

## Ohio Communities Participate in Initiative to Reduce Violence

*Lisa Shoaf, Director, Ohio Statistical Analysis Center*

In the summer of 2007, eight cities in Northern Ohio collaborated with state and federal agencies to form the Northern Ohio Violent Crime Consortium (NOVCC). The goal of the NOVCC is a coordinated and effective intelligence-led, data-driven, multi-jurisdictional, multi-agency violent crime reduction strategy focusing on firearms suppression and gun-related crimes. In October, the NOVCC received the largest Byrne Discretionary award in the nation, nearly six million dollars, to implement this violence reduction strategy.

A significant portion of this grant was provided to the state Attorney General's Office to enhance its National Integrated Ballistics Information Network (NIBIN) submissions and to law enforcement agencies to conduct special operations. Money was also set aside to provide training relevant to law enforcement and other criminal justice agencies. Training topics include the role of law enforcement in reentry, the use of intelligence analysts, the adoption of intelligence-led policing, and the implementation of a violence prevention strategy to reduce group-related violence. This article focuses on the violence prevention strategy and how it is being implemented in cities across Ohio.

### Cincinnati Initiative to Reduce Violence (CIRV)

Violent crime in cities throughout the United States is a source of great concern for city officials and residents. Since 2000, the city of Cincinnati has

faced a rapid rise in homicides, with 89 homicides recorded for 2006. Research indicates that the majority of these homicides were committed by individuals involved in groups or gangs. The city of Cincinnati turned to Professor David Kennedy of the John Jay College of Criminal Justice and to researchers Robin Engel and John Eck of the University of Cincinnati's Policing Institute to develop a strategy aimed at reducing group-related gun homicides. The resulting focused deterrence strategy is called the Cincinnati Initiative to Reduce Violence (CIRV). It is modeled after Boston's Operation Ceasefire, which successfully reduced the city's youth homicides per month by 63% in the mid 1990s. A team with representa-

tives from Cincinnati's criminal justice agencies, social service providers, and community members and organizations was formed to implement this strategy.

Approximately 1,000 individuals were found to be involved with violent groups in Cincinnati. Representing 0.3% of the city population, these violent group members were involved as victims or offenders in 74% of homicides. The framework of CIRV targets this extremely small population of high-rate chronic offenders. The strategy involves face-to-face sustained communication with these groups, stating that the violence will stop, the violence is wrong, and help is available. Direct engagement and meticulous follow-up are imperative.

*(See OHIO, p. 8)*

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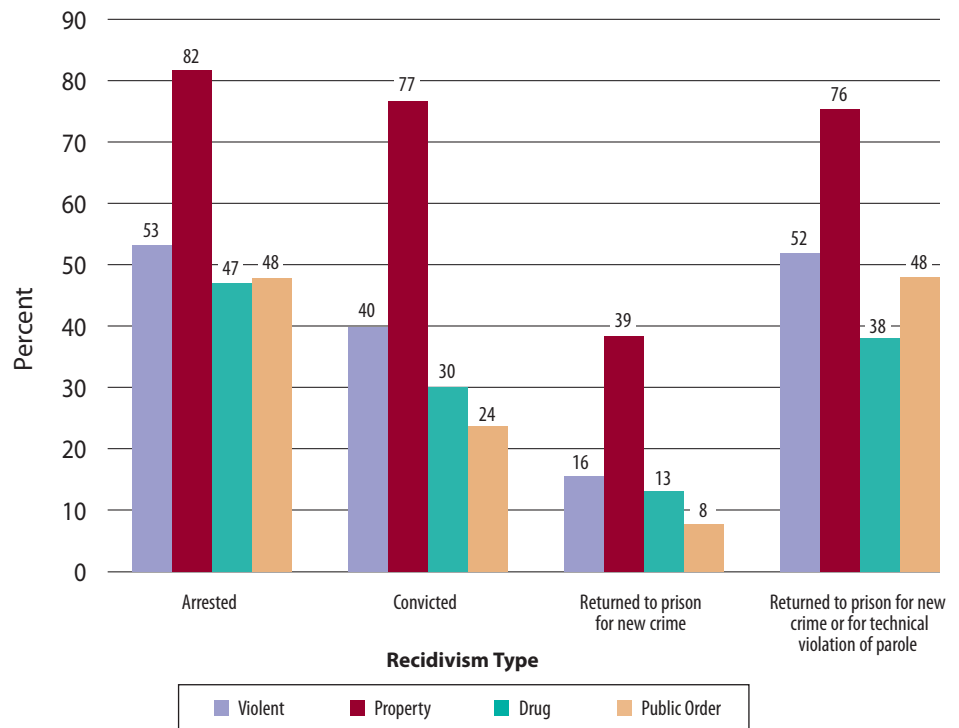
# Improving Recidivism Data in Indian Country

Steven W. Perry, Statistician, Bureau of Justice Statistics, U.S. Department of Justice

Within the first 12 months of their release from state prison, an estimated 45% of American Indians are rearrested for new crime—a felony or serious misdemeanor—and 25% are convicted for a new crime.<sup>1</sup> Within three years of release about 15% of the 75 American Indian violent offenders released for murder were arrested for another homicide. Among the 341 tribes across the lower 48 states living on or near reservations, the recidivism rates could be higher than the national estimates among American Indians in the general population.

According to President Bush in his 2004 State of the Union Address, “America is the land of second chance, and when the gates of the prison open, the path ahead should lead to a better life.” The 2007 Second Chance Act, as signed by the President, reauthorizes and revises an existing reentry program to provide money to states for reentry programs, creates a federal interagency task force to study and coordinate policy, and establishes a commission to carry out a number of research projects, including a study of barriers in federal policy to successful reentry.<sup>2</sup>

Recidivism among American Indians Released from State Prison in 1994, by Prior Offense Type and Subsequent Justice System Contact



The law enforcement jurisdictional maze and limited information sharing between federal, state, and tribal justice

agencies in Indian Country makes the collection and reporting of tribal crime data a daunting task. These issues also hinder tribal justice agencies’ ability to effectively control and prevent crime on reservations, in tribal communities, and on trust land. The purpose of this article is to provide *Forum* readers with background on recidivism rates among American Indians and to suggest potential opportunities for Statistical Analysis Centers (SACs) to lend technical expertise to tribal communities in their states.

