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Justice, 1976

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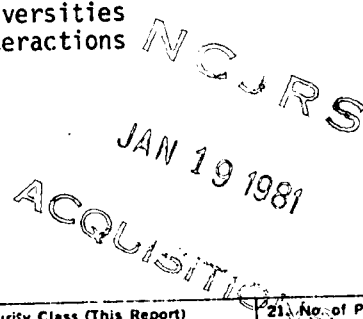
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| 16. Abstract (Limit: 200 words) This project on criminal justice is divided into three major areas of emphasis, and lists specific accomplishments in each of them. The first is the improvement of the relationship in upstate New York between the operating juvenile justice system and the youth with which it comes in contact. The second is the establishment of a criminal justice baseline statistics laboratory for New York. The third area is the increased utilization of the research potential of the faculty at the State University of New York (Albany School of Criminal Justice) and the advanced graduate students through a series of small projects. A detailed narrative report of the history of the project is presented, followed by general observations and recommendations. A list of students who received stipends for research assistance under the grant and a list of reports that supplement or illustrate the narrative administrative reports are provided. | | | | 13. Type of Report & Period Covered Final |
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School of Criminal Justice
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STATE UNIVERSITY OF NEW YORK AT ALBANY
ALBANY, NEW YORK 12222
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June 11, 1976

Dr. James Cowhig
Research Applications
National Science Foundation
1800 G Street, N. W.
Washington, D. C. 20550

Re: GI-29727

Dear Dr. Cowhig:

This is the final narrative report on our grant for "Studies in Criminal Justice". The final financial report will be filed by the State University of New York Foundation as soon as all of the accounts can be closed. Detailed narrative interim progress reports were filed on 22 November 1971, 9 June 1972, 5 October 1972, 25 May 1973, 31 May 1974, 15 October 1974, 15 May 1975 and on 15 September 1975. In general, each interim report served as the agenda for discussions during a monitoring site visit by you or one of your staff. This final report builds on those previous submissions.

I. Executive Summary

In this section, significant accomplishments under the grant are highlighted. More detailed discussion can be found in subsequent portions of the report.

One primary thrust of the grant has been improvement of the relationship in upstate New York between the operating juvenile justice system and the youth with which it comes into contact. In this juvenile justice project:

1. Baseline data has been gathered and computer stored on two cohorts (all juveniles having officially recorded contact with the Rochester, New York, Police Department and the Monroe County Family Court during the November 1972-January 1973 and November 1974 - January 1975 periods).

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The first group contains 624 individuals and the latter about 500 persons. All additional contacts of those in the first cohort with Rochester Police Department through the summer of 1974 are also on computer records. Funding will be sought to follow these cohorts for longitudinal study in the future. They also constitute a control group useful in assessing the generalizability of results being obtained in the Schenectady study mentioned below.

2. Intensive in-service training was provided to the juvenile probation staff of the Monroe County Family Court, emphasizing the specification of case objectives, utilization of community based resources, and team approaches to problem solving.
3. An extensive reorganization of the service delivery system of the Court was accomplished that incorporated centralized screening of juveniles with assignment to geographic sectors.
4. Rochester's Pilot City LEAA funds were tapped for these purposes. Phasing out of that program nationally one year earlier than planned prevented implementation of the juvenile diversion component designed to be a differential, decentralized program that systematically varied emphases on community alternatives to court processing.
5. Initial assistance was given to Monroe County Family court personnel in developing a collaborative project with the Rochester school system designed to create a more effective relationship among probation officers, teachers and school counselors in working out problems with juveniles (funded by LEAA for the 1975-76 academic year).
6. This work with the probation staff of the Monroe County Family Court led to faculty development of a series of programs in four

other probation departments and the New York Division of Parole. That experience has resulted in a grant application now pending with the National Institute for Corrections for \$300,000 to run a multi-state project demonstrating the techniques developed. Those techniques will also be the subject of a special presentation at the annual National Institute on Crime and Delinquency in June of 1976.

7. A group of 100 youth from the tri-county area around Albany, Schenectady and Troy (New York) was examined to determine the demographic and personal characteristics of a number of delinquent populations, the decisions made about these various populations by various levels of the juvenile justice system, and the relationships between the characteristics of the youths and the decisions made about them.
8. The data on this group and the relationships determined has been fed back to the New York Division for Youth for programmatic study. That on those sent to the Hudson School for Girls was fed to the Lieutenant Governor at her request to aid in deciding whether to close the School.
9. A special analysis of differences in treatment of youth in institutions for delinquents and those for PINS was done for the American Bar Association Juvenile Justice Standards Project at their request.
10. A second study was made of more than 100 Schenectady County youths who have had police contacts and been released, who were interviewed by a probation intake worker and were released, or who were petitioned to Family Court.
11. A special report on the Rochester and Schenectady data was filed with the Governor's Panel on Juvenile Violence.

12. Special studies on the Schenectady data designed to compare delinquent and non-delinquent youths in public and private schools in terms of ego development and other important clinical dimensions and to determine the role of the complainant in the entrance of youths into the formal juvenile justice system are continuing.

This research will have both theoretical significance and practical impact in upstate New York on diversion of juveniles from formal justice system processing.

A second primary thrust was establishment of a criminal justice baseline statistics laboratory for New York.

