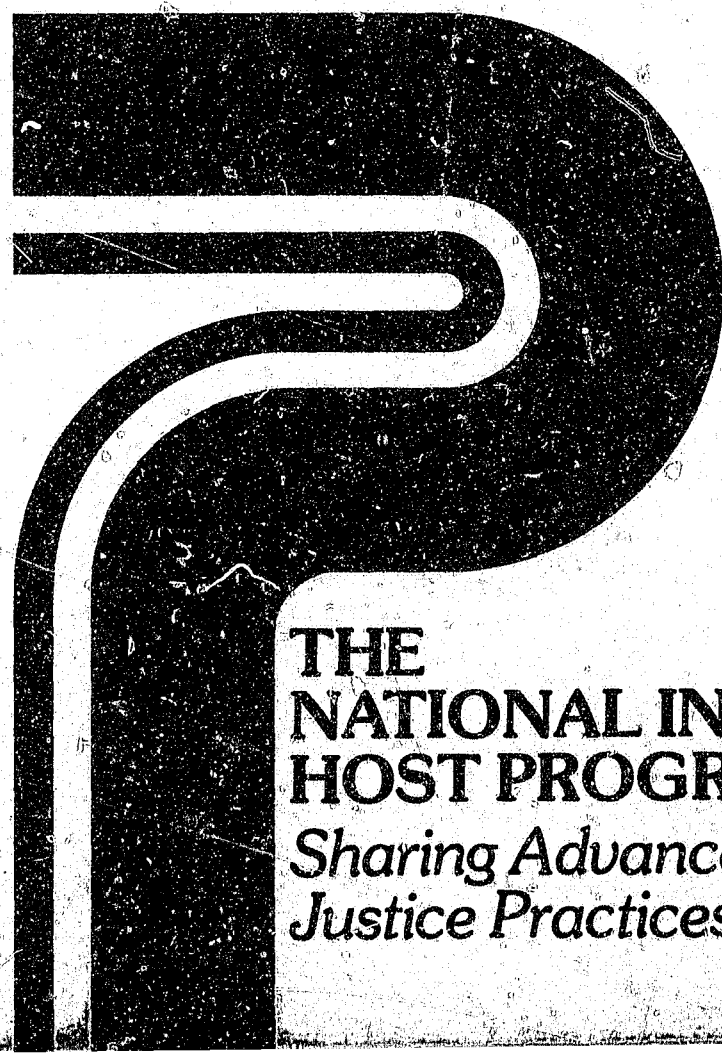
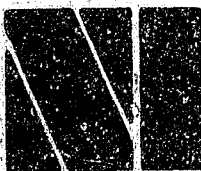


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**THE
NATIONAL INSTITUTE
HOST PROGRAM:**
*Sharing Advanced Criminal
Justice Practices*



National Institute of Law Enforcement and Criminal Justice
Law Enforcement Assistance Administration
United States Department of Justice

Public Technology, Inc. is a non-profit, tax-exempt, public interest organization established in December 1971 as an institutional mechanism for applying available technologies to the problems of state and local governments. Sources of such technologies include federal agencies, private industries, universities, and state and local jurisdictions themselves. PTI works in both the hardware and software fields.

PTI works on specific problems that have been defined and given a high priority by state and local government officials. A problem also must be common to many units of government throughout the nation, and one that is susceptible to technological solution. In this way two major organizational goals are realized: (1) costs and benefits of large-scale undertakings are shared; and (2) private sector, Federal agency and foundation investment in the solution of public sector problems is encouraged by the aggregation of specific markets at the state and local levels of government.

The technology application process consists of these steps: problem definition; location of applicable technology; development of new or improved products or systems; appropriate packaging of the technology for state and local governments; and help in adapting and implementing the technology at the operating level. Emphasis is placed on transfer and subsequent utilization of the technology by the largest possible number of jurisdictions. On-site assistance is provided, upon request, to make certain that state and local jurisdictions fully utilize the technology.