## CONTENTS

<b>Feature Article</b>	
Ohio Communities Participate in Initiative to Reduce Violence . . . . .1	
Improving Recidivism Data in Indian Country . . . . .2	
<b>National Scene</b>	
<i>Second Chance Act</i> Targets Reentry and Recidivism . . . . .3	
Greater New England UCR Programs and SACs Meet in Saratoga Springs .3	
<b>JRSA News</b>	
JRSA Evaluates Use of Victim Compensation Services in Pennsylvania . . . . .5	
Process Evaluation of a Multi-Site Program: Youth and Families with Promise . . . . .7	
	New JRSA Project to Advance Performance Measurement in Pennsylvania . . . . .4
	JRP Goes Electronic . . . . .6
	<b>SAC News</b>
	Louisiana and Montana Appoint New SAC Directors . . . . .11
	New Maine SAC Data Center and Website Launched . . . . .11
	Nevada SAC Website Hosts New Crime Mapping Journal . . . . .11
	Tennessee SAC Releases Annual Publications . . . . .12
	Wyoming SAC Assesses Effects of SVORI on Recidivism . . . . .12

### BJS Studies on Recidivism

The Bureau of Justice Statistics (BJS) conducted a study of recidivism among persons released from prisons in 15 states, accounting for two thirds of all released state prisoners in 1994.<sup>3</sup> A sample drawn to represent 272,111 former inmates was followed for three years after their release, with about 1% (1,712) of the former inmates being

(See **INDIAN COUNTRY**, p. 9)

## *Second Chance Act* Targets Reentry and Recidivism

We've all heard the numbers time and time again. Each year nearly 650,000 individuals are released from prison. They return to the community with limited education and job skills, employers won't hire them because of a criminal record, some have no home to return to, and still others don't have a simple piece of personal identification. The majority of those leaving incarceration will return to a correctional facility within three years of release and the cycle of crime will continue. The *Second Chance Act of 2007: Community Safety Through Recidivism Prevention*, signed into law by President Bush on April 9th, seeks to break the cycle by improving and expanding reentry planning and implementation for offenders returning to the community.

The *Second Chance Act* is a reauthorization and revision of the grant program of the Omnibus Crime Control & Safe Streets Act of 1968. The purpose is to create a much needed comprehensive approach to services for offenders both prior to and after release from a correctional facility to aid in the transition from prisoner to productive citizen. If Congress appropriates funds, it will provide many grant opportunities for states, local and tribal governments, and non-profit organizations for programming and research.

The four areas of focus are: improvements to existing programs; new and innovative programs; enhanced drug treatment and mentoring grant programs; and improving reentry for federal prisoners. Reentry/recidivism research is included as well; the establishment of best practices is an overarching theme throughout the various areas of focus.

### Improvement to Existing Programs

The act calls for the reauthorization and expansion of adult and juvenile reentry demonstration projects at the state and local levels. Demonstration projects are those that provide educational and vocational services prior to and following release; substance abuse treatment; coordination of housing, mental, and physical

health care; mentoring; and the assessment of returning offenders to determine the risk to the community. States, units of local government, and tribal governments will be able to apply for funding under this provision. A condition of receiving funding is the development of a comprehensive strategic plan that includes performance measurement—assessing activities annually as well as at the end of five years. The expectation is that recidivism should decrease by 50% over a five-year period. Another condition is the establishment of a Reentry Task Force charged with examining ways to combine resources to achieve lower recidivism rates and collecting and analyzing data from

grantee projects in order to establish best practices. States will also be able to apply for funding to improve residential substance abuse treatment for state offenders and those receiving funding will be required to provide aftercare services.

A provision in this section also authorizes the establishment of a National Adult and Juvenile Offender Reentry Resource Center. The organization receiving that grant will be responsible for technical assistance to the states in program implementation and performance measurement, collecting data from grantees, disseminating information to states and other organizations on best practices,

(See **SECOND CHANCE**, p. 4)

## Greater New England UCR Programs and SACs Meet in Saratoga Springs

The 2008 annual meeting of the Greater New England Uniform Crime Reporting Programs and Statistical Analysis Centers was held in Saratoga Springs, New York, on May 1-2, and hosted by the New York State Division of Criminal Justice Services.

Several states were represented; UCR program managers and staff from Connecticut, Massachusetts, New York, Pennsylvania, and Vermont were in attendance, along with Margaret Chretien from the New York SAC.

The main speaker this year was Michael Maltz, now with the Ohio State University Department of Sociology. Dr. Maltz spoke on the issue of "missingness" in reported crime data (missing or incomplete data) and gave an overview of his research on the issue. He also demonstrated software he has created that allows users to identify outliers in available data.

In addition to Dr. Maltz, Lorie Stingo from the Federal Bureau of Investigation presented on the FBI's

Criminal Justice Information Services (CJIS) reorganization and gave a brief overview on the status of N-DEX and the National Incident-Based Reporting System (NIBRS). KiDeuk Kim, program research specialist with the New York State Division of Criminal Justice Services, also presented on NIBRS data integrity and demonstrated ways to compare agencies and display data.

The rest of the meeting was dedicated to dialogue among the participants, including discussions on auditing, data quality, system reliability, and current state initiatives. A site for next year's meeting has not yet been chosen; all interested in attending should contact Dan Bibel with the Massachusetts State Police (daniel.bibel@pol.state.ma.us) or Max Schlueter with the Vermont Crime Information Center (mschluet@dps.state.vt.us). ☞

— Lisa Walbolt Wagner

**(SECOND CHANCE, from p. 3)**

developing a national research agenda, and creating a database that makes information on available services more accessible to offenders.

**New and Innovative Programs**

Funds are authorized for the establishment of state, local and tribal reentry courts that closely monitor offenders and provide access to services; the development of substance abuse treatment programs that serve as alternatives to confinement for individuals; and family substance abuse treatment for nonviolent offenders who are parents. Family substance abuse treatment programs are to be developed to serve as alternatives to confinement and for in-prison treatment. A study will be conducted by the National Institute of Justice in consultation with the National Institute on Drug Abuse on the use and effectiveness of Department of Justice funds used for aftercare services. A grant program to evaluate methods to improve academic and vocational education for offenders in prison, jails, and juvenile facilities is also authorized; and yet another provision includes technology career training for prisoners.

