop more effective programs to intervene in criminal careers; and improve the public's understanding of crime and promote community involvement in crime prevention.

In fiscal year 1971, research on crime prevention will be focused on the serious problems of street crimes and crimes against small businesses -- robbery, burglary, shoplifting, and vandalism. While improvements in the activities of police, increase the rate of apprehension of offenders, long range programs must concentrate on prevention and deterrence to meet the nation's objective-- reduction of crime.

A. Prevention of Criminal Acts

Criminal action can be prevented through the use of various physical barriers and by psychological deterrents. Opportunities for criminal success can be reduced by actions that protect individuals, homes, and commercial establishments from violence, terrorism, robbery, and burglary. Crime prevention efforts must concentrate on the development of new systems and devices that will serve as barriers to criminal activity by hardening targets and increasing the risk of detection and apprehension.

1. Tactical Analysis of Crime

Tactical analyses must be made of specific offenses as the initial step in devising more effective crime prevention strategies. Frequency, location, motive, time, target, and nature of the crime must all be investigated to determine the pattern of circumstances under which the crime is committed. Current Institute projects are analyzing basic patterns in the commission of robberies and burglaries.

The following projects will be supported in this area during fiscal year 1971:

- a. Street Crime -- a tactical analysis of stranger-to-stranger street crime, i. e., robbery, forcible rape, murder, and aggravated assault.
- b. Residential Crime -- a joint project with the Department of Housing and Urban nevelopment to investigate the patterns of crimes in and around residences in urban and suburban areas in order to formulate guidelines for residential crime prevention programs. The project will collect data on crimes of burglary, robbery, and vandalism, including information on such factors as the environment, the type of residence, and victim characteristics.
- c. Crime in Transportation -- in cooperation with the Department of ^{also what} ~~Transportation~~ _{now?}, an analysis of problems of hijacking, pilferage, and vandalism against goods in transportation.

- d. Store Robberies -- a tactical analysis of robberies of commercial establishments, building upon a general analysis of robbery in a 1970 grant.
- e. Disposal of Stolen Goods -- an analysis of the procedural patterns utilized in the disposal of stolen goods.
- f. Indicators of Criminal Activity -- development of improved indicators of the level of criminal activity in cities and neighborhoods.

2. Environmental Target-Hardening

Criminal activities can be prevented or reduced by hardening the targets of crime, i.e., by creating physical and psychological barriers to criminal action against residences and businesses. Preventive measures can reduce criminal action through physical target-hardening and security devices, such as locks, and by increasing the perceived threat of apprehension through street lighting and the presence of guards or police. Access to the targets of crime can further be reduced by improving the practices and procedures of businessmen and private citizens. The Institute is presently funding projects which are creating systems to improve security in public housing projects, and developing model city building security codes to improve the defensibility of property against criminal entry.

The projects to be supported in this area are:

- a. Street Lighting -- a project to evaluate the impact of street lighting on the incidence of crime in order to develop standards for the most effective levels of street lighting.
- b. Residential Security -- in cooperation with the Department of Housing and Urban Development, a project to develop total systems for residential security, including security devices, defensive procedures by residents, neighborhood organizations, and the police.
- c. Defensive Use of Cash -- investigate the feasibility of improving business procedures so as to minimize criminal access to cash, including such practices as credit-card-only purchases and locked cash boxes.
- d. Credit Card Fraud -- develop systems and procedures to prevent the unauthorized use of credit cards.

3. Crime Prevention Systems for Law Enforcement Agencies

In order to improve law enforcement agencies' capacities to prevent criminal actions, new equipment, systems, and procedures must be developed. Particularly important in this area are improved procedures for the detection and location of guns, explosives, and other tools of crime, and surveillance procedures to increase the visibility of criminal activity. Current Institute

projects are evaluating helicopters and short-takeoff-and-landing aircraft for police operations, and developing systems for the remote detection of bombs and narcotics.

The projects to be funded during fiscal year 1971 are:

- ✓ 1. Bomb Defense -- terrorist bombings have been increasing at an alarming rate in the cities and on college campuses. This project will develop equipment and procedures to enable law enforcement agencies to locate, neutralize, and dispose of bombs.
- ✓ 2. Narcotics Detection -- in 1970, the Institute funded two projects designed to detect the presence of narcotics by remote means. Based on the findings of these projects, the Institute will develop additional narcotics detection systems and procedures.
- ✓ 3. Weapons Detection -- develop procedures and devices for the remote detection of guns and other concealed weapons.
4. Aerial Surveillance -- continuing a 1970 program, the Institute will develop improved air mobility systems, i.e., helicopters and STOL (short-take-off-and-land-aircraft) for police.
5. Night Vision Equipment -- develop and test night vision equipment, including low light-level television.
6. Remote Surveillance Sensors -- develop and evaluate sensory devices, including television, for remote surveillance in commercial establishments and residential complexes.

B. Causes of Criminal Behavior

The nature and incidence of delinquency and crime are related to the social, psychological, cultural, and physiological forces which shape all behavior. Variations in the rates of different types of crime depend upon varying combinations of these factors. Although the factors are interrelated, there is evidence that the more violent uncontrolled type of crime is significantly influenced by physiological factors. Property crimes, on the other hand, seem to be more dependent on economic, social, and psychological factors. Sex crimes may be dependent on a combination of physiological and cultural influences. In the past, the concomitants of crime have been dealt with in general. Effective prevention programs, however, must be based on a clear understanding of the bases of specific criminal behavior. Therefore, Institute projects now are investigating the behavioral characteristics of robbers, burglars, and drug users.

The Institute will support projects in fiscal year 1971 that will explore:

- a. Determinants of Criminal Behavior -- specification of behavioral characteristics of individuals who commit particular types of crime. This will lead to the development of profiles of the

*Mills/
Maltz*

typical robber, burglar, sex offender, etc. This effort will build upon two FY 1970 projects which examine robbery and burglary as criminal behavior systems.

- b. Biological and Psychological Factors -- identification of the biological and psychological bases of criminal behavior in order to develop effective crime prevention and rehabilitation programs.

C. Intervention in Criminal Careers

Programs designed to prevent an individual from entering a criminal career or to induce an offender to terminate that career must be based on an understanding of all of the factors that affect the course of criminal careers. Further information is needed concerning the effectiveness of programs designed to terminate careers and the factors which lead individuals never to embark on criminal careers or to terminate criminal behavior without direct intervention by public agencies. Institute projects are analyzing the delinquency careers of adolescents, and determining the relative level of criminal activity of heroin addicts who are and are not treated with methadone.

Projects to be supported in fiscal year 1971 include:

- a. Drug Addiction and Criminal Activity -- measure the effect on criminal activity of methadone and other federally-funded drug addiction treatment programs. This will include an assessment of the criminal behavior of a matched group of addicts not participating in programs.
- b. Longitudinal Study of Chronic Delinquents -- a study of chronic delinquents as they move from juvenile to adult status (ages 18 to 25), identifying the factors which lead to continuation or termination of their careers. Comparisons will be made between offenders and non-offenders.
- c. Termination of Drug Abuse -- an analysis of the careers of drug addicts in order to identify those factors which distinguish continuing users from those persons who terminate their drug abuse.
- d. Non-Chronic Juvenile Offenders -- study of juvenile one-time offenders, leading to methods for identifying those non-chronic offenders who can be treated outside of the criminal justice system.
- e. Chronic Adult Offenders -- a retrospective comparison of chronic adult offenders who have terminated by age 40 with those who continue beyond this time (excluding such things as drunkenness as criminal acts). The projects will identify the factors influencing termination and the kinds of intervention programs that may be most effective in dealing with these offenders.

- f. Natural Termination of Delinquent Careers -- identification of the factors which lead juveniles to terminate deviant and delinquency forms of behavior in different social systems. Attention will be given to the role of such factors as motivational supports, perceived risks and opportunities, the attractiveness of non-delinquent alternatives, and contact with criminal justice agencies.