1. This study revealed a number of weaknesses in the New York system. A recommendation that the statistical function for New York State be transferred from the Department of Correctional Services to the New York State Information and Identification System was implemented.
2. Because the laboratory studies revealed a number of other problems regarding the development of data collection forms, analysis of the resultant data and dissemination of results to the participating agencies, this School is now represented on a state-wide committee advising NYSIIS staff in further study and reform of the system. Because this amounts to taking over our project by the State, our special effort was phased out. It resulted in the first substantial improvements in New York in criminal statistics in over 40 years.
3. Analysis and publication of results on a Massachusetts study regarding direct measurements of the relationships among official police reports, self-reporting of crime, and the results of victim surveys is still underway.
4. A major spin-off from the Laboratory has been an LEAA effort on utilization of criminal justice statistics and on analysis of National Crime Panel data on which about \$1,500,000 has been expended thus far.

These results seem to justify the NSF funds expended.

Our third major thrust under the grant was to increase utilization of the research potential of the SUNYA School of Criminal Justice faculty and advanced graduate students through a series of small projects.

1. Over the life of the grant, 14 professors participated in or supervised 39 such small projects. These range over such diverse topics as campus disorder, police corruption, rape, fencing of stolen property, and a code of correctional procedure.
2. At least \$491,238 in other grant funds were seeded with expenditures in this series.
3. The projects on rape and fencing of stolen property were early efforts in what have since become major national programs with high priority.
4. Significant projects initiated in this series are still underway including:
 - . a major funded study of victim impact reduction by police;
 - . studies on the history and development of criminal codes in the United States;
 - . a major study of segregation in prisons;
 - . testing of the use of behavioral objectives in probation;
 - . a study of drug use in female prisons; and
 - . a study of juvenile violence.

This program of special studies has conclusively demonstrated that large returns on small investments can result from research projects utilizing the interstitial time of research oriented professors for supervision of dedicated graduate students.

General support expenditures underpinning these major research thrusts under the grant have also built up the research infrastructure at the School of Criminal Justice and have increased the research capacity of professors and students alike. In short, in the judgment of the undersigned steward, the NSF funds expended under this grant have been well used. For a more detailed narrative accounting, please read on.

II. Detailed Narrative Report

In March of 1969, Dean Richard A. Myren of the SUNYA School of Criminal Justice visited the National Science Foundation to initiate discussions that led to the submission on 27 February 1970 of a formal proposal (NSF No. U10014D; local file No. PN-11029) for a Departmental Development Grant in the amount of \$691,800 (direct costs only). After extensive modification of the proposal by mutual agreement, a grant award (GI-29727) was made on 13 May 1971 for \$658,000 by the then new Research Applied to National Needs program of NSF. The original termination date of 30 April 1974 was later extended to 30 April 1976.

Agreed upon objectives in the management of this grant were:

1. the chief goal is the delivery of quality research products which can be shown to have fairly specific value in dealing with criminal justice issues;
2. areas of concentration will be developed, to the extent feasible, so that significant portions of the grant can be brought to bear on specific issues, thus heightening the effects of the research;
3. because of the unique characteristics of this particular grant, a major concern will be to provide institutional gains to the School which will continue after the grant has expired; and
4. needs of students, as well as faculty, will be carefully considered in charting grant activities.

As a result four categories of expenditure were authorized and made under the grant. Each merits further discussion.

Juvenile Justice Project: This Project utilized about \$237,091 (36%) of the grant funds. Initially conceived as a general effort in diversion, it soon became the Rochester

Juvenile Diversion Project, designed to evaluate the effectiveness of a proposed decentralized diversion program to be conducted under the auspices of the Monroe County Family Court. Following an initial discussion with local representatives, the project staff assisted in the development of a proposal for an action project which was funded by the Rochester Pilot City Program with funds granted by the Law Enforcement Assistance Agency. During the course of the project (termination 6/30/75), several goals of the action project were realized:

1. Intensive in-service training was provided to juvenile probation staff. This training, which was conducted by the National Council on Crime and Delinquency, emphasized the specification of case objectives, utilization of community-based resources, and team approaches to problem solving.
2. Extensive reorganization of the service delivery system took place. This incorporated centralized screening of juvenile cases by a special team, and assignment of cases to service teams responsible for juveniles residing in certain geographic sectors.
3. A redesign of the record-keeping system was implemented. Procedures were designed to provide better security, case-control and standardization of information.

However, the component linked most closely to the Juvenile Diversion Project, a differentiated, area-centralized program in which the emphasis on community alternatives was systematically varied, was not carried out. Local probation representatives believed it was essential to accomplish the three previously listed goals prior to instituting the diversion experiment, and their achievement took longer than anticipated. In the interim, as a result of a policy decision at the national level, LEAA phased out support of all Pilot City programs prior to the expected termination date. This eliminated the funding necessary for implementation of the diversion component. However, the data collected on the original cohort together with that from a two-year follow up, although not used for its original evaluative function, is a valuable resource. Both sets of data have been coded and entered on computer tapes. An analysis will be made that will focus on case characteristics related to disposition. One use to which it may be put is in determining the generalizability of the findings emerging from the more intensive study conducted in Schenectady.

While in Rochester, it was also possible for our project staff to give initial assistance to personnel of the Family

Court in developing a collaborative project with the Rochester school system designed to create a more effective interrelationship among probation officers, teachers and school counselors in handling juveniles with problems. The project was funded by LEAA for the 1975-76 school year.

Another spinoff from work with juvenile probation staff in Rochester has been faculty development of a series of programs in four other probation departments and in the New York Division of Parole. Success in those ventures has led to a request for a \$300,000 grant from the National Institute on Corrections to disseminate the techniques involved (which will be the subject of a special presentation at the National Institute on Crime and Delinquency in June of 1976) through operation of a multi-state demonstration project.