**Enhanced Drug Treatment and Mentoring**

Under this section of the act, grants are authorized to improve drug treatment for federal inmates and to reduce drug and alcohol use by long-term users. An interim report is to be submitted to Congress on best practices by the Attorney General in September of 2009. The final report is due a year later.

Under the mentoring provision, funding is authorized for nonprofits that provide mentoring and transitional services. The Department of Labor is also authorized to fund programs that assist nonviolent offenders in gaining and retaining employment. Also included in this section is the requirement of the Director of the Federal Bureau of Prisons (BOP) to allow mentoring that took place during incarceration to continue once an offender has been released, and that any program that interferes with prisoners' access to educational materials, such as the

Standardized Chapel Library project, be discontinued.

**Improving Federal Offender Reentry**

This fourth and final section includes the requirements to develop a federal reentry initiative to serve inmates prior to and following release by the BOP, and a pilot program for releasing elderly inmates to house arrest as a responsibility of the Attorney General. The authorization for establishing the Federal Remote Tracking and Reentry Training (ReStart) program for high-risk offenders returning to their community is another provision.

Research is also discussed. An important part of the intended comprehensive approach of the *Second Chance Act* is to establish best practices and develop and identify programs/services with demonstrable results in reducing recidivism. At the state level, grants are mentioned for the study of parole and post-supervision revocation data and public safety issues. There is also mention of data collection and the establishment of best practices for the coordination of efforts among state corrections departments and child protection agencies. Once best practices are identified, states would be expected to incorporate them into their policies and procedures. The National Institute of Justice may conduct research on the likelihood of children of incarcerated parents becoming involved in the criminal justice

system, a mechanism to compare rates of recidivism, and characteristics of non-recidivating offenders. The Bureau of Justice Statistics is mentioned regarding research on special populations, determining which offenders present the greatest risk to victims and the community, annual reports on the characteristics of the population reentering society, parole and probation violation and revocations, a national study of recidivism every three years, and the most appropriate measure to use when reporting recidivism rates.

The act also includes a miscellaneous provision that extends the date for the report of the National Prison Rape Elimination Commission on the impacts of prison rape, thus extending the term of the Commission.

— Jessica Blair

For a full copy of the *Second Chance Act of 2007*:

[http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=110\\_cong\\_public\\_laws&docid=f:publ199.110.pdf](http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=110_cong_public_laws&docid=f:publ199.110.pdf)

**Reentry Resources**


Office of Justice Programs Reentry Website: <http://www.reentry.gov/>

National Hire Network: <http://www.hirenetwork.org/>

Reentry Policy Council: <http://www.reentrypolicy.org/> 

**New JRSA Project to Advance Performance Measurement in Pennsylvania**

JRSA has begun work on a new project that focuses on how to produce meaningful information on program performance in order to facilitate funding decisions and improve programs' performance. Over 18 months, JRSA will be helping the Pennsylvania Commission on Crime and Delinquency's Office of Criminal Justice System Improvement (OCJSI) enhance its performance measurement approach by assessing its current

approach and developing a process for the selection of performance measures and submission of performance measurement data that permits individual programs to report on significant accomplishments, and permits OCJSI to aggregate performance measurement data across like programs and meet performance measurement requirements of external funding agencies. 

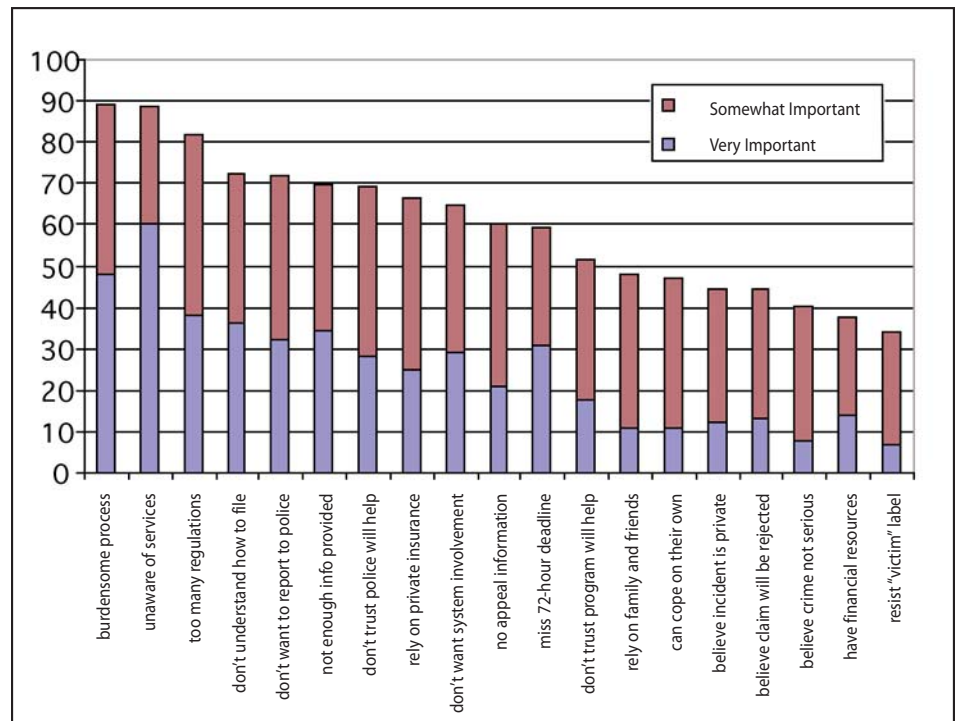
— Mary Poulin

# JRSA Evaluates Use of Victim Compensation Services in Pennsylvania

JRSA recently completed its assessment of Pennsylvania's Victim Compensation Assistance Program (VCAP). Supported with funds from the Pennsylvania Commission on Crime and Delinquency (PCCD), the goal of the study was to examine whether victim compensation was underutilized in Pennsylvania and why this might be the case. To accomplish this goal, JRSA conducted a literature review to determine the current state of knowledge regarding use of victim compensation programs; examined automated data on victim compensation collected by the state's Dependable Access for Victimization Expenses (DAVE) database; compared Pennsylvania's use of compensation to that of the nation as a whole using data collected by the Office for Victims of Crime (OVC); analyzed victim feedback cards collected by PCCD; and conducted a survey of the state's victim service providers to obtain their assessment of factors that might account for a lack of use of compensation programs.

