

FEATURE ARTICLE



An Assessment of Juvenile Justice Evaluation Needs in the States

[This article was written by Meredith Trahan, JRSA Research Associate.]

During the past year, the Justice Research and Statistics Association (JRSA) has been working with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) on a project to develop and enhance juvenile justice evaluation capacity in the states. During the first phase of the project, JRSA conducted an assessment of the status of juvenile justice evaluation efforts in the states and territories. The assessment focused on the evaluation practices related specifically to projects and initiatives funded by the Formula Grants Program, which was established under Title II, Part B, of the Juvenile Justice and Delinquency Prevention (JJDP) Act.

Between February and May 1999, three groups of juvenile justice evaluation stakeholders were surveyed including: 1) Statistical Analysis Center (SAC) directors, who are JRSA's primary constituents (N=42); state juvenile justice specialists who oversee the Formula Grants Program in each state (N=48); and State Advisory Group (SAG) chairs, who are the heads of the advisory board appointed by each state's governor to review and establish programs and policies for the Formula Grants Program (N=22). This article summarizes the main findings of the three surveys.

Current Evaluation Practices

The juvenile justice specialists were asked to select from a continuum of evaluation activities the approach(es) that best describe the evaluation practices in their state. The activities ranged from basic

program monitoring to a state policy requiring all subgrantees to earmark funds for evaluation.

The most frequently mentioned evaluation approach used by the states to assess juvenile justice programs is basic program monitoring. Almost all of the juvenile justice specialists (88%) indicated that they routinely collect standardized program information such as the number of clients served, the demographic characteristics of the program participants, and a general program description. More than half of the states (65%) require the subgrantees to include an evaluation plan with their grant application. However, only three states (6%) indicated that they

require all subgrantees to allocate funds specifically for evaluation. In 23 states (48%), the state agency either conducts evaluations of programs or contracts with outside evaluators to assess specific programs.

SAC Juvenile Justice Evaluation Activities

The SAC directors were asked to describe the activities their organization participates in which support juvenile justice evaluation efforts in their states. Almost all of the SACs participate in one of the following activities: 1) respond to requests

(See **ASSESSMENT**, p. 4)

JRSA ACTIVITIES



JRSA Welcomes New SAC Directors

Over the last six months, several SACs have acquired new directors:

Carla Campbell became Director of the **Kansas** SAC in May. Prior to working for the Kansas Sentencing Commission, where the SAC is housed, she worked on budget issues and capital projects for Riley County (Kansas). In addition to SAC director responsibilities, she supervises the grants team for the Sentencing Commission. In this capacity, she monitors federal dollars on the Byrne, NCHIP, RSAT (Residential Substance Abuse Treatment programs), and SIS (State Identification System) grants. Ms. Campbell has a masters degree in pub-

lic administration from Kansas State University.

Ron Beck became the director of **Missouri's** SAC on July 1 following the retirement of Martin Carso. Mr. Beck has worked at the SAC for nearly 13 years. His major projects have included public opinion surveys, illicit drug and violent crime studies, and manpower modeling. He has a B.S. in geology from Washington State University and studied geochemistry and geostatistics at the University of Texas at Dallas. He has been a member of the Missouri Geographic Information Systems Advi-

(See **DIRECTORS**, p. 12)

ESSAY



Planning, Design, and Criminal Justice

[This essay was written by Michael Connelly, JRSA Director of Special Projects.]

Schon, Donald A., & Rein, Martin. 1994. *Frame Reflection: Toward the Resolution of Intractable Policy Controversies*. New York: Basic Books. 247 pp.

Welsh, Wayne N., & Harris, Philip W. 1999. *Criminal Justice Policy & Planning*. Cincinnati, OH: Anderson Publishing Co. 250 pp.

As the number of new criminal justice programs and projects races to keep up with public and legislative demand, the need for attention to planned change also grows. Criminal justice policymakers and practitioners, who are faced with variable resources, closer scrutiny and calls for accountability, and changing technology, can well use organized

guides for taking a program or project from problem definition to an implementation they can document as successful.