D. Community Involvement in Crime Prevention

Citizens must understand the nature of crime problems as well as the functions of the police, courts, and correctional agencies if they are to support the crime prevention activities of criminal justice agencies. Various roles must be developed to actively and meaningfully involve citizens in crime prevention. Proper roles must also be developed for community and neighborhood organizations interested in problems of crime prevention and control. In addition, public agencies, such as schools and health and welfare agencies, must be encouraged to prevent crime by adapting their programs to meet the needs of present or potential offenders. Accordingly, the Institute is presently funding projects that are surveying public attitudes toward law enforcement, and evaluating programs to involve schools, youth groups, and neighborhood organizations in crime prevention activities.

Projects which will be supported in fiscal year 1971 include:

1. Citizen Crime Prevention Activities -- building upon the findings of a FY 1970 project dealing with citizen patrols, projects will be sponsored to develop strategies that can be used to encourage effective crime prevention efforts in local neighborhoods as well as support of law enforcement activities.
2. Crime Prevention Programs for Schools and Universities -- improvement of the crime prevention efforts of school systems and colleges, building upon two FY 1970 projects dealing with methods of controlling high school vandalism, drug abuse, and disorder; and determining the relationship between community involvement and high school crime.
3. Effects of Mass Media on Public Attitudes -- evaluation of the reporting of crime and criminal justice news by the mass media and the impact of this coverage on citizens' attitudes and behavior.
4. Public Response to Crime and Criminal Justice Activities -- projects dealing with public responses to crime and criminal justice activities in order to develop programs to increase public support for and involvement in crime prevention and control.

IMPROVEMENT OF LAW ENFORCEMENT OPERATIONS AND MANAGEMENT

The number of arrests and crimes cleared by the police has risen steadily over the past decade. However, the clearance rate, which is one indicator of the effectiveness of the nation's law enforcement and criminal justice efforts, has simply not kept pace with the tremendous increase in crime. Figure 3, page 13, dramatically illustrates these trends.

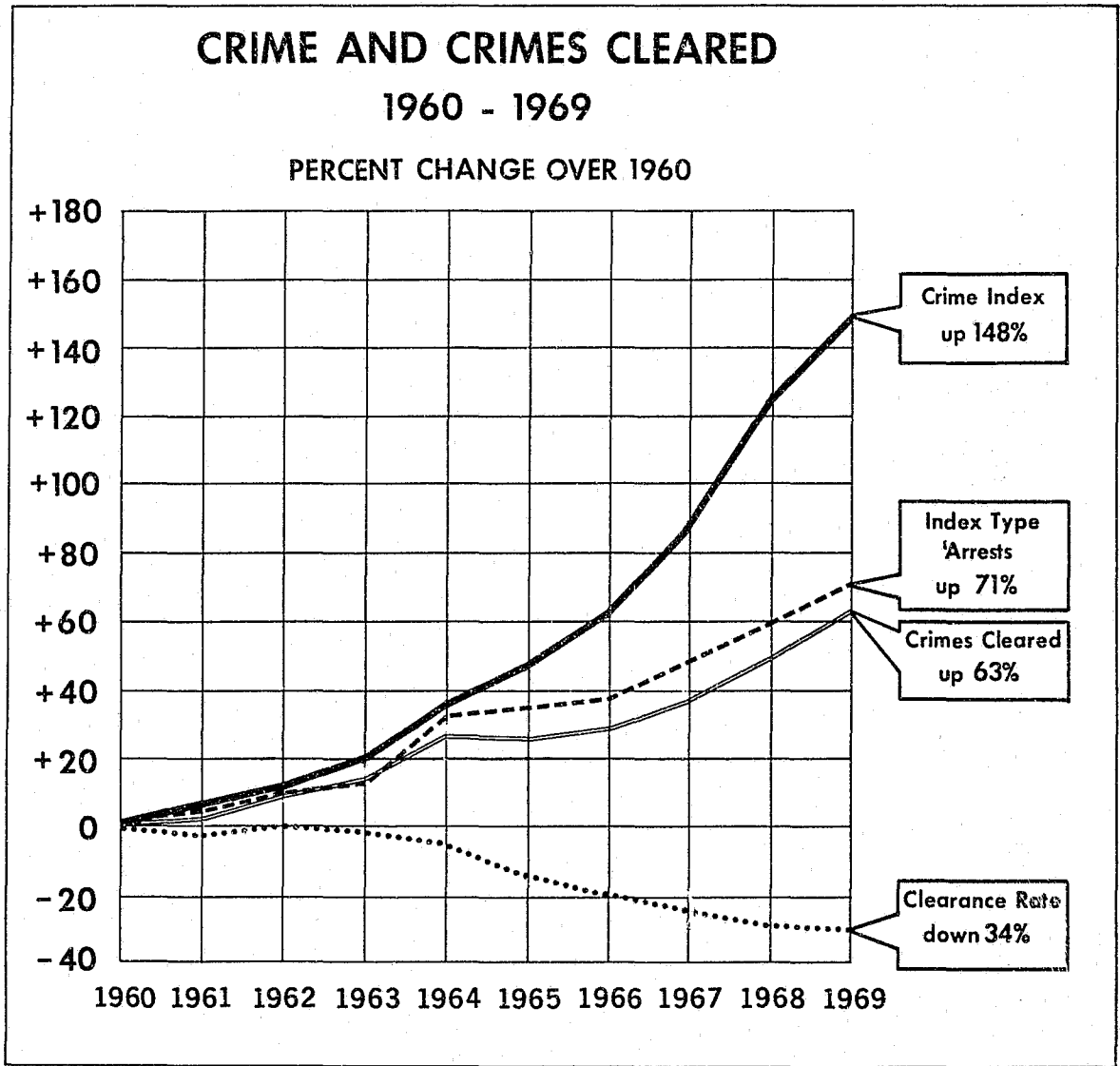
Improving the ability of police departments to prevent crime and apprehend offenders requires coordinated improvements in manpower recruitment and training, management of police resources, and provision for effective communications, weapons, and other equipment. Police agencies need more precise job qualifications for patrolmen and command personnel, more effective programs for training and retraining, and programs to improve the attractiveness of law enforcement careers. Figure 4, page 14, indicates the numbers of police department employees per 1,000 population in cities of varying populations. More effective management of police resources must be based upon a detailed understanding of the crime and non-crime functions of the police and the impact of various resource allocation strategies on crime. Finally, new technology must be directed to the improvement of the communications, weapons, and management systems of law enforcement agencies.

A. Improvement of Police Manpower

Research projects have begun to identify the criteria necessary to make effective policemen, to develop new career paths, to provide training programs for specific problems such as crisis intervention, and to combat problems such as fatigue and occupational safety.

Projects which will be supported in this area during FY 1971 include:

- a. Selection Criteria -- building upon existing studies of police recruitment, determine the relevance of personal history including psychological factors, to job performance.
- b. Promotion Standards -- determine optimum standards for promotion of police officers to command positions, and develop improved test criteria and performance appraisal systems. This project will also examine the relationship between departments and civil service commissions.
- c. Impact of College Education -- evaluate the effect of college education on police officers and upon the departments they serve.
- d. Motivation -- study the relationship between police officer effectiveness and motivational factors on the job.
- e. Command Training -- develop systems for the training and retraining of police command personnel.
- f. Riot Fatigue -- analyze the impact on police performance of stress and fatigue caused by prolonged duty in riot situations, and develop appropriate procedures to compensate for any measureable reduction in effectiveness.