OVC administers the Crime Victims Fund (established under the 1984 Victims of Crime Act), awarding funds to states in the form of two major formula grant programs: victim assistance and victim compensation. The victim assistance program provides states with funding to support community-based organizations that provide a variety of services, including crisis intervention, counseling, emergency shelters, criminal justice advocacy, and emergency transportation. Compensation programs reimburse victims for crime-related expenses such as medical costs, mental health counseling, funeral and burial costs, and lost wages or loss of support. Most state compensation programs have similar eligibility requirements and offer comparable benefits, with maximum awards ranging from about \$10,000 to \$25,000. Compensation is paid only when other financial resources, such as private insurance and offender restitution, do not cover the loss. To receive

Respondents' Ratings of Factors that Discourage Use of Compensation



compensation, victims must comply with state statutes and rules, which generally require victims to cooperate with reasonable requests of law enforcement and submit a timely application to the compensation program.

The literature suggests that lack of awareness about victims' services in general, and compensation availability in particular, explains to a great degree victim nonuse of these services. As a result, state compensation programs have attempted to improve training to police and local compensation program staff, and to increase their outreach efforts to victims. PCCD's Office of Victims' Services (OVS) has implemented a variety of initiatives to increase the use of compensation by victims, including extensive training and outreach to victim service agencies, prosecutors and law enforcement officers, as well as other individuals and agencies that victims are likely to come into contact with, such as probation officers, hospital staff, funeral directors, legislative staff, counselors, and community groups.

JRSA's analysis of data from

Pennsylvania's VCAP program showed the following:

- Pennsylvania's compensation policies are similar to those of other states. Pennsylvania has a more generous claim filing deadline (two years) than most states.
- From FY1999 to FY2007, the number of claims received and paid by VCAP grew steadily, with claims received almost tripling and claims paid more than tripling over this time period.
- In FY2006, the average processing time for claims was just under 8.5 weeks (10.2 weeks if forensic rape exams are excluded). This is a significant drop in processing time from years past, and well below the 90-150 days recommended by OVC.

When we compared Pennsylvania to the nation as a whole, we found that the proportion of paid claims for assault is virtually the same (47% vs. 48%). The category of child abuse accounts for

(See PENNSYLVANIA, p. 6)

**(PENNSYLVANIA, from p. 5)**

19% of claims paid nationally but only 4% of claims paid in Pennsylvania. Pennsylvania appears to pay a greater proportion of claims for homicide than the national proportion, and a lower proportion of sexual assault claims. In addition, the proportion of expenses paid for forensic rape exams in Pennsylvania was double that of the country as a whole, while the proportion of counseling expenses paid in Pennsylvania was less than half that of the nation as a whole.

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A total of 160 survey responses were received from individuals representing at least 51 of the state's counties. The vast majority of respondents were executive directors or program directors, victim/witness coordinators (29%), and victim advocates or liaisons (14%). One of the key survey questions asked respondents about their perceptions of the importance of various factors in lim-

iting victims' use of compensation services in their localities. A summary of the ratings of these factors is shown in the figure on page 5. In general, factors related to the process of filing claims were rated as being more important, while factors related to victims' beliefs were viewed as less important.


The general consensus from the literature is that more victims do not take advantage of compensation services because they are not aware of them. The findings from our survey of victim serv-

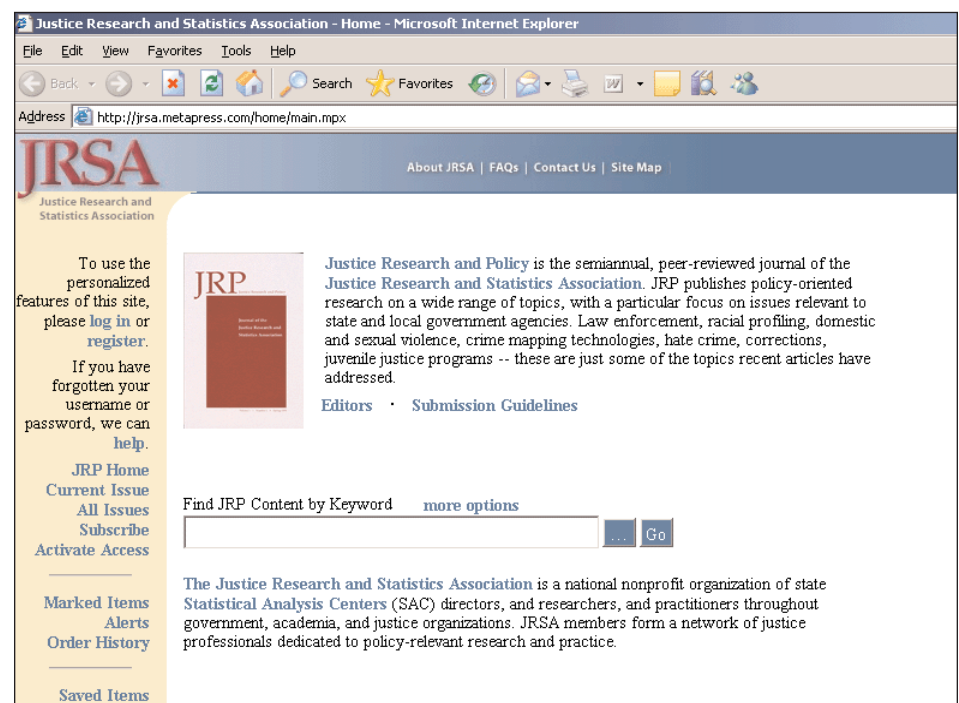
ices professionals also support this notion. The report also recommends that due to the unreliability of the data collected by OVC, PCCD should explore alternative methods for assessing the degree to which the state's compensation services are utilized. The complete report is posted on the PCCD Web site at [www.pccd.state.pa.us/pccd](http://www.pccd.state.pa.us/pccd). A link is available on the JRSA Web site in the Programs and Research Projects section. 