When it became obvious that we would not be able to complete our work in Rochester as planned, a search for other sites was undertaken. Beginning in the Fall of 1973 and continuing to the present, the staff of the Juvenile Justice Project examined (1) the demographic and personal characteristics of a number of delinquent populations, (2) the decisions made about these populations by various levels of the Juvenile Justice System, and (3) the relationships between the characteristics of the youths and the decisions made about them. The first study population included 100 of the youth from a tri-county area around Albany, Schenectady and Troy (New York) who were in facilities of the Division for Youth (group homes, camps, START centers, training schools) during some part of the period between October, 1973 and June, 1974. Present study populations include youths from Schenectady county who have had police contacts (and been released), who have been interviewed by a probation intake worker (and been released), and who have been petitioned to Family Court. The data collection is on-going and more than 100 Schenectady youths have been studied to date.

During the first 18 months of the study (Phase I), the focus was the N.Y.S. Division for Youth and its placement and programming for juvenile offenders from the tri-county Capital District. During the second 18 months (Phase II) the focus was juvenile justice processing by the police, Probation Intake and Family Court in Schenectady County, New York. In both cases the research question being asked was: What is the relationship between characteristics of youth and the decisions being made about them through the whole range of the juvenile justice system. A report on Phase I is almost complete. Data from the Phase II have been analyzed and two research reports are being written, one on juvenile processing by the police Youth Aid Bureau, and one on processing at probation intake and family court. Both of these reports will be available within one month. An additional part of Phase II involved a study of delinquents and comparable non-delinquents and their use of community resources. A report on this study will be available by the end of the summer.

The study of decision-making at the juvenile police level showed that the police acted only in a law enforcement role and did not see themselves as service-oriented. They did not make referrals to community agencies. Rather, youth were either admonished and sent home, or, if the offense behavior was serious enough, the youth was petitioned directly to the family court. One additional finding was that the Bureau was much more responsive to complaints registered by police than to complaints registered by private citizens (including parents).

Even though the research report has not yet been circulated, a number of improvements have been noted in the Bureau - improvements for which the Juvenile Justice Project takes partial credit: (1) reporting system has been improved; (2) the police are now more willing to refer youths to family court intake screening rather than to petition directly to court; (3) a much-needed supervisor has been assigned to the unit, filling a position left vacant for almost a year. The Schenectady Human Services Planning Council has been more interested in the findings than the police department. Dialogue between the Planning Council staff and the researchers will lead to recommendations for improvements in the Youth Aid Bureau, made to the City Board of Supervisors by the Planning Council.

A major finding of the intake and family court study was that the factors most predictive of severity of handling of the youth and severity of placement by the court are not, as one might expect, the nature of the offense behavior or offense history. Rather, the most predictive factors are family variables (e.g., intake officer's characterizations of mother or father, family stability) and school variables (e.g., behavior problems with teachers or with peers).

Although the research report has not yet been circulated, ongoing feedback from the researchers to family court and probation staff has led to improved reporting and to a questioning of the role and procedures of the intake workers. The judges are very open to feedback, as is the probation chief. Again, the Human Services Planning Council, which has taken on the mission of improving the juvenile justice system, will be an important influence encouraging rational changes in the intake and family court process.

The comparison of delinquents and nondelinquents in the schools showed that nondelinquents make more use of community agencies for recreation. Delinquents do more "hanging around on the streets" and partying. In terms of recreation offered by the schools, delinquents and nondelinquents participate in sports to a comparable degree, but primarily nondelinquents participate in other school-sponsored activities. When the report is made available, the Planning Council will likely see implications in these findings for development of additional or a different kind of activity programs which might appeal

to those youths who are getting into difficulty.

The series of studies conducted in the Capital District have aroused considerable interest among agencies in New York State. The Governor's Panel on Juvenile Violence asked us to collect record data comparable to our Schenectady data on juveniles in two additional upstate counties in order to provide some data base for recommendations about the handling of violent youth. This study was conducted, using one research assistant sponsored by NSF funds and a number of graduate students paid by DCJS. The research report (attached) is thus a joint product of the Juvenile Justice Project and the Governor's Panel.

Both record data and interview data forms developed in the Juvenile Justice Project have been requested by staff of the Division for Youth for their consideration in developing new procedures in that agency. A tentative proposal (attached) for the development of a model DFY program in the Capital District has been presented by the Juvenile Justice Project to DFY and is under consideration by that agency. This model project would be based on the themes of (1) minimizing penetration into the system, and (2) systematic differential intervention programs for different kinds of children - themes which derive support from the Juvenile Justice Project studies.

Members of the Program Analysis and Review Unit of the N.Y.S. Budget Division have requested our help in developing recommendations for reorganization of the whole process of handling juvenile offenders in the State. A series of meetings are currently being held between Dr. Warren and the staff of this unit.

Our work has brought us into touch with others who are conducting research in the juvenile area. For example, we have been interchanging ideas with staff of the N.Y.C. Community Service Society. Here, as with numerous other research efforts, our data collection instruments are being picked up as having very general usefulness in compiling information about police, intake and court processing, as well as information about perceptions of youths concerning themselves, their offense behavior and the juvenile justice system.

Two dissertations are coming out of the Project:

Henry Paquin, "Characteristics of Youngsters Referred to Family Court Intake and Factors Related to Their Processing"

Philip Harris, "The Interpersonal Maturity of Delinquents and Nondelinquents"

In addition, Janet Rothacker will be using the Project data on female delinquents from the family court and from DFY in her dissertation.