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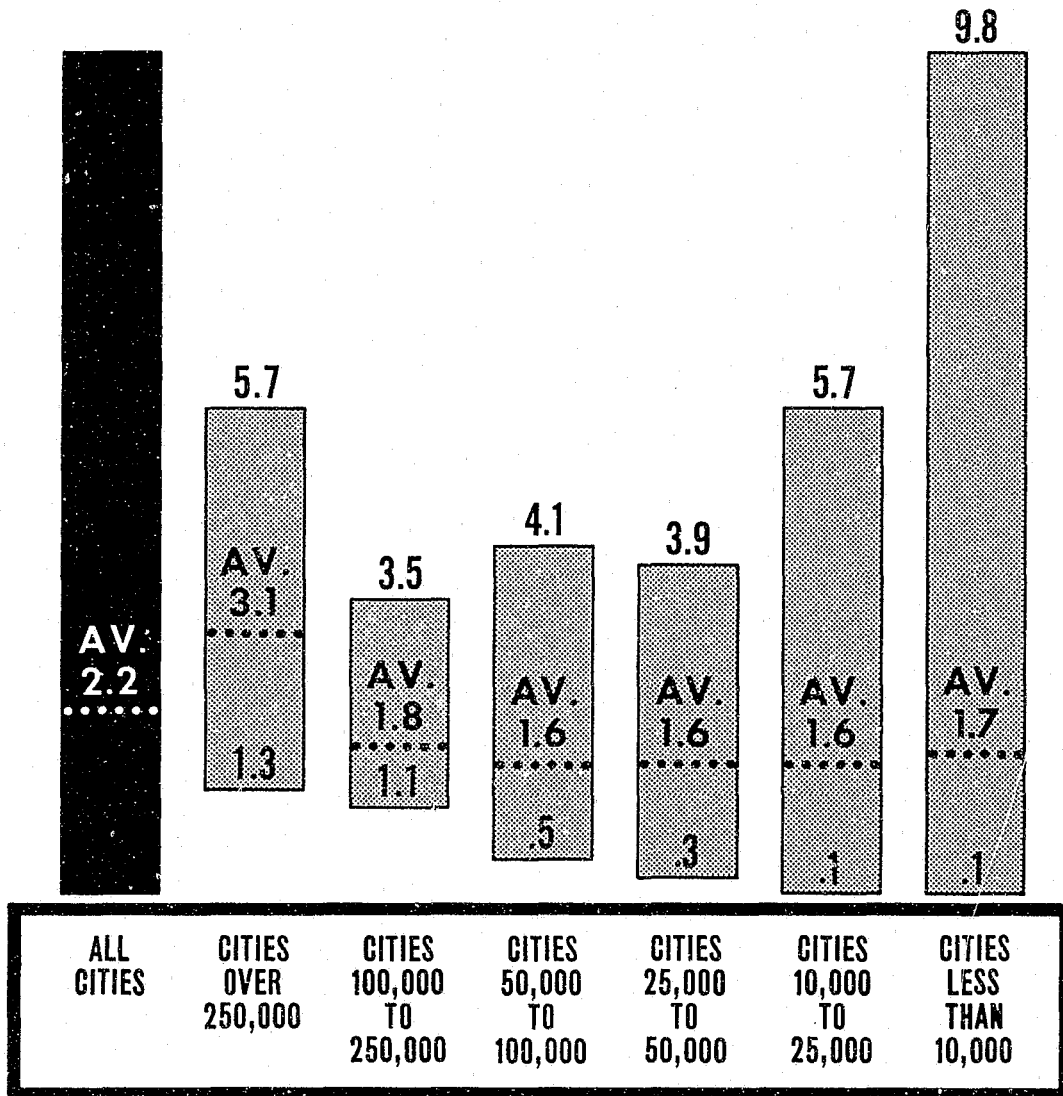
Figure 3

SOURCE: "Crime in the United States, Uniform Crime Reports--1969," Federal Bureau of Investigation, U.S. Department of Justice (1970)

POLICE EMPLOYEE DATA

AVERAGE NUMBER OF POLICE DEPARTMENT EMPLOYEES, AND RANGE IN NUMBER OF EMPLOYEES, PER 1,000 INHABITANTS

BY POPULATION GROUPS, DECEMBER 31, 1969



FBI CHART

Figure 4

SOURCE: "Crime in the United States, Uniform Crime Reports--1969," Federal Bureau of Investigation, U.S. Department of Justice (1970)

- g. Police Legal Advisors -- analyze the role and functions of legal advisors in police departments.

B. Resource Management

Police department duties cover a broad variety of crime and non-crime areas. In order to provide police management with indications as to how best to utilize their resources, effects of practical resource allocation alternatives must be identified. The feasibility of consolidating, pooling specialized services, and contract policing must be evaluated in order to specify the most effective size and structure for police departments. Physical facilities, e.g., headquarters, district stations, lockups, etc. must be improved through better layout, site location, functional design and standards. Institute projects are measuring the costs of criminal justice agencies, developing occupational safety programs, and analyzing the management implications of police unions and private police force.

Projects for Fiscal Year 1971 include:

- a. Effect of Patrol Strategies -- measure the effect of various patrol strategies (including random patrol and saturation patrol, foot versus motorized patrol, and uniformed versus plain clothed patrol) on crime prevention and the apprehension of offenders.
- b. Inter-Agency Information Requirements -- determine the information which a criminal justice agency needs to receive and provide to all other criminal justice agencies and develop mechanisms to improve the flow of such information.
- c. Consolidation -- analyze the cost-effectiveness of consolidating, or pooling, specialized law enforcement services; and develop models of practical, economically viable, consolidation policies.
- d. Resource Allocation -- projects to develop resource allocation models for the criminal justice system at the local, county, and state levels.
- e. Facilities Design -- determine the best designs and locations for police facilities, leading to a manual of facilities standards.

C. Technological Aids to Police Operations

In order to increase the effectiveness of police officers as they carry out their crime prevention and apprehension functions, the communications process for transmitting tactical and non-tactical information to patrolmen scattered throughout the city must be improved. In addition, the weapons and other equipment available to the officer to protect himself and to apprehend offenders must be updated to utilize the latest technologies. Finally, systems for the identification of offenders must take advantage of technological and procedural advances.

1. Improvement of Tactical Communications Capabilities

Improved communications will help reduce the time lapse between the commission of a crime and the appearance of an officer at the scene. Thus, the likelihood of apprehension of offenders will be increased. Institute projects are developing an improved police transceiver radio, evaluating alarm system equipment, investigating the feasibility of vehicle locator and telecommunications equipment, and facilitating the adoption of the 911 emergency calling system.

The Institute will support projects in the following areas:

- a. Alarm Systems -- building upon earlier pilot projects, develop improved robbery and burglary alarm systems and procedures, and measure the cost-effectiveness of alarm systems in various locations, such as small businesses, shopping centers, and public buildings.
- b. 911 System -- building upon a 1970 study, improve the effectiveness of the "911" emergency calling number system.
- c. Caller Identification -- develop automated procedures to identify telephone callers to police departments in order to speed up the dispatching of officers to the scene of a crime or other emergency.
- d. F₁F₁ Repeater -- combat the problem of loss of communications in underground and other "dead spot" settings in urban environments by development of an F₁F₁ repeater.
- e. Riot Communications -- develop improved communication and command control in collective violence situations.
- f. Mobile Digital Communications -- evaluate mobile digital communications systems.
- g. Radio Propagation -- investigate problems of radio signal propagation in urban areas, and develop necessary equipment and a systematic approach for each city.
- h. Scramble System -- to prevent interception of police communications by unauthorized individuals, determine the feasibility of developing a suitable police message-scrambling system.

2. Improvement of Weapons and Equipment Capabilities

Institute funding in fiscal year 1970 established major programs to evaluate and improve the weapons, protective devices, and non-tactical equipment necessary to support police operations; and to set standards for law enforcement equipment and systems.

The Institute will support programs in the following areas:

- a. Law Enforcement Standards Center -- the institute will establish a Law Enforcement Standards Center which will develop standards for equipment systems used by law enforcement agencies.

- b. Weapons Systems Evaluation -- the Institute will continue its program of evaluating existing and proposed new lethal and non-lethal weapons systems and procedures.
- c. Video Applications -- determine appropriate applications of video technology to law enforcement tactical and non-tactical problems.
- d. Computer Applications -- determine appropriate applications of computer technology to law enforcement operations.

3. Identification of Offenders

More effective identification technology must be developed to increase the ability to identify offenders where there is no on-scene apprehension and to provide evidence to support a conviction. To develop new investigation techniques, Institute projects are analyzing applications of spark-source mass spectrometry and neutron activation analysis to forensic science, developing new systems for identifying human voices, and evaluating the effectiveness of crime laboratories.