— Stan Orchowsky

## JRP Goes Electronic

After nine years of publication in print, *Justice Research and Policy*, JRSA's semiannual research journal, is going electronic to enhance its readers' ability to access the content more easily and efficiently. At JRP's new website, at <http://jrja.metapress.com>, JRSA members and journal subscribers have access to the full content of all issues, and can read or download files after signing in. The site has an excellent search capability, which allows readers to find content quickly. JRP is a member of

CrossRef, which enables readers to click on references from other member journals and be taken instantly to that article's site/abstract. Emails were recently sent to all JRSA members and JRP subscribers with instructions on how to register and activate access to the full content of the journal. If you belong to JRSA or subscribe to the journal and did not receive an email with your access code, please email or call Nancy Michel at [nmichel@jrja.org](mailto:nmichel@jrja.org), 202-842-9330. 



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# Process Evaluation of a Multi-Site Program: Youth and Families with Promise

JRSA is about halfway through a project to evaluate a mentoring program called Youth and Families with Promise (YFP). YFP is a statewide 4-H mentoring program in Utah designed for at-risk youths who are approximately 10-14 years old. Youths are paired with mentors, participate in 4-H activities, and also attend Family Night Out (FNO) activities with their families to strengthen family bonds. The Utah State University Extension Office oversees the program. We just recently published the first report for the evaluation entitled, "Preliminary Process Evaluation: 4-H Mentoring/ Youth and Families with Promise (YFP) Program." This report is a preliminary review of how the program is being implemented across almost two dozen sites in Utah.

In order to assess implementation we relied on many sources of data, including official documentation related to services received by youths, staff interviews and surveys regarding program design and operation, a mentor survey on program design and operation, and official program documentation regarding design. The final report on implementation will include two additional sources: interviews with program participants and observations of program activities. Collecting information from all of these sources provides insight into program design and operation from the perspectives of everyone involved in the program: program designers, program managers, program directors, individuals providing direct service delivery, and program participants.

Analyses addressed the following issues: (1) characteristics of the population served; (2) type and dosage of program activities (direct services to participants as well as other requirements such as trainings for mentors); (3) mentor-mentee relationships;

(4) satisfaction with the program; (5) involvement of a youth's family members in the program; (6) characteristics of mentors; and (7) comparison of youths who drop out versus youths who complete the program. The report considered these issues and questions for the program as a whole as well as variation across sites.

## Results

Not surprisingly, we learned that some interventions and requirements regarding program operations were functioning as expected, but others were not. Home visits (introductory visit made by staff to the youth's home) are provided as planned, the types of services provided fit with program documentation, on average sites offer FNO and 4-H activities as required, and staff report targeting youths with characteristics that match program guidance and matching youths to mentors as expected according to program documentation. Examples of those interventions and requirements that do not appear to be implemented as planned include: the change in schedule of program activities during the summer by some sites; some youths admitted were younger than the targeted age range; many youths attend FNO less often than required, but many attend 4-H more often than required; on average youths meet with their mentors less frequently per month than expected; and according to program staff reports, many mentors did not receive an orientation training. Further, though many sites are doing a good job at reporting program implementation data, others are reporting little, if any, data.

When implementation occurred as anticipated, we suspected that there were numerous reasons for it. Likely explanations include an expressed belief that the program model is effective, clear guidance from the Extension

Office to individual sites about how to carry out the program, in-person trainings given to staff and others providing direct services, requirements from the Extension Office to report certain data regarding program implementation, staff commitment to the program, strong management at the site level, and sufficient resources necessary to implement the program at the site.

Though we are not able to explain in each situation why the program did not function as designed, in some instances it appeared to be related to how program staff and/or management explicitly chose to carry out the program at a particular site. In other situations variation in implementation by sites appears to have occurred due to issues beyond the control of site staff, or, within staff control but without any apparent, explicit choices on their part about how to carry out the program. Explicit implementation choices that resulted in deviation from the model were due to factors including the availability of resources at the local level, the leeway given by the Extension Office to local sites to tailor the program (e.g., there are minimum requirements for how often a particular activity should be provided as well as guidelines for the desired frequency), and the development of site-specific policies/practices in the absence of policies/practices from the Extension Office. When explicit choices regarding implementation were not made, deviation from the design appears to have been influenced by such issues as scheduling difficulties (e.g., families unable to attend scheduled program activities), staff not scheduling activities as expected (e.g., in some sites 4-H activities were scheduled more frequently than expected), or lack of training for those responsible for carrying out the program.

(See **MULTI-SITE PROGRAM**, p. 8)

(MULTI-SITE PROGRAM, *from p. 7*)

## Discussion

None of the factors that appear to contribute to either maintaining the fidelity of the program or departing from the program model are surprising or novel. However, as we are doing a multi-site evaluation we are keenly aware that variations in implementation will likely account for differences in program outcomes by site. Though understanding which variations in program implementation may explain outcome is clearly important, it is also important to assess how the program may use this information to improve fidelity to the model and/or make modifications to the model which may improve outcomes.

Multi-site evaluation offers a valuable opportunity to consider how the program functions across a range of situations and it therefore contributes to knowledge regarding the effect of the program design more quickly than a series of single-site evaluations. With an area such as mentoring which has wide appeal but many unanswered questions regarding its effectiveness, multi-site evaluation is a worthwhile design to use.

The preliminary process evaluation report is available on the JRSA web site at <http://www.jrsa.org/pubs/reports/preliminary-process-evaluation.pdf>. ↗

— Mary Poulin

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(OHIO, *from p. 1*)

This message is delivered to offenders at a call-in session. Offenders under probation or parole are required to attend the call-in where they are confronted by representatives from three CIRV teams. **Law enforcement** delivers the message that the violence will stop and makes a promise that the actions of one group member will result in sanctions on all members of the group. The **moral voice of the community** emphasizes the impact of the groups' actions on individuals and on the community. The **social services** team offers offenders an

“honorable exit” from the violent life by providing them with immediate mentoring assistance and services such as job training and placement, education, temporary housing, and transportation.