PTI was originally organized by the officers of the Council of State Governments, International City Management Association, National Association of Counties, National Governors' Association, National League of Cities, and U.S. Conference of Mayors.



Public Technology, Inc. *The National Institute Host Program: Sharing Advanced Criminal Justice Practices.* Prepared for the National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, U.S. Department of Justice, under LEAA Grant No. 78-NI-AX-0045. Washington, D.C.: Public Technology, 1978.

THE NATIONAL INSTITUTE HOST PROGRAM: *Sharing Advanced Criminal Justice Practices*

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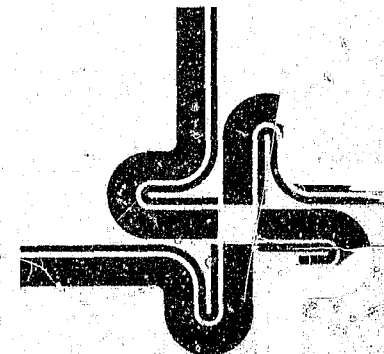
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JUN 20 1978

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THE NATIONAL INSTITUTE HOST PROGRAM:

Sharing Advanced Criminal Justice Practices

FOREWORD

One of the mandates of the National Institute of Law Enforcement and Criminal Justice is to encourage widespread use of advanced criminal justice practices resulting both from research and practical experience. Many programs and projects operating throughout the country have proven their merits by reducing crime and/or improving criminal justice operations. To enable more agencies to build upon the knowledge and experience of others, the National Institute initiated the Host Program.

The program enables State and local criminal justice officials to visit selected demonstration sites, for an extended period of time, to observe and participate in day-to-day operations. The National Institute pays for travel and per diem costs for the participants.

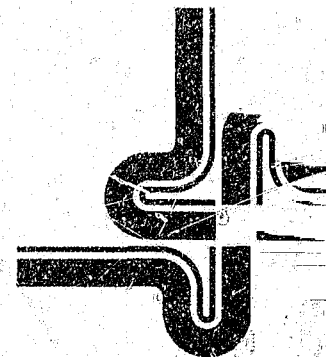
Through first-hand experience with successful projects, key criminal justice personnel will

be equipped to carry out similar efforts, adapting them to the needs of their own communities.

During the first phase of Host operations, 71 senior criminal justice officials from 34 States visited the 11 demonstration sites. Results to date have been very positive, and a number of major replications and adaptations have occurred. The second phase of this project, which began in March 1978, will give up to 100 officials the opportunity to benefit from the Host Program.

The Host sites contribute their time and effort to this project without compensation from the National Institute. We and their visitors are indebted to them for this and commend them for their outstanding contributions.

Blair G. Ewing
Acting Director
National Institute of Law Enforcement
and Criminal Justice



THE NATIONAL INSTITUTE HOST PROGRAM

The National Institute of Law Enforcement and Criminal Justice is the research arm of the Law Enforcement Assistance Administration (LEAA). The principal responsibility assigned to it by the Congress is "... to encourage research and development to improve and strengthen law enforcement and criminal justice."

Allied to this central mission of research are other important functions. The Institute, for example, is mandated to "... identify programs and projects ... which have demonstrated success ... and ... which offer the likelihood of success if continued or repeated."

One of the vehicles the Institute uses to fulfill this mandate is the Host Program. The program facilitates the transfer of information about selected criminal justice projects that have produced measurable benefits to jurisdictions that want to establish similar activities. As the name suggests, the Host Program accomplishes its objectives through on-site participation. Senior criminal justice practitioners are given the opportunity to observe and participate in the operations of outstanding local projects at no expense to themselves or their agencies. Visitors can stay from a few days to several weeks. Once their Host experience is completed, the participants return to their home agencies to apply their newly-acquired knowledge.