The Institute will support programs in the following areas:

- a. Automated Fingerprint Retrieval -- building on a current project to determine the distribution of fingerprint identification factors, evaluate several approaches to the problem of automated searching of a large master file when only a single latent fingerprint is available.
- b. Voiceprint Identification -- continue a current project to develop improved techniques and procedures to identify human voices.
- c. Evaluation of Crime Laboratories -- design and evaluate crime laboratories including an analysis of laboratory resource allocation and a specification of appropriate sizes of laboratories for various locations.
- d. Metal Trace Detection -- the Institute has awarded a grant to develop procedures for identifying offenders through the presence of traces of gun metal on their hands or clothing.
- e. Spark-Source Mass Spectrometry -- continuing a 1969 project, the Institute has awarded a grant to evaluate the evidence analysis capabilities of spark-source mass spectrometry.
- f. Field Gathering of Physical Evidence -- improve field investigation and evidence-gathering procedures including the development of portable sensors of physical evidence and the development of evidence-gathering procedures with minimal damage to surrounding property.
- g. Forensic Science Procedures -- develop improved forensic science procedures.

- h. Automation of Crime Laboratories -- develop automated procedures for crime laboratories, including narcotics and ballistics identification.
- i. Criminalistic Workshops -- support of conferences and workshops to disseminate information on new criminalistics procedures.
- j. Forensic Pathology -- development of programs to increase the availability of trained forensic pathologists.

IMPROVING PROSECUTION AND COURT PROCESSES

A system for providing criminal justice to a community must be both fair and effective in order to earn public confidence. Any evaluation of existing court systems compels the conclusion that these goals are not always met. During the past decade there has been an unprecedented rise in the volume of criminal cases, imposing additional stresses upon an already overburdened prosecutive and judicial structure. This has resulted in assembly-line justice, inordinate court delay, unreasonable disparities in sentencing, mounting inconvenience to counsel, witnesses, and jurors, and recourse to expedients rather than to basic reforms. As a consequence, there has been a serious erosion of public confidence in the court system.

A. Improvement of Court Manpower

In recent years, there has been an increasing recognition that prosecutors and judges are poorly trained for their court duties. Prosecutors take office following private practice, or even directly upon graduation from law school, without special training in the skills necessary to evaluate cases or to manage a large caseload. In most cities, there is a rapid turnover of personnel in prosecutors' offices preventing any continuity of trained personnel. Judges, even when they have had extensive criminal law experience, would clearly benefit from special training in court administration and sentencing problems. The Institute is presently supporting projects to train court administrators and to give clinical experience in prosecutors' offices to law students.

During FY 1971, the National Institute of Law Enforcement and Criminal Justice will sponsor the following projects:

- a. Court Administrator Curriculum -- develop curricula and training materials for university programs to train professional court administrators.
- b. Recruitment and Training of Prosecutors -- develop improved systems and procedures to recruit and train prosecutors and reduce the level of turnover among prosecutorial personnel.

B. Improvement of Court Operations

Courts, especially in urban areas, are not disposing of criminal matters quickly, efficiently, and effectively. Delays of a year or longer in bringing criminal matters to trial are common. Such delays reduce the deterrent threat of prosecution, adversely affect the rights of defendants, increase the costs of operating the criminal justice system, and increase the potential for disorders during pretrial incarceration. Court operations must be analyzed in depth in order to improve effectiveness, fairness, and coordination with other components of the criminal justice system. To improve court management, current Institute projects are investigating sources of court delay, calendaring systems, and pre-trial procedures; and developing designs for the renovation of court facilities. To improve the sentencing process, current Institute projects are evaluating the use of pre-sentence reports and dispositional alternatives available to the sentencing judge.

The Institute will support projects in the following areas:

- a. Measures of Effectiveness -- develop measurement tools to make possible meaningful evaluations of court activities including management and sentencing policies.
- b. Work Content Analysis -- analyze methods to speed up the processing of cases, improve the flow of people in courts, and streamline records keeping and paper work. This will involve a work content analysis of court procedures as well as the application of new technologies and disciplines.
- c. Automated Transcription Systems -- develop automated systems and equipment for the transcription of stenotype records of court proceedings.
- d. Court Security -- analyze methods for improving court security to prevent disruption and physical danger to court personnel. This project will consider reorganization and strengthening of courtroom security measures as well as specification of the responsibility of court officials and counsel for maintenance of orderly courtroom procedures.
- e. Court Facilities -- develop guidelines for the renovation of existing court facilities to meet the expanded volume of criminal proceedings.
- f. Handling of Witnesses -- develop improved methods for the handling of witnesses, including victims and police officers, by police, prosecutors, and courts.
- g. Coordination Among Criminal Justice Agencies -- develop systems for improved coordination between courts and prosecutors, police, and correctional agencies.
- h. Selection and Utilization of Juries -- develop improved procedures for the selection of juries and guidelines for the use of juries in criminal trials.
- i. Role of Defense Counsel -- evaluate the role and responsibilities of defense counsel in criminal proceedings, including an evaluation of the effectiveness of retained, appointed, and legal-aid counsel.
- j. Federal-State Coordination -- develop improved procedures for coordination of the prosecutive and sentencing policies of federal and state court systems.

C. Improvement of Prosecutors' Operations

Prosecutors' offices are generally undermanned and overburdened and often are not effectively administered. Deficiencies in standards for screening cases and making prosecutive decisions add to the problem of court delay, to misuse of judicial resources, and to unwarranted disparity in treatment of those apprehended.

The Institute will support projects in the following areas:

- a. Measures of Effectiveness -- develop measures of effectiveness for the evaluation of prosecutorial activities, including both the management of caseloads and the screening of cases submitted by the police.
- b. Work-Content Analysis -- work-content analysis of prosecutors' offices in order to develop more efficient procedures for the management of prosecutorial functions.
- c. Plea-Bargaining -- examine the process of plea-bargaining in order to develop appropriate roles for prosecutors and defense counsel.

D. Juvenile Courts

Juvenile courts were originally designed to provide individualized attention to youths in trouble. These courts, because of increased workloads and other factors, find it increasingly difficult to fulfill this objective. Within the past few years, the character and nature of juvenile court proceedings have also significantly changed primarily because of the judicial requirement that juvenile offenders be afforded many of the traditional rights and privileges of adult defendants. The Institute has supported a number of preliminary studies of the legal, management, and sentencing aspects of juvenile courts.

During Fiscal Year 1971, the Institute will support projects in the following areas:

1. Standards for Juvenile Court Proceedings -- the Institute has awarded a grant to develop standards for the conduct of juvenile court proceedings in light of the dual role of the juvenile court as a court of law and as a youth rehabilitation agency.
2. Role of Defense Counsel in Juvenile Proceedings -- define appropriate roles for defense counsel in juvenile courts in light of the combined legal and social welfare functions of juvenile proceedings.

E. Criminal Law Revision

Effective administration of justice is handicapped by inconsistent codes of substantive and procedure law which are also often unresponsive to contemporary criminal problems. Legal definitions of particular crimes vary from state to state and even between local jurisdictions within a single state.

This leads to wide disparities in criminal penalties to ignoring many criminal statutes, and to misleading or non-comparable statistics on crime problems. New problems of crime, such as the increasing incidents requiring mass arrests or the particular challenges of organized crime, may require new statutory approaches. Many acts regarded as criminal may be better treated as social or medical problems, under certain conditions, thus releasing scarce criminal justice resources for application to more critical areas. Criminal procedures, whether reflecting statutory codes or encrusted tradition, often add unnecessarily to the burdens of our courts and prosecutors. Criminal law revision must take account of the impact of statutory changes on criminal justice agencies and must consider the scarcity of agency resources in deciding which problems are most suitable for disposition by the criminal justice system. Among the Institute's current activities in this area are studies of procedures to divert cases from the criminal justice system, the effects of the exclusionary rule on court operations, and an analysis of the criminal activity of persons released on bail.

The Institute will support projects in the following areas:

- a. Non-Criminal Dispositions -- demonstrate and evaluate alternatives to criminal prosecution in appropriate cases.
- b. Uniform State Codes of Criminal Procedures -- determine the feasibility of drafting a uniform code of criminal procedures for possible adoption or adaptation by state legislatures.
- c. Criminal Law Revision Clearinghouse -- in conjunction with the National Criminal Justice Reference Service, the Institute will develop a clearinghouse for the dissemination of information on law revision efforts being undertaken by state and local legislation bodies.
- d. Non-Adversary Procedures -- explore and develop possible alternatives to adversary procedures in appropriate criminal cases.