Offenders are instructed to deliver the message to others in their group, with the reminder that if one member commits a homicide, all individuals associated with that member will go down by any legal means necessary. Subsequent call-ins are arranged on an as-needed basis to reiterate the message and to underscore the seriousness and the reality of the law enforcement response when group members do not heed the message.

While it is too early in the initiative to definitively determine CIRV's impact on gun violence in the city as opposed to the impact of other crime prevention programs, early indicators are promising. Homicides declined from a modern-age high in 2006 of 89 to 68 in 2007 (the year CIRV began)—the biggest single decline in homicides since 1991. In the months following the second call-in (October 2007–March 2008), the number of homicides that involved group members decreased 61% compared to the same months in 2006. During this same time period, the number of homicides not involving group members (over which the CIRV strategy should have no effect) remained stable. A comparison of non-fatal shootings indicates that the last quarter of 2007 saw a sharp decline in the number of non-fatal shootings compared to the same months in 2006.

One unexpected finding is the large number of offenders who wish to engage in services. Since the first set of call-in sessions in July 2007, over 200 individuals have contacted CIRV for services and are actively participating in services. Interestingly, only 20% of these individuals have attended a call-in session. All others heard about CIRV through some other mechanism, suggesting that the CIRV message is being distributed on the street. Of the 71 individuals who have completed job readiness training, 41 have obtained employment and 35 have sustained employment.

## Northern Ohio Violence Prevention Initiative

The Ohio Department of Public Safety's Office of Criminal Justice Services (OCJS), the parent agency of the Ohio Statistical Analysis Center, took a strong interest in the work of David Kennedy and CIRV. In addition to funding the University of Cincinnati's evaluation of their initiative, OCJS initiated discussions with Professor Kennedy and the CIRV team about ways in which this strategy could be implemented on a larger scale, rather than city by city. The timing could not have been better. This violence prevention strategy would fit well with the eight-city NOVCC project, the goal of which focused on violent crime reduction.

Although the premise behind this violent crime reduction strategy is a simple one, the coordination efforts required to implement it are significant. Because of this, OCJS funded the CIRV team and Professor Kennedy to provide training and technical assistance to all cities willing to engage in this type of initiative. OCJS arranged meetings between the CIRV team, Professor Kennedy, and cities to introduce to them the violent crime reduction strategy. Cities were given the chance to experience a call-in session in Cincinnati. Seven of the eight NOVCC cities submitted a letter of intent to OCJS to attend a two-day intensive training in April 2008. The training, which was organized by OCJS and paid for using the NOVCC grant, was taught by the CIRV team. The training provided an in-depth look at each component making up the CIRV structure, offered a significant amount of time for questions and answers, and allowed for breakout planning sessions that partnered representatives from each city with OCJS staff or a CIRV team member. Attendees included police chiefs and officers, representatives from the Mayor's office (including the mayor of Cleveland), city and county prosecutors, probation and parole, service providers, the Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF), the U.S. Attorney's

Office, and local universities. In addition, an invitation was extended to individuals not involved in the NOVCC but interested in learning about the initiative—the city of Dayton, Ohio, the Kentucky Regional Community Policing Institute at Eastern Kentucky University, and an assistant U.S. Attorney for the Southern region of Kentucky.

### Future Steps and the Role of OCJS/SAC

Following the training, OCJS received positive feedback from individuals of several cities that wish to move forward in implementing this strategy. In addition to funding the CIRV team and Professor Kennedy to provide training and technical assistance to cities, OCJS is working directly with the cities to arrange the delivery of technical assistance in the early stages of implementation. The CIRV team and OCJS

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“While it is too early in the initiative to definitively determine CIRV’s impact on gun violence in the city as opposed to the impact of other crime prevention programs, early indicators are promising.”

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are offering assistance to cities as they enlist key players from the three sectors (law enforcement, community, social services) vital to the strategy’s success. The CIRV team will provide a thorough

homicide review with each city, as well as an analysis of the network of groups within the cities. Beyond these services, OCJS and the CIRV team will provide ongoing technical assistance as cities engage in strategic planning, organizing the call-ins, and forming and sustaining the teams, with the ultimate goal of empowering the cities to take full responsibility and credit for implementing this violent crime reduction strategy in their community.

To assess the impact of the strategy, researchers from the University of Cincinnati will also work to develop data management with each city. From this, the researchers will conduct preliminary evaluations of the initiative on a number of key outcome measures and will present findings regarding the implementation and evaluation of the initiative throughout Ohio.

If you have any questions about this initiative, contact OCJS SAC director Lisa Shoaf, [lshoaf@dps.state.oh.us](mailto:lshoaf@dps.state.oh.us). 🇺🇸

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### (INDIAN COUNTRY, from p. 2)

American Indians. These inmates were discharged from 12 of the 15 states: *Arizona, California, Florida, Illinois, Maryland, Michigan, Minnesota, New Jersey, New York, North Carolina, Ohio, and Oregon*. Recidivism was measured as the rates of rearrest, reconviction, and resentencing to prison, and reincarceration (with or without a new sentence) among American Indians and Alaska Natives released from state prison in 1994. No tribal-specific data or studies on recidivism are available; therefore, the analyses that follow are based on overall data on American Indians leaving state prisons.

Recidivism rates among American Indians in state prisons were similar to those for all offenders—whether for a new arrest, conviction, or sentence to prison. However, the cumulative effect may be greater on individual tribes or particular reservations, as the Census 2000 indicates that among the 4.3 million American Indians, approximately 44% live on reservations.<sup>4</sup> Nearly 27%

of the American Indians leaving prison in 1994 served time for violent offenses, 32% for property offenses, 18% for drugs, and 22% for public-order offenses.

Within the first six months following their release, 26% of the American Indian offenders were arrested for a new crime—a felony or serious misdemeanor. By the third-year mark from their release, an estimated 60% of American Indians had been rearrested, 46% convicted, and 21% sentenced to prison for a new felony or serious misdemeanor. Most new arrests and convictions occurred within the first year of release, with about 45% arrested again within one year, and 25% convicted of a new crime. The BJS study found that American Indians released for a property offense in 1994 were most likely to return to crime, whether rearrest, conviction, and sentenced for new crime or technical violation, compared to all other inmates released within three years. For example, 80% of these offenders were rearrested, 77% convicted, and 76% returned to prison.