June 11, 1976

The office of Lt. Governor Mary Ann Krupsak requested information on our findings at the Hudson School for Girls. Our report to the Lieutenant Governor included detailed information concerning the characteristics of Hudson girls, their attitudes toward themselves, DFY, the Hudson program; and their beliefs about the impact of the DFY program on them. The report was used to decide on a recommendation with respect to closing or keeping open the facility. It was kept.

This subproject has been very well received by State officials in New York. Because such busy people seldom take the time to express their appreciation, a recent letter from Governor Hugh Carey's Special Assistant on Health Affairs is set out in full below.

* * * * *

State of New York
Executive Chamber
Albany 12224

April 9, 1976

Dr. Rita Warren
School of Criminal Justice
State University of New York at Albany
1400 Washington Avenue
Albany, New York 12206

Dear Dr. Warren:

I want to express my personal appreciation to you, and the members of your staff, for your cooperation and assistance in the completion of the work of the Governor's Panel on Juvenile Violence over the last several months.

The Panel's report and recommendations were submitted to Governor Carey on January 1st and will be of great value in developing specific proposals for submission to the Legislature at this Session.

Your assistance in our efforts to strengthen the Juvenile Justice System has been most helpful. I trust that we will be able to formulate specific approaches based on the Panel's report that will enable our courts to achieve individualized justice for juveniles and provide appropriate community safeguards. Your assistance in this process is very much appreciated.

Sincerely,

(signed)
Kevin M. Cahill, M.D.
Special Assistant to the
Governor on Health Affairs

Criminal Justice Baseline Statistics Laboratory: Initially designed to focus on official accounting for crime in New York State the laboratory has utilized about \$105,295 (16%) of the total grant funds. Three monographs (Statistical Reports, 1, 2, and 3) under the general title of OFFENSES KNOWN IN NEW YORK STATE: 1960-70 were prepared and given wide distribution within the State. A less comprehensive national distribution was also made. New York State's Division of Criminal Justice Services accepted the project recommendation that the statistical function be taken from the Department of Correctional Services and lodged in the New York State Information and Identification System, an element of NYSDCJS. Because the laboratory studies revealed a number of other problems regarding the development of data collection forms, analysis of the resultant data, and dissemination of results to the participating agencies, NYSIIS requested that Professor Michael J. Hindelang, our Baseline Laboratory director, serve in an advisory capacity on a statewide committee that will guide the work of their office in implementing the new data collection system. We believe that this new arrangement will result in the first substantial improvements in data collection and analysis of offenses known information in New York State in four decades. Because its function was essentially taken over by New York State, operation of the Laboratory was phased out during the first half of the 1975-76 academic year. Still pending on Professor Hindelang's individual research agenda are analysis and publication of results on the Massachusetts project regarding direct measurement of the relationships among official police reports, self-reporting of crime, and the results of victim surveys.

A major spinoff from the Criminal Justice Baseline Statistics Laboratory component of this grant has been federal support of Professor Hindelang in two major related projects at the national level. The Law Enforcement Assistance Administration has thus far invested \$1,470,673 in these two ongoing projects. An additional \$514,000 in funding for fifth and sixth year continuations is under consideration. The first, the Utilization of Criminal Justice Statistics Project, has resulted in the following LEAA publications to date, with more to come:

- Sourcebook of Criminal Justice Statistics - 1973,
by Michael J. Hindelang, Christopher S. Dunn,
L. Paul Sutton and A. L. Aumick.
- Sourcebook of Criminal Justice Statistics - 1974,
by Michael J. Hindelang, Christopher S. Dunn,
A. L. Aumick and L. Paul Sutton.
- Public Opinion Regarding Crime, Criminal Justice
and Related Topics, by Michael J. Hindelang.

- New Directions in Processing of Juvenile Offenders: The Denver Model, by Lawrence E. Cohen.
- Who Gets Detained? An Empirical Analysis of the Pre-adjudicatory Detention of Juveniles in Denver, by Lawrence E. Cohen.
- Offender-Based Transaction Statistics: New Directions in Data Collection and Reporting, by Carl E. Pope.
- Sentencing of California Felony Offenders, by Carl E. Pope.
- The Judicial Processing of Assault and Burglary Offenders in Selected California Counties, by Carl E. Pope.

This project was described by Professor Hindelang in the foreword to a recent publication as follows:

"THE UTILIZATION OF CRIMINAL JUSTICE STATISTICS Project was funded initially in 1972 by the National Criminal Justice Information and Statistics Service of the Law Enforcement Assistance Administration. One primary aim of the project is the production of annual editions of the Sourcebook of Criminal Justice Statistics, a compilation of available nationwide criminal justice statistical data. A second aim has been and continues to be an examination of the utility that a variety of criminal justice statistical data bases have for addressing questions of practical and theoretical interest in the field.

One product of that examination is a series of analytic reports, of which this volume is one. These reports, written by staff members of the Utilization of Criminal Justice Statistics Project, all have a common theme: the discussion of a central criminal justice topic using an exemplary or innovative criminal justice data base. Each report in the series not only discusses substantive findings in regard to particular issues, but also considers the qualities and limitations of the data, as well as techniques and problems of analysis, in relation to the substantive findings.

At a time when criminal justice statistics development is extensive, and often expensive, these analytic reports focus attention on one often overlooked function of criminal justice statistics. It often happens that data are collected--usually at great expense--without subsequent efforts to utilize such data to address the pressing problems that confront criminal justice. This series of Analytic Reports explores the problems and prospects inherent in the application of various sources of criminal justice statistical data to issues of interest and concern to agency personnel, planners, researchers, and the public alike".

This policy oriented project had its beginning in our NSF supported Criminal Justice Baseline Statistics Laboratory.