OFFENDER REHABILITATION AND CORRECTIONS

Correctional improvement is often frustrated by the persistence of outworn practices and discredited ideas. For many reasons, there are few new ideas in the correctional field today. Programs are initiated without provision for quality control or evaluation. Agencies exist which have no identifiable purpose other than custody or surveillance. No one really knows whether the investment of money, time, and other resources in programs is sufficiently repaid by results to prefer rehabilitative programs to simple custodial control.

Every thoughtful observer is aware of the obstacles which overcrowded and decrepit custodial structures pose to the goal of correctional rehabilitation. Few designs are now available for facilities which can support rather than obstruct the resocialization of the offender. Most correctional personnel receive little or no training at all. No consensus exists on what types of training should be given or how it should be administered. Much is known about the deficiencies in the current organization of correctional agencies but little experimentation has been conducted to develop more effective organizational patterns. The results of failure in rehabilitation are clearly indicated by the high percentages of re-arrests and repeat crimes indicated in Figures 5 and 6 on page 24. Research can provide an indispensable base from which to begin improvement.

A. Rehabilitation Programs

The evaluation of correctional programs to date has been of little or no assistance in the development of more effective correctional programs or organizational structures. Since many released adult offenders do not recidivate some, although certainly not all, of this prima facie success may be due to correctional experiences. Research is needed to identify the form and content of the correctional programs that succeed with different types of offenders. Continuing evaluations should be made, not as studies of isolated projects, but rather in the form of large-scale comparative studies of the process and effects of correctional experiences. Current Institute projects include pilot studies of community-based corrections, work-release programs, and guided group interaction, and the development of experience tables for parole decision-making.

The Institute will support projects in the following areas during the coming year.

- a. Measures of Effectiveness -- establish standards for evaluative correctional research which accurately assess the effectiveness of rehabilitation efforts.
- b. Evaluation of Adult Incarcerational Programs -- conduct a major standards -- setting project to evaluate an array of incarceration programs for adult offenders in order to determine future directions in correctional programming.
- c. Evaluation of Community-Based Corrections -- evaluate various alternatives to confinement, including half-way houses and other community-based programs, in order to produce comparative data on the utility and effectiveness of specific alternative approaches.

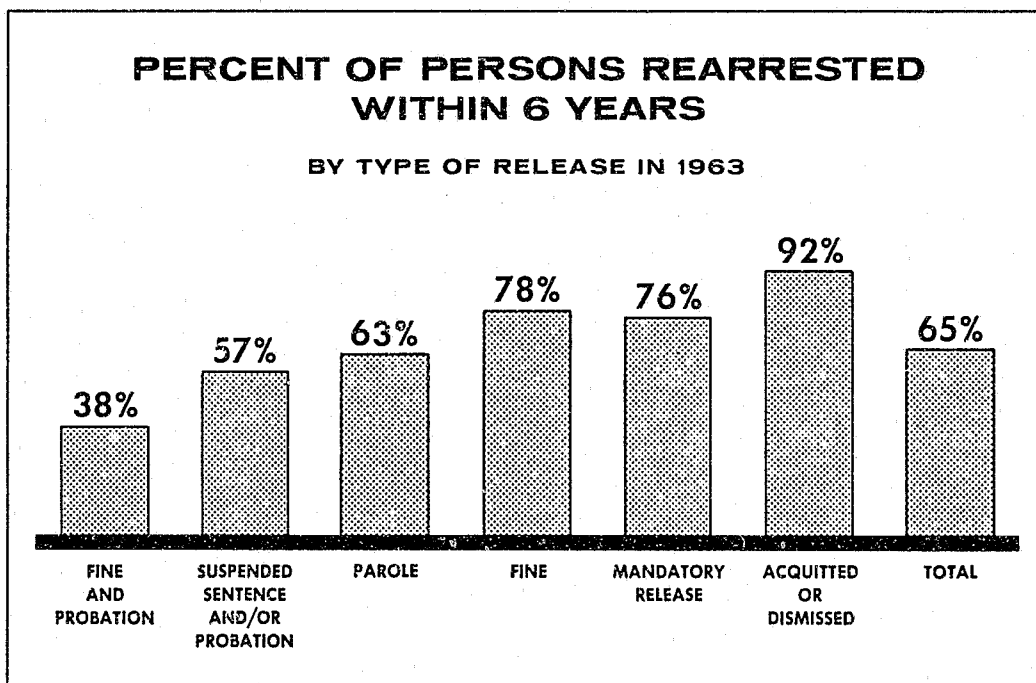


Figure 5

FBI CHART

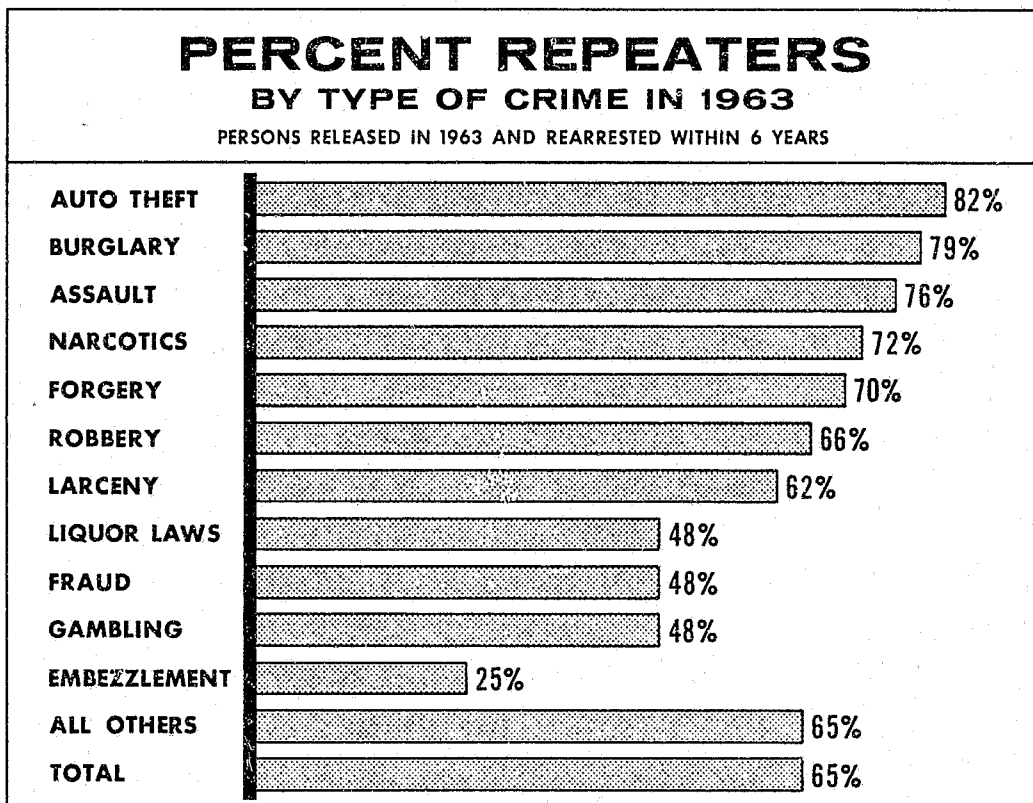


Figure 6

FBI CHART

SOURCE: "Crime in the United States, Uniform Crime Reports--1969," Federal Bureau of Investigation, U.S. Department of Justice (1970)

- d. Evaluation of Juvenile Correctional Programs -- evaluate various treatment programs for juveniles and set standards for future programs.
- e. Evaluation of Guided Group Interaction -- an in-depth evaluation of guided group interaction -- a group therapy program widely used in juvenile correctional agencies to produce behavior changes among inmates.
- f. Parole Decision Making -- continuing a 1970 grant to improve parole decision-making by increasing the information available to parole boards and by developing and testing "experience tables" for various types of offenders.
- g. Pre-Trial Detention Programs -- determine the feasibility of providing voluntary rehabilitation programs to inmates awaiting trial.
- h. Evaluation of Work-Release -- evaluate work-release programs for pre-trial and convicted inmates.