HOST SITES

The projects that serve as Host sites are drawn from the list of local programs that have earned the National Institute's Exemplary Projects designation. To merit this distinction, projects must demonstrate effectiveness in reducing crime or improving the criminal justice system, cost-effectiveness, adaptability to other jurisdictions, and a willingness to share information.

Exemplary Projects are selected through a systematic method of identifying outstanding criminal justice programs across the nation and verifying their achievements through an on-site validation. To date, only 25 projects have passed the intensive screening and met the criteria to gain exemplary status. For each of these projects, the Institute develops brochures and detailed handbooks that are widely distributed so that other communities can benefit from the experience of Exemplary Projects.

BENEFITS

The overall results of the National Institute Host Program have included the reduction of start-up or exploration time and costs, elimination of the need to repeat work done elsewhere, and assistance in the adaptation of already proven concepts to local needs. Over 65% of those officials who have visited the Host sites thus far rate their experience as excellent and others rated their experience as above average. As shown by the comments which follow, visitors rate the National Institute Host Program as highly successful in providing new information to be used in the development and/or implementation of new projects.

Community-Based Corrections Program, Des Moines, Iowa. "The visit accomplished what I expected and more. . . (It) stimulated me to think in terms of a whole new way of organizing the operation of criminal justice work in New York State. Studying the feasibility of this plan will inevitably have a major beneficial effect on the overall planning for criminal justice in New York State."

Stephen Chinlund, Chairman
New York State Commission of Corrections

Economic Crime Unit, Seattle, Washington. "... most beneficial to me. . . in preparation of cases for trial. . . The exposure. . . was most educational; I feel that I learned a worthwhile amount about preparation of cases of certain types such as Medicaid fraud, fraud involving land sales and development, odometer turn-back, and introduction of certain documents and business record."

Edward P. Nolde, Deputy Attorney General
Richmond, Virginia

Rape Crisis Center, Des Moines, Iowa. "My reactions to the site visits are very, very positive. It provided me with many new insights and ideas which can be applied to our own program. At times I feel overwhelmed by the superior quality of the program, but at the same time I feel encouraged because we have adopted the same program format. . . For the first time I have some basis from which to do long range goal setting for our own program."

Sue Ford, Coordinator
Grand Forks Rape Crisis Center
Grand Forks, North Dakota



Street Crime Unit, New York City Police Department. "After realizing and understanding the overall total effect of their decoy tactic I am thoroughly convinced that this is the method that we should utilize to combat the street crime in Jacksonville."

Lt. H. W. Nicholson
Commander Street Crime/SWAT Unit
Sheriff's Department
Jacksonville, Florida

A number of major replications or adaptations have occurred as a result of the National Institute Host Program. Among them are the following examples:

- *New Community-Based Corrections Program in Portsmouth, Virginia*
- *New Major Offense Bureaus in Cook County, Illinois*
- *Maricopa County, Arizona*
- *San Francisco, California*
- *New Street Crime Units in Denver, Colorado*
- *Jacksonville, Florida*
- *Rochester, New York*
- *San Francisco, California*

Based on the program's experience to date, this kind of progress is expected to continue. During 1977, a total of 71 visitors participated in the program. During the coming year, a detailed evaluation will help determine the impact of The National Institute Program and assess on-site technology transfer as a means of improving criminal justice systems and sharing advanced practices with jurisdictions across the nation. Up to 100 additional officials are expected to participate as the program continues through March 1979.

VISITOR SELECTION

Senior criminal justice officials from local and state agencies are eligible to participate in the Host Program. Criteria for visitor selection include:

- Individuals from agencies considering whether or not to adapt or replicate an Exemplary Project,
- Those who have decided on implementation and require further information and experience,
- Officials from agencies that have begun a project and require technical assistance to ensure its success, and
- Those who are responsible for a program similar to the Host site.