Wayne N. Welsh and Philip W. Harris provide a thorough, step-by-step text for such "planned change" in *Criminal Justice Policy & Planning*. The authors define planned change as "any product, program or policy, new or revised, intended to produce a change in some specific problem. It is limited in scope, it is aimed at improving quality of life for its clients, it includes a role for consumers, and it is guided by a 'change agent'" (p. 1). Chapter by chapter, they detail each of the seven stages in their planned change framework:

- analyzing the problem
- setting goals and objectives
- designing the program or policy
- developing an action plan
- developing a plan for monitoring program/policy implementation
- developing a plan for evaluating outcomes
- initiating the program or policy design

There is not much new to any of these stages in themselves unless one is approaching the topics of planning and implementation for the first time. The value of the book is in its integration of the stages and its filling them out with detail—with sub-stages and sub-sub-stages of information and instruction. Also, for each stage, the authors present helpful case studies from a wide variety of sources that assist even experienced practitioners. Any agency planning programs or projects would do well to post easel sheets around the conference room with each stage and its accompanying points and to address each thoroughly before taking action.

One of the book's few problems is one that afflicts any text seeking comprehensiveness in a limited number of pages. While structurally detailed, some points are treated superficially or omitted completely. For example, the section on evaluation does not address "evaluability assessment" as such or the detailed literature surrounding it (Wholey, 1994).

Similarly, despite proper concern for analyzing and defining problems, the authors miss many of the nuances in the literature on problem definition (Dery, 1984; Connelly, 1990; Rochefort and Cobb, 1994).

The most serious deficiency from the perspective of practitioners, however, is the limited attention to the policy context in which the planning takes place. The authors do pay attention to stakeholders and problem history, but gloss over the important area of problem intractability and the politics of gaining authority over the definitions on which the programs and projects are based. For experienced analysts and practitioners in criminal justice, who by now have been through several rounds of planning and implementation, these are the areas in which they may need most guidance.

Many policy books in recent years, from Hank Jenkins-Smith's *Democratic Politics and Policy Analysis* (1990) to Dvora Yanow's *How Does a Policy Mean?* (1996) to Deborah Stone's *Policy Paradox* (1997), have noted the importance and the difficulty of establishing exactly what "planned change" is supposed to address. The varied definitions of crime problems, backed by political constituencies and ideologies, tend to reduce greatly the number of programs and projects to which the Wayne/Harris framework can be readily applied. Because crime is intractable, not amenable to easy answers or consensus, analysts and practitioners must first address their differences before "planned change" is even possible. The question, of course, is how to get that done.

Considerable movement toward resolution of the problem comes from Donald A. Schon and Martin Rein in their *Frame Reflection: Toward the Resolution of Intractable Policy Controversies*. According to Schon and Rein, actors dealing with controversial policies "see issues, policies, and policy situations in different and conflicting ways that embody different systems of belief and

(See **ESSAY**, p. 10)

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ASK JIM



It's Not Your Father's Internet ... And Maybe Not Even Your Son's

A TV commercial for IBM services begins with a young Internet Web designer showing a Home Page, which prominently features a flickering flame over a corporate logo. The client, an older man, has a perplexed expression and asks, "But can you connect my sales to my inventory?" The designer, also looking confused, responds, "I don't know how to do that."

As the novelty of animated graphics and hypertext links to static information grows old, many Web site sponsors are asking how they can make more productive use of this communications medium. Essentially, we are reaching the next phase in an evolutionary process. Internet Web technology has become widely accepted as a medium for distributing and obtaining information. It is now a common and expected practice for organizations to have developed some type of presence on the Internet.

Unfortunately, the simplicity of the HTML-based, Web browser interface that has allowed its nearly universal compatibility across different computer systems also limits its functional capabilities. For Web site developers, providing capabilities beyond the basic point-and-click linking to various files requires a knowledge of programming languages and tools that many novice Web site creators don't have. For those who do have advanced programming abilities, the challenge is how to expand the functionality of their sites while keeping the user requirements to a minimum. Users must often download, install, and configure additional software with the browser program in order to access enhanced features such as formatted documents, video, or audio components of Web sites. Companies that make Web-related products are struggling to differentiate their software from their competition without sacrificing the universal accessibility of the Internet and the basic browser programs.