The second project spun off from the Baseline effort by Professor Hindelang and funded by LEAA involves analysis of the National Crime Panel Data. The victim survey results have important implications for crime specific planning, delivery of services to victims of crime, victim compensation programs, evaluation of crime reduction efforts and for crime control planning generally. Similarly the attitude portion of the NCP effort contains valuable information about citizens regarding their "fear of crime," evaluation of police performance, and the relationship of attitudes to victimization. This project has resulted in the following publications to date:

1. Michael J. Hindelang, Criminal Victims in Eight American Cities: A Descriptive Analysis of Common Thefts and Assaults (Boston: Ballinger Publishers, in press).
2. Michael R. Gottfredson and Michael J. Hindelang, Classification and Analysis of Injury and Theft in Personal Crime (A monograph now under review by LEAA for GPO printing).
3. Michael J. Hindelang and Michael R. Gottfredson, A Multivariate Analysis of Rates of Personal Victimization (A monograph now under review by LEAA for GPO printing).
4. James Garofalo, Public Opinion About Crime in Urban America: The Attitudes of Victims and Non-Victims (A monograph now under review by LEAA for GPO printing).
5. Michael R. Gottfredson and Michael J. Hindelang, "Victims of Personal Crimes: A Methodological Disquisition," Proceedings of the Social Science Section of the American Statistical Association, 1975.
6. Michael J. Hindelang and Michael R. Gottfredson, "The Victim's Decision Not to Invoke the Criminal Process," in William McDonald (Ed.), The Victim and the Criminal Justice System (Beverly Hills: Russell Sage Pub., 1976).

7. Michael R. Gottfredson and Michael J. Hindelang, "Bodily Injury in Personal Crimes," in Wesley Skogan (ed.), Sample Surveys of Victims of Crime (Boston: Ballinger Publishers, in press).

At least three more publications are at various stages of completion.

Our Baseline Laboratory project with its spin offs does seem to have met our management objectives of producing quality research on specific criminal justice issues that has direct and fairly immediate impact on system operations. In addition, it has led to six doctoral dissertations that expanded the funded research. In the process, the project did lead to considerable development and growth in the capacity of our faculty to establish and maintain faculty/student research teams that has made our School the outstanding center of criminal justice research in the United States and an awesome machine for the development of a new breed of research oriented criminal justice doctoral holders who are taking positions in academia, in governmental operating agencies, and in public and private research agencies. One of your original site visitors characterized our program as "a national resource." This project improved and expanded that resource.

Special Research Studies: To capitalize on the potential for meaningful research existing in our very broad gauged faculty and student body, a total of about \$108,234 (16%) of the grant funds was set aside for much smaller, special research studies. Fourteen professors participated in the program with 39 projects varying in cost from no expenditure to \$7,527.29 of grant support.

These projects have had an impact far out of proportion to the amount of money expended for them. As seeding efforts, they resulted in the award of at least \$491,238 in additional grant and contract funds from LEAA, the New York Division of Criminal Justice Services, and the City of Hartford (Connecticut) with an additional \$300,000 grant now pending. They have resulted already in major publications on such diverse topics as campus disorder, police corruption, rape, the fencing of stolen property and a code of correctional procedure. The projects on rape and the fencing of stolen property were early efforts in what have since become priority national programs.

And more is yet to come from these modestly funded efforts. A major study of techniques for victim impact reduction is underway in the police department at Hartford, Connecticut; work on the history and development of penal codes will continue; a major study of segregation in prisons is now nearly ready for the printer; important studies on the stresses encountered by prison inmates are underway; the use of behavioral objectives in probation is being tested; and the Albany County

jail now has a work release program.

Typical of ongoing activity initiated with special study grants are two more studies. During this past academic year, one second year graduate student has been working on a study of drug use in female prisons under the supervision of Professor M. Q. Warren. The major product of the study was a research proposal to the National Institute on Drug Abuse for an extensive study of this topic in the female prisons of New York State and Connecticut. The state correctional systems have given their blessings for the study, and word on funding from NIDA should be received during June. A comprehensive bibliography has been prepared on the use of medication in prisons, and on the relationship between medication and the social structure of prisons. The research ideas proposed include: (1) a description of the nature and extent of medication in female prisons; (2) a description of the purposes and practices surrounding medication from the perspectives of both inmates and staff; and (3) a comparison of individual drug use in the prison with prior illegal drug use. Both record data and interview data will be used. A goal of the study will be to make recommendations to the agencies regarding improved medical procedures, especially for use with those women having prior drug abuse problems.

Another second year graduate student has been working under Professor Warren on a study of juvenile violence. There are two major products of the study: (1) a survey of literature and current programs in this area, including a statement of definitional issues; description of violent juveniles summarized across studies; typologies of violent offenders; biological, psychological and psychiatric, and subcultural theories of violence; and descriptions of intervention strategies for violent juveniles; and (2) the report of a study of Juvenile Violence in Three Upstate New York Counties. The student spent approximately two months on rater training, data collection and write-up for this study; costs for rater time and computer analysis were paid by the New York State Division of Criminal Justice Services. Copies of the reports on both aspects of the study are being forwarded. The work in connection with (1) above has led to contact with the project on "dangerousness" being conducted out of Battelle in Columbus by John Conrad and Simon Dinitz. Professor Warren has been asked to serve as a consultant on juveniles with that project. The study of the upstate counties (2) was conducted at the request of Governor Carey's Task Force on Juvenile Violence. Although some data were available on New York City youth, nothing was known about the characteristics of upstate youth who were assumed to be less violent. Our report thus made a major contribution to the data base from which the Task Force was able to make its recommendations to the Governor.