The visitor must be:

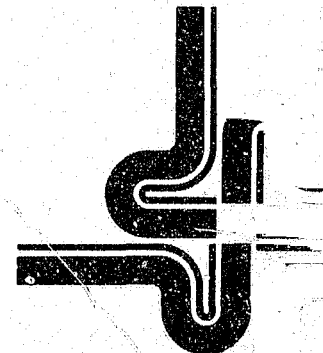
- Knowledgeable about the exemplary project he or she is to visit,
- Responsible at a supervisory or managerial level with authority to adapt the project to the local agency's needs, and
- Willing to participate in a follow-up evaluation.

Most nominations are made by State Criminal Justice planning agencies. In some instances, prospective applicants provide the information noted above to Public Technology and to their state criminal justice planning agency. The state agency is then asked to comment on the application and forward those comments to PTI.

FOR FURTHER INFORMATION

Public Technology, Inc. (PTI), conducts the National Institute Host Program for the Office of Development, Testing, and Dissemination of the National Institute of Law Enforcement and Criminal Justice. PTI is a non-profit, public interest organization which has been established to solve problems given a high priority by local and state governments. For further information, contact:

The National Institute Host Program
c/o PTI Criminal Justice Program
Public Technology, Inc.
1140 Connecticut Avenue, N.W.
Washington, D.C. 20036
(202) 452-7700



Administrative Adjudication Bureau (AAB) New York State Department of Motor Vehicles

The New York Administrative Adjudication Bureau streamlines the traffic and criminal adjudication process by removing traffic offenses from the criminal courts in New York City, Rochester, and Buffalo. In addition to removing unsafe drivers from the streets, the bureau's direct and prompt disposition of traffic cases has meant:

- There has been a significant reduction in the criminal court case backlog (20 judges and 9 courtrooms relieved of traffic cases),
- The time spent by police at traffic hearings has been cut in half,
- There is more uniform application of sanctions, and
- Scofflaws are discouraged.

The Administrative Adjudication Bureau's method combines three basic elements: (1) merger of the licensing agency with the traffic offense adjudication agency; (2) the services of highly trained adjudicators; and (3) use of computerized information.

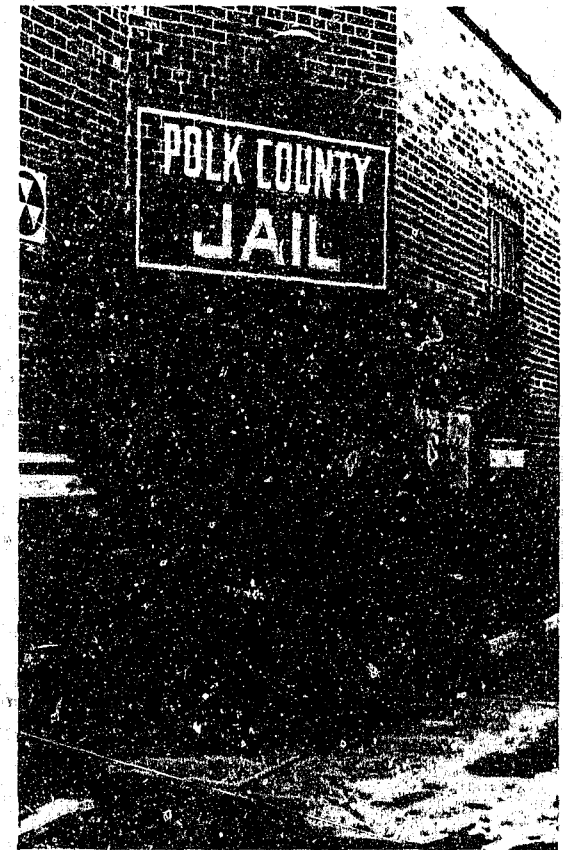
In the fiscal year ending March 31, 1975, the AAB returned \$7.5 million to the treasuries of the jurisdictions where traffic offenses took place. This sum represents the excess of fines collected over operating expenses and was a 25 percent increase in return compared to the previous court system.