About half (53%) of the American

Indians released for violent offenses in 1994 were arrested for a new crime by 1997. Two out of five American Indian violent offenders leaving prison in 1994 were convicted for a serious felony or misdemeanor of any type. More than half of the American Indians released from prison in 1994 were returned to prison having received another sentence or violated a technical condition of their release, for example, failing a drug test, failing to meet their parole officer, or being arrested for a new crime.

### Efforts to Improve Data Collection

In an attempt to gather tribal-specific crime and recidivism rates and improve the overall quality of criminal justice statistics in Indian Country, BJS has undertaken a number of activities, including seeking to build geographically based cooperative coalitions among federal, state, and tribal and local justice agencies through training and technical assistance. For example, BJS sponsored three *Tribal Crime Data and Information Sharing Conferences* to consult with and train

(See **INDIAN COUNTRY**, p. 10)

**(INDIAN COUNTRY, from p. 9)**

tribal leaders and justice personnel on tribal justice research, data collection, information technology, and information sharing using a culturally centered curriculum from various Department of Justice components and other federal agencies.

Unfortunately, BJS has not been able to develop a tribal-specific recidivism study because the quality and availability of tribal justice data vary considerably across the country. However, BJS has supported a pilot project aimed at developing state-based tribal crime reports through the SACs. In 2006, the Montana Board of Crime Control, the state's SAC, was awarded a BJS grant to serve as the *cooperative nexus* for developing the first state-based Tribal Crime Reports between federal, state, and tribal and local justice agencies. BJS collaborated with the Montana SAC, the Bureau of Indian Affairs (BIA), District V, and tribes in Alaska, Idaho, Montana, Oregon, Washington, and Wyoming. Using data routinely collected by BIA, the MBCC analyzed data from 40 tribes in six states, published tribal-specific reports, and produced a final comprehensive report, *Native American Crime in the Northwest*, available from the National Criminal Justice Reference Service (NCJRS).<sup>5</sup> Additionally, several other SACs are seeking funds from BJS to generate similar tribal crime reports from these data in 2008.

**How Can the SACs Help?**

All of the activities discussed above are part of BJS's broader vision for improving tribal crime data and information sharing among federal, state, and tribal justice agencies. These efforts require sensitivity to the social, political, and cultural differences between tribal, state and local communities, as well as proper collaboration, training, and technical assistance. The state Statistical Analysis Centers can play a critical role in these data collection efforts.

First, effective coordination among federal, state, tribal, and local justice agencies remains essential to the

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“State portraits of crime and criminal justice must include tribal statistics because one without the other leaves the picture incomplete at best.”

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improvement of tribal crime data and information sharing, the reduction of recidivism, and the development of culturally relevant crime prevention programs. In general, state justice agencies responsible for Indian Country jurisdiction, under Public Law 83-280, could bolster the cooperative efforts by distinguishing tribal-related offenses in reported justice data and statistics. SACs could provide technical assistance in this regard.

Second, tribal governments are not required or mandated to regularly report crime data to federal statistical agencies for analysis and dissemination, but many have volunteered in the hopes of mining the data to improve their own public safety programs. SACs could provide subject matter expertise for tribes to help develop tribal statistical data collection, analysis, and publication standards.

Third, tribes may be better able to adopt the local standards of criminal justice data collection, management, and information sharing versus the implementation of a unique system that connects each tribe directly to a federal system. SACs could provide technical guidance on these local standards, policies, and protocols for justice data and statistics.

Fourth, the comparison of crime estimates for American Indians in the general population to the tribes in Indian Country or national crime rates does not properly contextualize the specific tribal issues or bring about effective long-term

solutions. SACs may be better positioned to assess tribal data in comparison to local jurisdictions within a state.

Finally, American Indians reentering the tribal communities following long-term incarceration for serious felonies and misdemeanors are likely to return to crime within three years of release. SACs are well suited to carry out research that is culturally (and jurisdictionally) relevant to inform the design of reentry programs (see, for example, <http://mbcc.mt.gov/PlanProj/projects/aggregdata.pdf>).

Justice policy and practice at all jurisdictional levels—federal, tribal, state, county, municipal—must be built on a solid foundation of operational data and research. State portraits of crime and criminal justice must include tribal statistics because one without the other leaves the picture incomplete at best. BJS and the SACs are already helping to fill in these portraits, but more can and should be done.

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*The recommendations presented in this article are those of the author and do not reflect the official views of the U.S. Department of Justice or the Bureau of Justice Statistics. Please forward any comments or suggestions to the author, Steven W. Perry, Statistician, U.S. Department of Justice, Bureau of Justice Statistics, 810 Seventh Street, NW, Washington, DC 20531; via phone: 202-307-0777.*

<sup>1</sup> Perry, Steven W. *American Indians and Crime: A BJS Statistical Profile, 1992-2002*, December 2004 (NCJ 203097).

<sup>2</sup> See <http://www.reentry.gov/>. Also see <http://www.whitehouse.gov/news/releases/2008/04/20080409-15.html>

<sup>3</sup> BJS, *Recidivism of Prisoners Released in 1994*, June 2002 (NCJ 193427). See <http://www.ojp.usdoj.gov/bjs/abstract/rpr94.htm>.

<sup>4</sup> Perry, Steven W. *Census of Tribal Justice Agencies, 2002*, December 2005 (NCJ 205332).

<sup>5</sup> Leonardson, Gary R., *Native American Crime in the Northwest: 2004-2005—BIA Information from Alaska, Montana, Wyoming, Idaho, Oregon, and Washington*, 2006 (NCJ 218937). See <http://www.ncjrs.gov/pdffiles1/bjs/grants/218937.pdf>. 