All of the publications and reports resulting from the Special Studies section of the grant are listed in the attached

annotated bibliography of supported publications. More will obviously be forthcoming. Again it seems to us that all of the objectives listed earlier in this letter have been achieved in the Special Studies portion of this grant.

General Support: Because the indirect costs usually included with research grants were not added when this grant was converted from development to research, your office authorized expenditures for general support purposes. These costs are related primarily to the juvenile justice and criminal justice baseline statistics laboratory projects and to general grant administration and support. A total of approximately \$207,380 (32%) of the grant funds were so spent. No attempt has been made to allocate these costs to particular grant components.

Two important general items in this category of support expenditures were enhancement of the general research capability of our faculty and advanced students through the establishment and maintenance of a research reference library collection and the beefing up of our computer capability both through the purchase of remote terminal equipment and of machine time. These are lasting contributions to the research capacity of the School. A series of research colloquia directly related to substantive research supported by the grant was also conducted.

The balance of general support funds went for general supplies, office equipment, duplication, postage, telephone, summer administration and miscellaneous clerical assistance.

III. General Observations

It is my considered judgment as principal investigator under this grant for Research Applied to National Need that its unique nature was tremendously successful both in the production of high quality research results (much of which had immediate impact on criminal justice policy formulation and implementation) and in the enhancement of the research capability of a faculty and graduate student body that are truly a national resource. That success is attributable, in substantial part, to the flexibility with which we were allowed to utilize the authorized funds. The two basic major projects, although quite focused, were adapted to changing conditions during the five year life of the grant, and the Special Studies projects made it possible to direct dedicated student talent at a wide variety of targets of opportunity with effective use of faculty time for supervision.

Direct input at both the policy and operational levels was made to criminal justice agencies in cities, counties, and at the state levels. There has also been a surprisingly great impact on federal criminal justice research policies. The

June 11, 1976

lessons learned and broadly disseminated throughout the nation by publications in reports, journal articles, theses, dissertations and books can be expected to have not only national but international impact.

And, in the process, our faculty members and students became more accustomed to and comfortable with working hand in hand with criminal justice practitioners. Their experience poured into our classroom instruction as well as into publications. As our students leave and take positions elsewhere in the nation, officials in their new locations will benefit from their experiences under this grant. The student principally involved with Professor Hindelang in the Baseline studies is now developing a similar program in Wisconsin from his base as a professor at the University of Wisconsin at Milwaukee. One who worked with Professor O'Leary in Connecticut on prison management and training on an early Special Studies project is now doing similar work in Pennsylvania as one of his contributions as a professor at Pennsylvania State University.

Our professors also continue to build on their experiences funded under this grant as they continue their research and teaching. Particularly in social science field research, experience aids in the building of expertise. There has been remarkably little turnover in our faculty during the life of this grant, due in no small part to opportunities made for total utilization of their potential in grant funded projects, both large and small.

IV. Recommendations

Because, in your letter of 2 April 1976, you specifically solicit comment on "what you and your colleagues learned during the course of the work and any advice you might be able to provide the Foundation," I respectfully submit the following recommendations to you and to the National Science Foundation:

1. encourage the incorporation of short range, immediate impact components designed to give some quick payoff to research site agencies into all long range basic social science research projects involving field research;
2. all other things being equal, award problem oriented social science research grants and contracts to teams showing an interest in building an enhanced research capacity into the team and into the institution of which it is a part during the project;

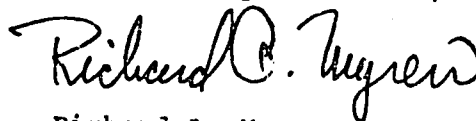
June 11, 1976

3. recognize the tremendous "bang for the buck" available through research by talented but low paid graduate students supervised essentially without cost by professors in odd moments of their time; and
4. continue to fund faculty/student research on crime problems in the flexible mode of this grant which is seemingly impossible under the more immediate crime reduction programs of LEAA.

It appears to me that the National Science Foundation can contribute to basic social science research breakthroughs by funding university research teams that are problem oriented. This was the message of the Behavioral and Social Science report; it is also a lesson learned in the first 10 years of operation of the research program of the SUNYA School of Criminal Justice and particularly during the life of this grant.

Appended is an annotated list of publications resulting from this grant and a list of students whose degree candidacy consisted in part of research supported under the grant. If further information is required, please write or call me at 518/457-6514.

Respectfully submitted,



Richard A. Myren
Principal Investigator
Professor and Dean

RAM:cw

Attachments

ATTACHMENT ONE

This is a list of students who recieved stipends for research assistance under the grant during its life. It does not include students assisted under grants spun off from or seeded by this grant.