Community-Based Corrections Program Polk County (Des Moines), Iowa

The Des Moines program coordinates four services for defendants and convicted offenders: pretrial release on own recognizance, pretrial supervised release, probation, and residence at a correctional facility offering work and educational release (Fort Des Moines). Synchronizing the four components into a unified system eliminates overlapping and splintered administration. Equally important, it provides flexibility in responding to a wide range of client needs.

Of the 245 clients released by the Fort Des Moines correctional facility before 1973, only 53 (21 percent) were charged with indictable offenses during an average 19-month period following release. Recidivism data show that the correctional facility continues to deal effectively with those clients with high-risk characteristics such as prior convictions, unemployment, and drug or excessive alcohol use. The offense records of high-risk clients after release were comparable to those of relatively low-risk clients.

In 1973, the Des Moines project saved the county and state correctional system an estimated \$454,229. The pretrial components also saved defendants an estimated \$154,000 for the cost of bail bonds and enabled many of them to retain their jobs and help support their families.



Community Crime Prevention Program (CCPP)

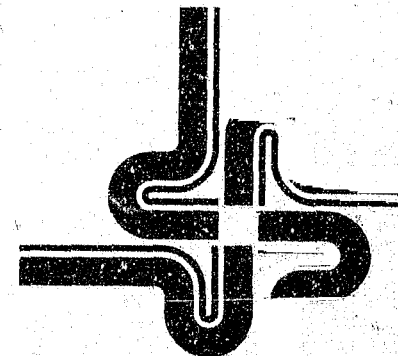
Seattle, Washington

The Seattle CCPP is demonstrating that crime rates can be lowered if the community's citizens can actively participate in a program of crime prevention. The initial goals involved responding to citizen concern over the rapidly rising residential burglary rate and mobilizing citizen action to attack the problem.

The principal tactics used to organize affected neighborhoods included: (1) informative materials; (2) residential security inspections; (3) property marking; and (4) block watches. These approaches are not original, but the CCPP succeeded where others have not through careful coordination, the commitment of an outstanding full-time staff, the cooperation of the Seattle Police, and the cultivation of a sense of community in the neighborhoods.

The success of the CCPP project in meeting its goals, is borne out by a rigorous evaluation of its operation.

- Two victimization surveys show burglary rates in participating households were reduced by 48% and 61%, respectively.
- A higher proportion of calls made to police are burglary-in-progress calls.
- Citizen reports of burglary have risen from 51% to 76% of actual burglaries committed.
- The decrease in burglaries among CCPP participants has not led to an increase among non-participants, or in adjacent neighborhoods.
- The program met or exceeded its goals of involving 30% of the households in each target neighborhood.



Fraud Divisions

King County (Seattle)

Prosecutor's Office

San Diego County District

Attorney's Office

Economic crimes and consumer frauds — which bilk unsuspecting citizens of their livelihood — are the special targets of these divisions. In addition to complaints from individual citizens, both King County and San Diego prosecute major impact cases which involve millions of dollars in economic losses.

The *King County (Seattle) Prosecutor's Office* focuses on major economic crimes. Enlisting the investigative expertise of other agencies whenever possible, King County's Fraud Division has logged an impressive record of success: In the first two and one-half years of operation, 95.5 percent of the Division's cases were successfully prosecuted. Altogether these cases represented about \$3.4 million in economic losses.

The *San Diego County District Attorney's Office* works with a larger staff and deals with all citizen complaints. Involving fraud (15,251 complaints during 1974). A vast number of cases were settled outside the courts, either through in-house investigative teamwork or use of the small claims courts.



Major Offense Bureau (MOB)

Bronx County, New York

The time that potentially dangerous criminals remain free in the Bronx, New York, has been reduced by efforts against habitual and violent offenders. The average time between arrest and trial of repeat offenders has been cut from 400 to 90 days. Equally important, most of those indicted have been convicted, sentenced, and imprisoned.