## SAC NEWS

### Louisiana and Montana Appoint New SAC Directors

Sonya Lars is the new director of the Louisiana SAC. Ms. Lars has been with the Louisiana Commission on Law Enforcement (LCLE), where the SAC is housed, since 2002 when she was hired to be the Drug Abuse Resistance Education (DARE) Program Manager. She also managed the Juvenile Accountability Block Grant (JABG) Program. Before joining LCLE, Ms. Lars worked at the Louisiana Office of Student Financial Assistance and the Greater Baton Rouge Food Bank. She received her Bachelor of Science and Masters of Public Administration from Southern University in Baton Rouge, and is pursuing a Masters of Divinity from Asbury Theological Seminary in Wilmore, Kentucky. As a native of Shreveport, Louisiana, Ms. Lars has had the opportunity to experience the very diverse cultures of the northern and southern portions of the state. These distinctive cultures have had a bearing on how she views the law enforcement community and the problems in each part of the state.

Montana's new SAC director is

Jimmy Steyee, who has been with the Montana Board of Crime Control (MBCC), where the SAC is housed, since June 2007. Before that he performed research work in the private sector. Mr. Steyee works with Montana Incident-Based Reporting System (MTIBRS) data collection, Tribal Crime Data collection, and Jail Data collection projects, and is a member of the State Epidemiological Workgroup. He also published *Crime in Montana 2005-2006* and is working on *Crime in Montana 2006-2007* (forthcoming). He is a graduate of Montana State University, where he earned a degree in criminal justice.

### New Maine SAC Data Center and Website Launched

In June and July, 2008, the Maine Justice Policy Center (MJPC) is introducing and pilot-testing its new website, now available at <http://muskie.usm.maine.edu/justiceresearch/>. A three-question survey, available on the website, is being used to ask for feedback to help make the site as user-friendly as possible.

A partnership between the University

of Southern Maine's Muskie School of Public Service and the Maine Department of Corrections, MJPC collaborates with numerous community-based and governmental agencies with the goal of informing policy development and improvement of practice in Maine's criminal and juvenile justice systems. MJPC programs include the Maine Statistical Analysis Center, funded by the Bureau of Justice Statistics and supported by the Justice Research and Statistics Association.

Featured on the website is the new Maine SAC Data Center, which highlights justice system performance data for each of Maine's 16 counties, along with state-level trend data and regional comparisons.

Other features include:

- Fast Facts on Maine's adult and juvenile justice systems;
- MJPC/SAC research and policy briefs, reports, and presentations on state justice topics;
- Descriptions of the technical assistance, consultation, and evaluation services provided by MJPC staff;
- Resources, including a visual description of the Maine criminal justice system and definitions of offenses under Maine law;
- Descriptions of MJPC and the Maine SAC, partners, projects, and placement within the state university system.

### Nevada SAC Website Hosts New Crime Mapping Journal

*Crime Mapping: A Journal of Research and Practice* is a new international, peer-reviewed journal that was recently launched through the Nevada SAC website. *Crime Mapping* is dedicated to publishing high quality manuscripts on the spatial, temporal, and geographical aspects of crime and crime analysis from both a theoretical and an applied perspective. It is published twice a year, in

(See SAC NEWS, p. 12)

## JRSA and SACs Plan Session on Violent Offender Data for NCJA's National Forum

JRSA will be presenting a panel session at the National Criminal Justice Association's 2008 National Forum, which will be held on August 3-5 in Louisville, KY. The theme for this year's National Forum is "No More Victims – Standing Up to Violent Crime." JRSA's session is entitled "State Data Sources for Research on Violent Offenders." The panel will consist of presentations by representatives from the Iowa and South

Carolina SACs, speaking about the use of a state data warehouse (Iowa) and National Incident-Based Reporting System (NIBRS) data (South Carolina). Stan Orchowsky, JRSA's Research Director, will be speaking about JRSA's project with the SACs to study sex offender recidivism using criminal history records. The session will be moderated by Gerry Ramker of the Bureau of Justice Statistics. ¶

(SAC NEWS, from p. 11)

the spring and fall, by the Center for the Analysis of Crime Statistics, University of Nevada, Las Vegas. The journal was started to fill a gap in existing journals by providing a credible venue for researchers and practitioners to publish their crime mapping research. While existing journals in criminal justice, geography, and other fields publish articles related to crime mapping and analysis, these subjects are offered limited priority and recognition, and no journal is currently focused on the broader spectrum of geographic information science and criminal justice. For more information about the journal and submission guidelines, go to <http://www.unlv.edu/centers/crimestats> and click on the "Crime Mapping" link.

The Nevada SAC has also recently unveiled its newly designed website, which was made possible through a grant

from the U.S. Department of Justice.

### Tennessee SAC Releases Annual Publications

The Tennessee Statistical Analysis Center recently published four annual reports based on crime statistics information submitted by law enforcement agencies in Tennessee to the Tennessee Incident Based Reporting System (TIBRS) program. *Crime in Tennessee 2007*, *Crime on Campus 2007*, *Hate Crimes 2007*, and *Law Enforcement Officers Killed or Assaulted 2007* are available on the SAC's Web site at [http://www.tbi.state.tn.us/divisions/isd\\_csu\\_sac.htm](http://www.tbi.state.tn.us/divisions/isd_csu_sac.htm).

### Wyoming SAC Assesses Effects of SVORI on Recidivism

The Wyoming Survey and Analysis Center (WYSAC) recently completed

analysis of the Wyoming Serious and Violent Offender Reentry Initiative (SVORI) using data from inmates at both the men's and women's penitentiaries. The study assessed reentry program effects on offender recidivism.

Using Cox proportional hazards survival analysis, the study revealed that after controlling for significant risk factors such as inmate's age at release, past parole revocations, and previous gang membership, the SVORI participants experienced higher hazard rates for recidivism in the first 300 days after release on parole, but significantly lower hazard rates for recidivism after 300 days relative to the comparison group (300 to 1,200 days). At three years after release from prison, recidivism rates were 60% for the comparison group and 45% for the SVORI group. ¶

## JRSA FORUM

The JRSA Forum is supported by the U.S. Department of Justice, Bureau of Justice Statistics. JRSA is a national nonprofit organization. For membership or other information, call (202) 842-9330, e-mail [cjinfo@jrja.org](mailto:cjinfo@jrja.org), or visit our Web site: <http://www.jrja.org>.

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