| | | |
|---------------------------------|------------|-----------------|
| Articolo, D., 1974-75 | 1973 M.A. | |
| Broderick, B. 1975-76 | 1975 M.A. | Ph.D. Student |
| Brown, E. 1974-75 | 1975 M.A. | Ph.D. Student |
| Calpin, J. 1973, 74-75 | 1973 M.A. | Ph.D. Student |
| Christianson, S. 1973-74 | 1973 M.A. | Ph.D. Candidate |
| Clancy, J. 1973 (Fall) | 1973 M.A. | |
| Clear, T., 1971, 72-73 | 1973 M.A. | Ph.D. Candidate |
| Cosgrove, C., 1973-74 | 1973 M.A. | Ph.D. Student |
| Couse, C., 1975-76 | 1975 M.A. | Ph.D. Student |
| Croft, E., 1971-72 | 1972 M.A. | Ph.D. Student |
| Cunniff, M., 1971-72 | 1972 M.A. | |
| Disare, J., 1975-76 | 1975 M.A. | Ph.D. Student |
| Dunn, C., 1972 (Spring) | 1974 M.A. | Ph.D. |
| Feyerherm, W., 1973-75 | | Ph.D. Candidate |
| Francis, P., 1971-72 | 1973 M.A. | |
| Goldkamp, J., 1974-75 | 1974 M.A. | Ph.D. Candidate |
| Goldstein, H., 1971-72 | 1971 M.A. | |
| Guilliams, P., 1975-76 | 1976 M.A. | Ph.D. Student |
| Hagel, S., 1973, 74-75 | 1973 M.A. | Ph.D. Student |
| Hahn, N., 1975-76 | | Ph.D. Candidate |
| Hannahs, M. Sp. '72 Summer '73 | 1974 M.A. | |
| Harris, P., 1973, 74-75 | 1974 M.A. | Ph.D. Student |
| Harrison, D., 1971-72 | WD | |
| Jackson, R., Sp. '72 Summer '73 | 1973 M.A. | |
| Jester, J., 1974, 75-76 | 1973 M.A. | Ph.D. Student |
| Katsampes, P., 1972 (Spring) | 1971 M.A. | |
| Katz, J., 1974-75 | 1974 M.A. | Ph.D. Student |
| Kellerhouse, R., 1972-73 | 1973 M.A. | |
| Keveles, G., 1972-73 | 1971 M.A. | Ph.D. Student |
| Kobialka, S., 1972-73 | 1974 M.A. | |
| Kwalwasser, W., 1975-76 | 1975 M.A. | Ph.D. Student |
| Leahy, J., 1974-75 | 1975 M.A. | |
| Lombardo, L., 1973-74 | 1973 M.A. | Ph.D. Candidate |
| Lord, E., 1972, 73-74 | 1975 M.A. | Ph.D. Student |
| McCarthy, B., 1973, 74-75 | 1972 M.A. | Ph.D. Student |
| Main, D., 1972-73 | 1973 M.A. | Ph.D. Student |
| Meyer, J., 1972-73 | 1976 Ph.D. | Ph.D. |
| Nagler, E., 1971-72 | 1972 M.A. | Ph.D. Student |
| Nuffield, J., 1971-72 | 1971 M.A. | Ph.D. Candidate |
| O'Malley, J., Summer '73 | 1973 M.A. | |
| Palm, R., 1971-72 | 1972 M.A. | |
| Parisi, N., 1973-74 | 1972 M.A. | Ph.D. Candidate |
| Paquin, H., 1973-75 | | Ph.D. Candidate |
| Paul, W., 1975-76 | 1975 M.A. | Ph.D. Student |
| Rosc, K., Fall 1973 | 1974 M.A. | |

| | | |
|---------------------------|-----------|-----------------|
| Rosen, R., 1974, 75-76 | 1974 M.A. | Ph.D. Student |
| Rothacker, J., 1975-76 | 1974 M.A. | Ph.D. Student |
| Schwartz, M., 1972-73 | 1972 M.A. | |
| Seymour, J., 1973, 74-75 | 1973 M.A. | Ph.D. Student |
| Singer, S., 1972, 73-74 | 1973 M.A. | Ph.D. Student |
| Spill, R., Spring 1972 | 1972 M.A. | |
| Stageberg, P., 1971-72 | 1971 M.A. | Ph.D. Student |
| Stephens, M., Spring 1972 | 1971 M.A. | |
| Stowell, G., 1975-76 | | Ph.D. Student |
| Trilling, C., 1973, 74-75 | 1974 M.A. | Ph.D. Candidate |
| Wilbanks, W., Spring 1972 | 1972 M.A. | Ph.D. |
| Wright, E., 1975-76 | 1975 M.A. | Ph.D. Student |
| Wylen, J., 1975-76 | | Ph.D. Student |
| Yeager, M., 1975-76 | 1975 M.A. | Ph.D. Student |
| Zillo, J., 1974, 75-76 | 1974 M.A. | Ph.D. Student |

ATTACHMENT TWO

This is a list of reports previously or contemporaneously submitted on work supported by this grant that supplement or illustrate the narrative administrative reports. It does not include reports on projects spun off from or seeded by this grant. Where additional reports are pending, that fact is also noted.

I. Reports on the Juvenile Justice Project

- A. Narrative Administrative Reports: As a principal thrust of the grant, this project is covered in some detail in the narrative administrative reports of 22 November 1971, 9 June 1972, 5 October 1972, 25 May 1973, 31 May 1974, 15 October 1974, 15 May 1975, 15 September 1975 and the narrative portion of this report.
- B. Progress Report on (Juvenile Justice) Project, 4 October 1972. (Deals with the Rochester design) by Robert Hardt.
- C. Supervision Teams in Probation (Reports I, II and III), by Vincent O'Leary and Todd R. Clear (Deal with development and application of the team concept in probation in Rochester and elsewhere).
- D. Juvenile Justice Project, Interim Report, 4 February 1974.
- E. Juvenile Violence in Three Upstate New York Counties (Final Report), by Professor M. Q. Warren, 1 March 1976. (attached.)
- F. N.Y.S. Division for Youth Placement and Programming for Tri-County Capital District Juvenile Offenders, by Professor M. Q. Warren (To be forwarded, summer of 1976). This is a final report and leads to a proposal for a Model DFY Program in the Capital District, by Professor M. Q. Warren, May 1976. (attached.)
- G. Juvenile Processing by the Schenectady Police Youth Aid Bureau, by Professor M. Q. Warren (To be forwarded, summer of 1976.)
- H. Juvenile Processing at Schenectady County Probation Intake and Family Court, by Professor M. Q. Warren (To be forwarded, summer of 1976).
- I. Use of Community Resources by Delinquents and Non Delinquents, by Professor M. Q. Warren (To be forwarded, fall of 1976).