B. Control and Treatment Programs for Special Offender Populations

Particular types of offender populations, such as violent offenders and homosexuals, pose special management and treatment problems for correctional administrators. The Institute is supporting a study of prison adjustment centers for violent offenders. More precise information is needed concerning these offenders and the kinds of program strategies that are most effective in dealing with them. Some of these offenders may be more appropriately treated at other than correctional institutions.

The Institute will support the following projects in this area during FY 1971:

- a. Management of Individual and Collective Violence in Prison -- develop improved procedures, methods, and techniques to be used in detention and confinement facilities to prevent and control violent offenders.
- b. Management and Control of Homosexual Attacks in Prison -- develop procedures to reduce homosexual attacks against inmates.
- c. Evaluation of Alcoholic Detoxification Programs -- evaluate criminal and non-criminal programs for the treatment of alcoholics.

C. Improvement of Correctional Manpower

Correctional personnel, according to the Joint Commission on Correctional Manpower, are poorly trained for their assignments; and there are few programs available for development of correctional administrators. The Institute is supporting pilot studies of the use of volunteer counselors and ex-offenders as correctional officers.

But new programs are needed to recruit and train qualified correctional officers and supervisors.

The Institute will support the following projects:

- a. Recruitment and Training Programs -- develop improved systems for recruiting and training correctional personnel, based on the recommendations of the Joint Commission on Correctional Manpower.
- b. National Staff College -- test the feasibility of a national command and executive staff college that would provide in-residence, intensive, high-level training for correctional supervisors with potential for advancement.
- c. Regional Training Academies -- develop curriculum materials and organizational structures necessary for regional training academies. Subsequent efforts will be directed at the development of actual training programs and evaluation of their effectiveness.
- d. Job Analysis -- analyze the duties and functions of correctional personnel in order to develop clear definitions of responsibilities and to indicate more efficient allocations of resources.
- e. Non-Professional and Paraprofessional Manpower -- identify effective roles for non-professional and paraprofessional personnel in probation, prison, and parole agencies.

D. Correctional Facilities

Correctional facilities are poorly designed, overcrowded, and ill-equipped for effective rehabilitative programming. The Institute and the Corrections Division of the LEAA Office of Law Enforcement Programs have initiated a comprehensive program in correctional facility architecture to aid states and communities in planning and construction of correctional facilities. This program includes evaluation of existing facilities, development of guidelines for the planning and design of new facilities or the renovation of existing institutions, and basic research on facility design.

The National Institute of Law Enforcement and Criminal Justice will support the following projects during Fiscal Year 1971:

- a. Correctional Architecture -- Continuing a 1970 grant, utilize environmental design principles in the construction of new facilities and the renovation of existing facilities.
- b. Evaluation of Equipment and Security Systems -- Evaluate security systems including their effects on inmate behavior, manpower training and utilization, and correctional administration.

E. Administration of Correctional Programs

The administration of correctional programs has frequently been ineffective due to poor management procedures, inadequate information on individual offenders, conflicting policies of incarcerative and community-based corrections agencies, and a general resistance to change. New technology is needed to bring modern management procedures into the administration of jails, prisons, and other correctional programs. Current Institute projects include analyses of prison industries, legal aid services, the legal rights of prisoners, and problems of correctional policies.

The Institute will support the following projects:

- a. Correctional Management -- develop improved management procedures for the administration of jails and prisons.
- b. Technology Transfer -- identify factors affecting the process of adoption of new correctional programs, leading to recommendations for changes in programs in order to insure more effective technology transfer.
- c. Unification of Services -- evaluate correctional systems which unify probation, prison, and parole services within a single agency in order to coordinate rehabilitation programs.
- d. Prison Legal Aid -- improve the system for the use of legal services by convicted offenders.
- e. Evaluation of Probation Subsidy -- evaluate the impact of the probation subsidy system on the operations of court and correctional agencies.
- f. Uniform Grievance Procedures -- develop uniform procedures for the redress of inmate grievances.

PREVENTION AND CONTROL OF COLLECTIVE VIOLENCE

The decade of the 1960's was characterized by a massive increase in incidents of collective violence. These incidents have been associated with educational institutions, urban inner cities, extremist organizations, youth gangs and special labor management situations. Regardless of type or cause, the overriding law enforcement requirement is for the maintenance of a stable environment in which the solutions to problems associated with collective violence can be addressed. The primary responsibility of law enforcement and criminal justice agencies in this regard is the prevention and control of collective violence. These agencies require increased knowledge in order to improve their capabilities in terms of equipment, methods, and techniques in the areas of planning, training, and operations.

A. Management of Conflict Situations

The evaluation of collective violence prevention and management programs is an area in need of immediate attention. State and municipal officials are attempting to control collective violence by managing the conflict situations surrounding the development of the chain of events leading to violence. This approach utilizes a variety of techniques ranging from negotiating with demonstrators to relaxing the enforcement of certain legal statutes. In addition, current Institute projects are analyzing violence situations in schools and colleges, evaluating command and control procedures during demonstrations, and evaluating current research and development in the field of collective violence.

The Institute will support projects in the following areas during 1971:

- a. Violence Management Strategies -- systematically evaluate the various programs, methods, and techniques involved in the management of collective violence situations, and develop guidelines for the appropriate use of these procedures.
- b. Case Study of Campus Violence -- study the case history of a large-scale disturbance which recently occurred at Ohio State University.
- c. Campus Security Forces -- develop appropriate procedures for use by campus police forces in the prevention and control of collective violence.
- d. Protection of Firemen -- develop systems for the protection of firemen during collective violence situations.
- e. Individual and Collective Violence -- determine the relationship between individual acts of violence and collective violence.
- f. Student Activism -- determine the relationship between student activism and collective violence.

B. Training Systems and Procedures

There are a limited number of programs available to train local law enforcement personnel in the methods and techniques of preventing and controlling collective violence.

The Institute will support the following programs during Fiscal Year 1971:

- a. Command Training Simulator -- design and development of a portable command training simulator for training of senior law enforcement officers in responding to collective violence situations.
- b. Violence by Dissident Groups -- develop a manual for law enforcement agencies on acts of terrorism and violence by dissident organizations.

C. Intelligence Systems

Law enforcement agencies require additional knowledge in collecting, evaluating, and disseminating information concerning collective violence. There is an immediate need to evaluate the systems, methods, and techniques appropriate to collective violence intelligence.

Projects which will be supported this year include:

- a. Critical Indicators -- in cooperation with the Department of Defense, compile and evaluate a list of critical indicators of civil disorder in order to assist law enforcement agencies in planning, training, and operations.
- b. Intelligence Manual -- develop an intelligence manual on collective violence of the law enforcement agencies.
- c. Civil Disorders Clearinghouse -- provide a clearinghouse to provide to law enforcement agencies information on the incidence and nature of civil disorders on a monthly basis.

D. Emergency Procedures

Collective violence situations have produced a series of legal and judicial problems distinct from those involved in individual criminal acts. These problems include emergency legal procedures, the rights of individuals during emergencies, and procedures for the arrest, arraignment, and detention of large numbers of persons.

The Institute will support the following project:

- a. Emergency Procedures -- survey emergency legal procedures throughout the United States and develop model ordinances and systems for the arrest and processing of large numbers of arrestees.

E. Mobilization of Personnel

Many collective violence situations require the utilization of personnel from nearby cities and counties or state law enforcement agencies. Systems and procedures for the mobilization and utilization of these supplemental forces require additional development. During fiscal year 1971, the Institute will support a project that will develop a model mutual aid plan.

PREVENTION AND CONTROL OF ORGANIZED CRIME

In the area of organized crime, the Institute's mission is to develop and disseminate the information to prevent and reduce organized crime, and especially its most undesirable consequences. Such information is needed not only by law enforcement officials, but also by legislators and the general public, including voters, educators, businessmen, and consumers.

A. The Nature and Extent of Organized Crime

Systematic monitoring and analysis of organized criminal groups, their activities in legitimate business and labor unions, and the illegal markets in which they are active, is essential to the development and evaluation of strategies to reduce and prevent organized crime.