These results have been achieved by creation of a Major Offense Bureau in the Bronx district attorney's office. The Bureau is staffed by 10 experienced assistant district attorneys and uses an objective screening procedure to isolate those cases that require priority treatment. Cases are ranked according to the seriousness of the crime, the offender's criminal history, and the strength of the evidence.

Eligible cases are immediately referred to an assistant district attorney who is responsible for the case throughout the entire judicial process. Special trial sessions that hear only MOB cases virtually eliminate scheduling delays.

In its first 30 months, MOB successfully demonstrated an ability to speed up case processing while developing complete, well prepared cases. The following statistics show the results.

- 99% of the indictments were voted and presented to the Supreme Court within 3 days of arrest (compared to the usual time lapse of several weeks).
- 92% of those indicted were convicted.
- 94% of those convicted were sentenced to prison (compared to less than half for a group who were processed in the traditional manner).
- Sentences ranged from 3 to 10 years.

Neighborhood Youth Resources Center (NYRC)

Philadelphia, Pennsylvania

This center provides a wide range of services for youngsters living in a high-crime, inner-city area of Philadelphia. Open 12 hours a day, NYRC offers:

- Crisis intervention for immediate short-term aid.
- Individual plans for long-term comprehensive assistance.
- Counseling and educational assistance to groups of youngsters.
- Referrals to cooperating agencies and careful monitoring and follow-up.
- Legal representation.

Evidence of NYRC's impact emerges in a comparison of arrest rates (per thousand) for target and non-target area boys within two precincts. The arrest rates for boys in the target group were significantly lower in the felony, lesser misdemeanor, and status offense categories.

	Target	Non-Target	Target	Non-Target
FELONIES	9.1	51.3	4.2	17.3
"VICTIMLESS" MISDEMEANORS	19.7	24.6	2.3	12.0
STATUS OFFENSES	31.5	82.5	2.3	18.5

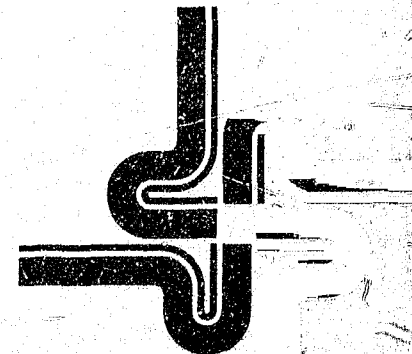


Police Legal Liaison Division *Dallas, Texas*

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Two parts of the criminal justice system that often operate in isolation — the police and the prosecutor — have been successfully integrated by the Dallas Police Legal Liaison Division. Since 1973, Assistant City Attorneys have been on call 24-hours a day to advise Dallas police officers on case preparation. In addition, the attorneys provide regular training for police in the elements of various offenses, proper search and seizure procedures, and other aspects of the law.

The number of cases dismissed due to police error — “no billed” — have been reduced by a case review system set up by the project attorneys. All prosecution reports are reviewed for legal sufficiency before they are submitted to the District Attorney’s office. The result: “no-bills” due to police error dropped by 4.3 percent in September 1975. Similarly, felony dismissals resulting from police error were reduced from 6.4 percent to 2.6 percent during the same period. Training of police officers and detectives in the latest court decisions has had a beneficial effect on all police operations.





Rape/Sexual Assault Care Center (R/SACC) Des Moines, Iowa

Rape and sexual assault are crimes that create special difficulties for both the victim and the criminal justice system. Fear of harassment and humiliation during the medical examination and legal investigation inhibits many victims from even reporting the crime, much less pursuing the case through legal process.



The Des Moines Rape/Sexual Assault Care Center has devised a single comprehensive program to deal with these multiple problems. The beneficiaries of the program are not only the victims, but the legal system, the medical community, law enforcement agencies and the general public.