II. Reports on the Baseline Statistics Laboratory Project

- A. Narrative Administrative Reports: As a principal thrust of the grant, this project is covered in some detail in the narrative administrative reports of 22 November 1971, 9 June 1972, 5 October 1972, 25 May 1973, 31 May 1974, 15 October 1974, 15 May 1975, 15 September 1975 and the narrative portion of this report.
- B. Offenses Known in New York State: 1960-1970 (Reports No. 1, 2, and 3), by Michael J. Hindelang and William H. Feyerherm (These reports dealt with shortcomings in the New York State system of accounting for crime, discussed trends revealed by the existing statistics, and pointed out possible improvements). (These reports resulted in essentially a take over of the project by the State).
- C. On the Victimization of Juveniles: Some Preliminary Results, by William H. Feyerherm and Michael J. Hindelang, *Journal of Research on Crime and Delinquency*, 1974-75.

III. Special Studies Project

- A. Narrative Administrative Reports: Again, this series of studies is described in detail in the interim reports referred to above.
- B. The County Jail: Feasible Reform in a Tight Economy, by Martin D. Schwartz and Robert A. Laud Humphreys, August 1972. (This report began a continuing liaison between our School and the Albany County Sheriff's Office concentrating on jail problems. The Dean wrote the necessary Equal Employment Opportunity program for the Department and Professor O'Leary then prepared a proposal that was funded for a work release program in the jail. The SUNYA School of Social Welfare now also places students in the jail.)
- C. Changing Corrections Officers Through Decision Making Training Sessions, by Paul Katsampes (Katsampes is now a Professor in Colorado who has applied these techniques there.)
- D. Rape in New York City: A Study of Material in the Police Files and Its Meaning, by Duncan Chappell and Susan Singer, March 1973. (This was an early study in what has become an area of national priority. Both of the principals moved on to further funded studies. The New York City Police Department has made substantial changes in its reaction to rape cases since this study was done.)

- E. No Questions Asked: A Consideration of the Crime of Criminal Receiving, by Duncan Chappell and Marilyn Walsh (Again this study was the forerunner of others by both principals in an area that has also become nationally prominent. Ms. Walsh completed her dissertation on the subject, which is now in press as a book. The U.S. Senate showed great interest in this area.)
- F. Receiving Stolen Property: The Need for Systematic Inquiry Into the Fencing Process, by Duncan Chappell and Marilyn Walsh. (A further elaboration of E above.)
- G. Crime and Criminal Justice at the Turn of the Century, by Leslie T. Wilkins, The Annals; July 1973. (A consideration of what crime will look like in the year 2000.)
- H. In Search of a Model Act for Prisoners Rights, by Fred Cohen. (This work has been adapted to juvenile institutions and is being carefully considered by the new Commissioner of the New York State Division for Youth.)
- I. Alternatives to Disciplinary Segregation, by Donald J. Newman and Brian McCarthy, Summary Report 1974 (This study is resulting in a book that should go to press in 1976.)
- J. Authoritarianism, Religiosity and Reactions to Deviance, by Graeme R. Newman, Donald J. Articulo, and Carol Trilling. (This is an important contribution to the general literature on crime and delinquency.)
- K. Operational Parameters in the Stolen Property System, by Marilyn Walsh and Duncan Chappell (Presented at the 44th National Operations Research Society of America Meeting, November 1974; published by the Journal of Criminal Justice) (Further elaboration of work described above.)
- L. Forcible Rape: A Bibliography, by Duncan Chappell, Gilbert Geis, and Faith Fogarty, Journal of Criminal Law and Criminology, 1974.
- M. The New York City Police Department Anti-Corruption Campaign: October 1970 - August 1972, by William P. Brown. (This resulted in an LEAA published monograph on the subject.)
- N. Police Reactions to Search and Seizure Guidelines: A Feasibility Study, by Michael J. Hindelang (Although this initial investigation was fruitful, funding attempts were dropped when police cooperation was not forthcoming.)

- O. Local Policing-A Three Dimensional Task Analysis, by William P. Brown, 3 Journal of Criminal Justice 1-16 (1975). (This is now a chapter in a book entitled, Ethical, Rational Police Administration to be published in 1976 by the Ballinger Publishing Co..)
- P. Should the United States Adopt a National Substantive Criminal Code for Serious Offenses?, by Richard A. Myren, 2 Journal of Criminal Justice 103-111 (1974) (One result of a continuing study of the history and development of criminal codes in the United States.)
- Q. Computer Information Security: Threats and Countermeasures, by Graeme R. Newman and Donald Articolo, September 1975 (A preliminary look at the problem of computer crime.)
- R. Contemporary Sentencing Proposals, by Vincent O'Leary, Michael Gottfredson and Arthur Gelman, September 1975. (A video-tape of discussions among leaders in the field with an accompanying background article for use in course instruction.)
- S. Research on Research: A Preliminary Report, by M. Q. Warren. (This report contains considerations advanced by researchers and will be joined, as time permits, to another reflecting views of the field practitioners.)
- T. Program Enrichment in Criminal Justice Education: A Feasibility Study, by Graeme R. Newman and John Goldkamp. (This study explored the use of commercial films to supplement criminal justice education with positive results.)

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