Virtually no systematic information is available on the scope of the illegal markets in which organized criminal groups are active, the extent of their legitimate business operations and investments, or the nature and functioning of these groups themselves. More than statistics are needed; analysis leading to greater understanding is also important because of organized crime's close relationship to economic, social, and political institutions and because of the financial and organizational relationships among its own activities. In developing and evaluating strategies to counteract organized crime, it is important to have as a base an evaluation of the consequences and dangers of organized criminal activity, and how these consequences and dangers, of which the level of organized criminal activity itself is only one measure, can be mitigated by law enforcement efforts.

Neither the data nor the methods for systematic monitoring and analysis have been defined and, in its Fiscal 1971 efforts, the Institute's first concern will be the development of widely applicable methods and procedures through the cooperative efforts of law enforcement officials and experts from a variety of other disciplines.

During Fiscal 1971, the Institute will support the following projects in this program area:

- a. Survey and Analysis of Criminally Controlled Legitimate Business -- survey and analyze criminally controlled legitimate businesses to determine the extent of control of particular industries in specific geographical areas and identify patterns of infiltration and extortion, for the purpose of determining which legitimate business investments are the most important targets for law enforcement programs; also, define the type of information needed and develop methods and procedures for obtaining and processing it.
- b. Measurement of Gambling and Related Services -- measure the incidence and volume of gambling (especially illegal

wagering on horses, sports events and lotteries) and related services through the use of consumer surveys and the analysis of materials seized in raids.

- c. Case Analysis of Illegal Enterprises: interview customers and analyze financial records of loan-sharking and book-making enterprises to determine the profitability and markets of these activities.
- d. Analysis of Organized Criminal Groups -- study the functions that organized criminal groups perform for their members to identify weak points in their internal structure and the attraction of these groups for potential recruits; apply model-building techniques to organized criminal group processes to develop methods for monitoring and predicting the activity of these groups.
- e. Corruption by Organized Crime -- develop indicators of corruption of political and criminal justice systems and analyze the vulnerability of legitimate institutions to corruption by organized criminal groups.
- f. Development of Curriculum Materials -- develop curriculum materials on the topic of organized crime based on research conducted in the areas of law, economics, and the social sciences.
- g. Survey of Public Attitudes Toward Organized Crime -- in cooperation with the National Criminal Justice Information and Statistics Service of LEAA, measure the extent of organized crime and the illegal goods and services provided by it.

B. The Evaluation of Law Enforcement Operations and Strategies

In recent years, increased resources, new legislation, and new methods of administration have been directed toward combatting organized crime. These efforts must be evaluated not only in terms of indictments and convictions of particular individuals, but also in terms of their cost in comparison to the reduction and prevention of organized criminal activity and its various consequences. The development of methods for monitoring organized crime and determining its consequences will be of assistance in evaluating law enforcement efforts. The Institute, therefore, will sponsor the following projects during Fiscal 1971:

- a. Evaluation of Intelligence System -- in cooperation with the Organized Crime Programs Division of the LEAA Office of Law Enforcement Programs, develop, through the evaluation of one selected intelligence system, methods for evaluating the operations and effects of organized crime intelligence systems.

- b. Evaluation of Electronic Surveillance -- evaluate the cost/effectiveness of electronic surveillance as an organized crime control measure, including surveillance authorized under state statutes similar to Title III of the Omnibus Safe Streets and Crime Control Act of 1968.
- c. Evaluation of Control Systems -- evaluate selected systems and procedures to control organized crime authorized by the Organized Crime Control Act of 1970.

WHITE-COLLAR CRIME

Among the most pervasive and costly forms of criminal activity are those non-physical, concealed efforts to obtain money or property which are called "white-collar crime". Common examples of these crimes are embezzlement, frauds on governments, cheating on weights and measures, criminal housing code violations, and criminal abuse of consumers. Because white-collar criminals attempt to conceal their activities, and because they frequently prey upon unsophisticated victims, these crimes are less often reported to the police than such crimes as robbery or burglary; yet they impose high costs on their victims. The Institute is currently evaluating a New York City program to establish neighborhood offices to receive and act against complaints of fraud against consumers.

The concealment and the lack of awareness of victims compound the problems of law enforcement agencies in apprehending and prosecuting white-collar criminals. New programs are needed to increase information about the nature and extent of these crimes and to enable our criminal justice system to aid victims and to more effectively prosecute violators.

The following projects will be supported during Fiscal Year 1971:

- a. Enforcement Strategies -- determine the operational patterns of consumer frauds in order to develop more effective investigative and prosecutive strategies.
- b. Assistance to Victims -- develop more effective methods by which criminal justice processes can be utilized to compensate or otherwise be of benefit to fraud victims.
- c. Impact of Criminal Fraud -- measure the impact of criminal consumer fraud on victims.

EVALUATION

In each of the program areas outlined, reference has been made to the need to evaluate the organization, strategies, and activities of law enforcement and criminal justice agencies. In addition to these efforts to measure the effectiveness of particular systems or devices in reducing crime and strengthen law enforcement, the Institute will continually work to evaluate the contribution of its activities to the research needs of law enforcement agencies. Also, in conjunction with the LEAA Office of Law Enforcement Programs, the Institute will sponsor comprehensive evaluations of the impact of crime control programs including those carried out under the Safe Streets Act.

To accomplish this, the Institute will support the following projects:

1. Evaluation of Institute Programs -- plan a program to evaluate the Institute's research activities in order to ensure that they are responsive to the research needs of law enforcement agencies.
2. Evaluation of LEAA Programs -- plan evaluation of the action programs of the Office of Law Enforcement Programs.
3. Seminar Program -- conduct a series of staff seminars designed to keep Institute and LEAA personnel informed of new criminal justice research and action programs.

In addition, the Institute will appoint an Advisory Council composed of concerned citizens, representatives of police, court, and corrections agencies, and of disciplines relevant to law enforcement research, to advise on the development of the overall Institute program.

DEMONSTRATION AND DISSEMINATION OF NEW TECHNOLOGY

The research activities of the Institute develop new information, technology, and methodologies for solving the problems of crime prevention and law enforcement. But unless the research results are utilized by law enforcement agencies, the Institute will not have achieved its objective of improving the quality of law enforcement in the United States. The Institute has developed several major programs to facilitate the dissemination of information and accomplish the transfer of law enforcement technology from research to operating agencies. These programs test and demonstrate, in the context of operating law enforcement and criminal justice systems, the feasibility and effectiveness of new strategies, methods, and technological innovation and disseminate the results of research and development efforts to potential users.

A. Pilot Cities

The major program to demonstrate the importance and practicality of comprehensive changes in law enforcement is the Pilot Cities Program. In this program, the Institute will establish, in a city of each of the LEAA regions, a team that will work in close cooperation with police, court, and correctional agencies to identify crime problems, assess the effectiveness of agency activities, and suggest, on the basis of the best technology, programs that will address critical local crime problems. Cities are chosen for the Pilot Cities Program on the basis of several criteria, including size, support of city and criminal justice leadership, the seriousness of crime problems, and receptivity to technology transfer. Pilot Cities projects are now operating in San Jose, California (Santa Clara County) and Dayton, Ohio (Montgomery County). Additional Pilot Cities will be identified for other LEAA regions during the coming year, and methods and procedures will be developed to improve the process of technology transfer in law enforcement.

B. Dissemination of Information

In order to make research findings available to law enforcement agencies, government officials, research organizations, and the general public, the Institute will disseminate pertinent technical information generated within the Institute and elsewhere. Vehicles for dissemination will include an information reference service, research project reports; and workshops, conferences, and seminars on major law enforcement problems.

During the Fiscal Year 1971, the Institute will carry out activities for the dissemination of technical information to law enforcement agencies:

- 1 Reference Service - first phase development of the National Criminal Justice Reference Service.
- 2 LEAA Library - the Institute will operate the LEAA Library and continue the collection of materials on all aspects of crime,

crime prevention, and law enforcement for dissemination through the Reference Service.