A team consisting of a victim contact worker, project coordinator, secretary, and special prosecutor work in cooperation with a 70-member Board of Directors. The Board repre-

sents local medical, social, governmental, and law enforcement agencies. The Center's activities include:

- 24 hour telephone and personal contact service.
- Referral services to a wide network of community agencies.
- In-service training for medical and criminal justice professionals who deal with rape victims.
- Public education to replace existing ignorance and misinformation with the facts about sex crimes.

Results have been impressive. For instance, during the period from October 1974 through June, 1976 police clearance rates for rape cases rose from 50 percent to 69 percent. Moreover, changes were seen in the special prosecutor's office, where victims showed an increasing willingness to press charges. Before the programs began, charges were filed in only a third of cases where the offender was identified; that figure had jumped to three-fourths by June 1976.

An equally dramatic rise in conviction rates occurred: While only 40 percent of the cases tried in the preproject period resulted in conviction, the figure rose to 65 percent in the project's first year and to 82 percent in the second year.

Street Crime Unit (SCU)

New York City Police Department

In New York, the gap between routine, visible police patrol and after-the-fact criminal investigation has been filled by a unit that focuses on street crimes — robbery, personal grand larceny, and assault. The SCU's primary strategy is to deploy officers disguised as potential crime victims and place them in an area where they are likely to be victimized. A plain-clothes back-up team waits nearby, ready to come to the decoy's aid and make an arrest.

Careful screening of applicants, extensive training and close liaison with precinct commanders are marks of SCU's able management. Here is its 1973 record:

- 3,551 arrests (85 percent felonies)
- 76 percent of robbery arrests led to conviction
- 95 percent of grand larceny arrests led to conviction
- Average man-days per arrest 8.2 (departmental average for all uniformed officers: 167)
- Cost: only a slight increase per arrest and conviction, due to equipment costs.
- Risk: virtually no increased danger to police or citizens.

The unit's impressive performance is continuing. In 1974 SCU made 4,423 arrests, of which 90 percent were felonies. More recent statistics indicate a conviction rate of 90 percent.



Ward Grievance Procedure California Youth Authority

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Left unresolved, even minor problems within the confines of a prison can fester, spawning hostility and even open confrontations between inmates and staff. The California Youth Authority has alleviated the problem by creating a formal but easy-to-use method of resolving inmate grievances in California's youth institutions.

Any inmate with a grievance is entitled to an open hearing conducted by ward and staff representatives. If the decision is unsatisfactory, the grievant may appeal to a higher level within the Youth Authority, and ultimately to an outside review panel, chaired by a professional arbitrator. Volunteer arbitrators are identified with the assistance of the American Arbitration Association. Grievances are responded to in writing at each level, and within strict time limits, so that minor problems do not turn into major ones.

In the 19-month period from September 1973 — April 1975, 85 percent of the cases were resolved, approximately 10 percent had been withdrawn prior to the hearing, and another 5 percent were still pending at the time of reporting. In 70 percent of the cases, the disposition has been in favor of the grievant either totally or through some sort of compromise. Only 24 percent of the grievances were denied. In these cases the reasons were clearly set forth in writing thus clarifying the reasons behind official policy. Most of the grievances were resolved at the first level of review — the ward staff committee meeting. Only 2 percent of the grievances required outside arbitration.



USER REQUIREMENTS COMMITTEE

To insure that the National Institute Host Program is responsive to local and State criminal justice needs, a User Requirements Committee was established by PTI to advise the staff on project operations, visitor selection, site selection, and evaluation. Members include local and state criminal justice and general government officials.