- 3 Reports and Publications - the Institute will continue the preparation and distribution of research project reports and publications, using a variety of media, for use by law enforcement agencies.
- 4 Fourth National Symposium - the Institute will sponsor the Fourth National Symposium on Law Enforcement Science and Technology, focusing on problems of crime prevention and deterrence.

ENCOURAGEMENT OF CRIMINAL JUSTICE RESEARCH

As the primary Federal agency engaged in research in law enforcement and criminal justice, the Institute has an obligation to encourage and assist in the development of crime-related research activities by other federal agencies, state planning agencies, universities, and other research organizations. In cooperation with the LEAA Office of Academic Assistance, the Institute will assist in the development of college and university curricula dealing with both the training of criminal justice personnel and development of research skills related to criminal justice. The Institute is also working with the LEAA Office of Law Enforcement Programs in the development of a Cooperative Research Program.

A. Graduate Research Fellowships

The Institute awards fellowships to selected graduate students in relevant disciplines who indicate an interest in pursuing a career in teaching or research in criminal justice in order to increase the number of individuals qualified to conduct research on problems of law enforcement and criminal justice.

During Fiscal year 1971, the Institute will award up to fifty fellowships, including renewals.

B. Pilot Grants

The Institute conducts a nation-wide competition to continue to encourage the application of new approaches and disciplines to criminal justice. During Fiscal year 1971, up to twenty-five Pilot Grants, in amounts up to \$10,000 will be awarded.

C. Visiting Fellows

To encourage an interchange of ideas and experience between members of the Institute staff, research scholars, and the staffs of criminal justice agencies, a Visiting Fellows program encourages a small number of persons from research organizations and action agencies to spend a year at the Institute working on their own projects and facilitating the development of the Institute's programs.

The Institute is supporting the research activities of two FY 1971 Visiting Fellows, and will select up to eight Visiting Fellows who will be in residence at the Institute in FY 1972.

INSTITUTE CONTRACT AND GRANT POLICY AND PROCEDURES

Institute funding is made available through grants and contracts. The particular funding mechanism used for each project will depend upon the nature of the work to be performed.

A. Contracts

1. All contracts with the Institute are subject to the Federal Procurement Regulations.

2. Requests for proposals (RFP) will be issued for those projects in which exact specifications have been defined and a number of qualified potential contractors identified.

3. Sole-source contracts can be awarded in the occasional instances of uniquely qualified sources.

B. Grants

1. Grant awards are made on the basis of staff decisions.

2. Proposals for grants are evaluated in accordance with the following criteria:

- a. Compatibility with the Institute charter and scope.
- b. Relationship to Institute plan and priorities.
- c. Uniqueness of the proposal.
- d. Capability of the proposer.
- e. Methodology of the research project, and
- f. Cost of work compared to benefit.

3. Before preparing formal applications for Institute consideration, a potential grantee or contractor should contact the Institute and ascertain whether or not a particular project within the plan has already been funded and, if so, whether or not additional projects in the same program area will be considered. The letter of inquiry should state:

- a. Specific aims of the project including the current status and rationale behind the approach.
- b. A description of how the program will result in a demonstrable change in the criminal justice system or other aspects of society.
- c. The methods which will be used in carrying out the project.

d. The resources that will be utilized including brief information on key personnel who will participate and some idea of total program costs.

4. Address all inquiries to:

Director

National Institute of Law Enforcement and Criminal Justice

Law Enforcement Assistance Administration

United States Department of Justice

Washington, D. C. 20530

202/386-3306

5. Following receipt of this statement, the Institute will indicate whether or not there is interest in receiving a formal proposal.

ORGANIZATION OF THE INSTITUTE

In drafting and enacting the Safe Streets Act, the Congress recognized that crime is essentially a local problem but that law enforcement efforts must be better coordinated, intensified, and made effective at all levels of Government. Accordingly, the Law Enforcement Assistance Administration was established within the Department of Justice with responsibility for improving the entire criminal justice system.

As shown in Figure 7, page 43, LEAA has five major offices:

1. The Office of the Administration which includes the Administrator, two Associate Administrators, the General Counsel, the Office of Administrative Management, and the Office of Public Information.
2. The Office of Law Enforcement Programs which handles LEAA action funds, disbursing them in the form of state planning grants, state action grants, discretionary grants, and technical assistance.
3. The Office of Academic Assistance which administers the Law Enforcement Education Program (LEEP).
4. The National Criminal Justice Information and Statistics Service.
5. The National Institute of Law Enforcement and Criminal Justice which is the research and development arm of LEAA.

Within this framework, the Institute is organized to explore and attack priority problems from several directions and through cooperative work by various disciplines. There are four research centers:

- a. The Center for Crime Prevention and Rehabilitation conducts and sponsors research and development in identifying the conditions underlying criminal behavior and in developing knowledge and programs for crime prevention, correction, and the rehabilitation of criminal offenders.
- b. The Center for Criminal Justice Operations and Management sponsors and conducts operations research and systems analysis to identify ways in which the efficiency, structure, and tactics of the various kinds of law enforcement agencies can be improved.
- c. The Center for Law and Justice is concerned with the appropriateness, fairness, and effectiveness of our criminal laws and the procedures through which the laws are enforced. These concerns relate principally to courts, prosecution, and defense.
- d. The Center for Demonstrations and Professional Services addresses the difficult problems of technology transfer and the process of acceptance of research findings within the criminal justice agencies, the various levels of government, and the community at large.

Planning, evaluation, and coordination are accomplished by special units established to assure the development of a cohesive approach and joint activity among the four research centers. Special project managers develop research programs on the problems of collective violence and organized crime.

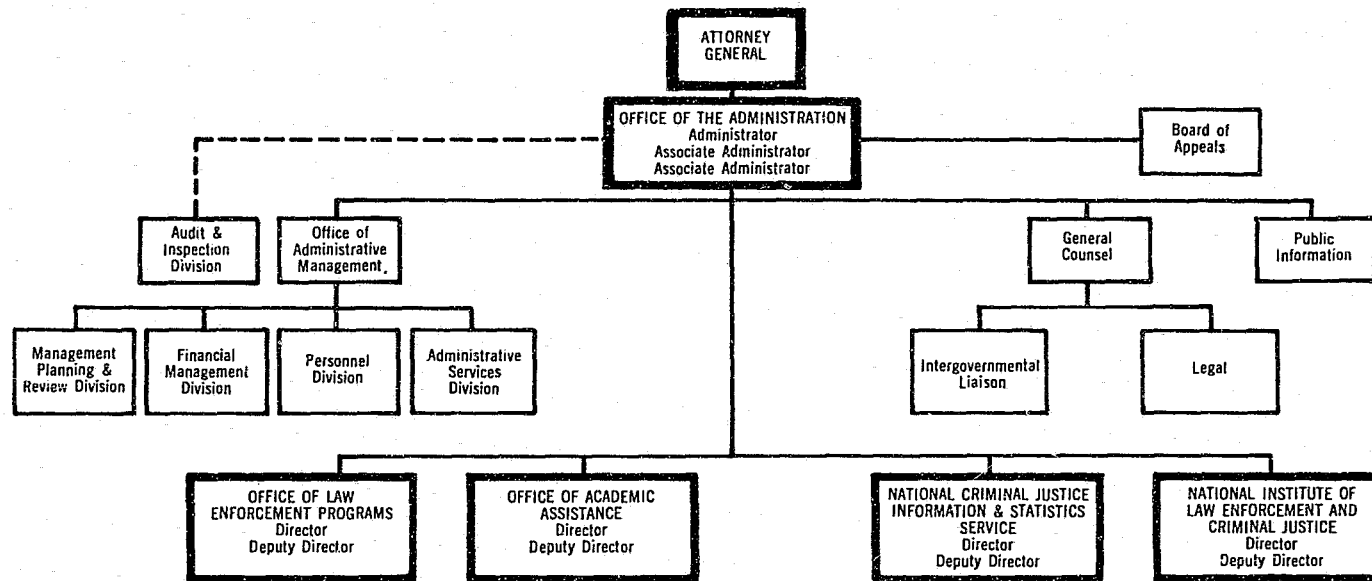


Figure 7. Organization Chart--Department of Justice, Law Enforcement Assistance Administration

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
WASHINGTON, D.C. 20530

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