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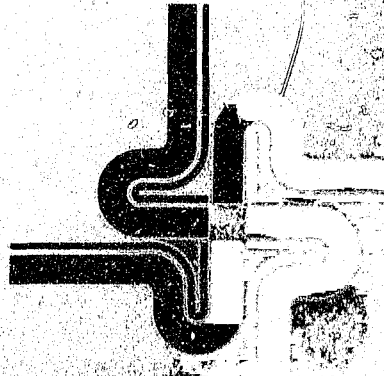
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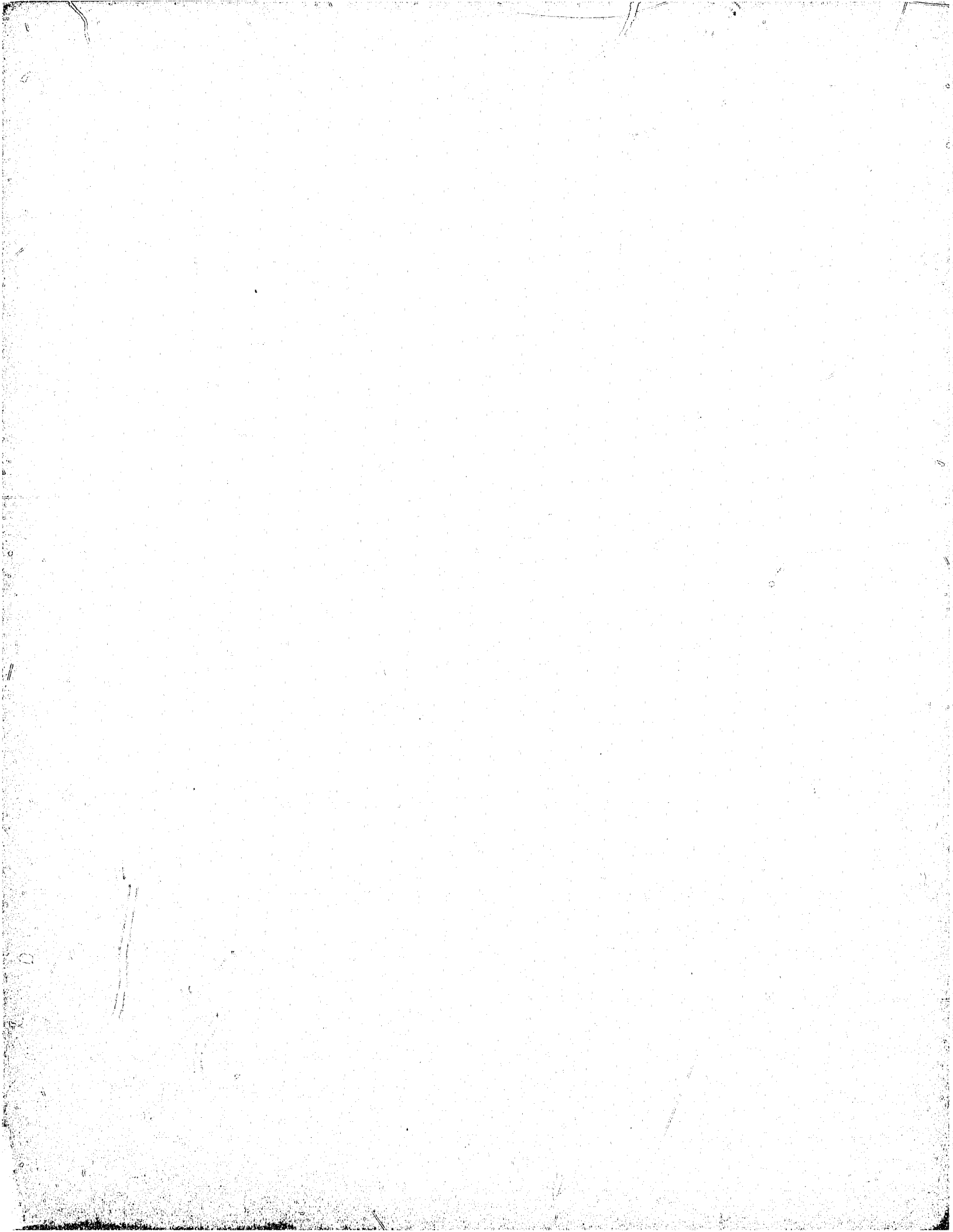


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