The technology industry has responded in several ways. Sun Microsystems has promoted a programming language



called Java that allows users to access applications hosted on Web servers. The promise of this technology approach is that software that runs on a variety of computer platforms without modification could be written and users would not need to install anything on their machines to access these programs beyond a Web browser. Microsoft has developed its own programming language known as ActiveX that has similar capabilities. Both alternatives raise issues involving security, operating and Internet speed problems, and incomplete cross-platform compatibilities. A concern that has also been part of this debate is whether the dominant language will be a public domain or proprietary product.

Through a consortium approach, an industry standard called XML (Extensible Markup Language) has been developed. This will provide a way of adding database capabilities to Web sites that is not controlled by a single company. Originally intended as a means for performing business transactions, XML has the potential for exchanging and updating information across computer systems while minimizing the requirements for each user's machine. Unfortu-

nately, the adoption of this standard has become bogged down in international disputes over security and privacy issues.

As has happened with personal computers in general, Internet Web-based information systems will continue to grow in capabilities and complexity. This growth will occur as the greatest constraint on Internet usage—transmission speed or bandwidth limits—are being overcome by new technologies. Faster transmission speeds will enable larger programs and files to be accessed by users' browsers. A similar phenomenon has been seen with personal computer software, which has greatly grown in size and functionality as hard drives and RAM memory have enlarged capacity and dropped in cost.

Two examples will illustrate how complex information may be made more easily accessible through a Web site in the future. These products are attempting to redefine the usual Web interface.

The first is a product called Site Lens made by Inxight (www.inxight.com). It arranges large, multilevel information sets into a spider diagram. The highest

(See **INTERNET**, p. 9)

Table 1: SAC Juvenile Justice-Related Research and Evaluation Activities

Juvenile Justice-Related Research and Evaluation Activities	States Involved in the Activity
Juvenile Justice System	
Facilities	
Juvenile Facility Studies (detention, corrections)	AK, DE, KS, ND, WI, WV
Juvenile Day Reporting Centers	IL, NC
Boot Camp Evaluation	LA, OK, PA
Courts	
Juvenile Transfer to Adult Court Studies	TN, TX, WA, WV
Drug Court Programs	DE, IA, IL, VT
Court-Appointed Special Advocate Program Evaluation/Evaluation of the Guardian Ad Litem Pilot Project	VA
Juvenile Court Data Analysis	CA, IA, MN, MT, NE
Teen Court Evaluation	MN
Programs	
Juvenile Sex Offender Program Evaluation	IL, OH, TX
Substance Abuse Intervention and Prevention Program Evaluation	AR, CO, ID, MI, OH
Evaluation of the Continuum of Juvenile Justice Services	VA
Gender-Specific Initiatives	DC, MN
Other Research Activities	
Disproportionate Minority Confinement Studies	AK, AL, DE, IA, IL, IN, KS, MA, ME, MI, MN, MT, NY, UT
Juvenile Justice Policy Assessment	DE, IL, NC, PA, TX, UT, WA, VA
Cost Studies	DE, TX
Recidivism Studies	DE, IA, NY, TX
Juvenile Violent Offender Studies	AL, DE, IL, NE, NM, VA
OJJDP Formula Grant Program Activities (such as supporting research, monitoring projects, analyzing data, writing reports, and administering or conducting process/outcome evaluations)	AK, IA, IN, MA, MO, OH, RI
OJJDP Title V Evaluation Activities	MA, PA, RI
Development and/or Assessment of Juvenile Justice Information Systems	DE, HI, IA, KS, ME, MN, RI, UT, VT, WV
After Care Program Assessment	CO, PA
Community-Based Initiatives	
Community-Based Juvenile Delinquency Prevention Program Assessments	CT, DE, ID, OK, PA, RI, TX, VA
Gang Studies	AR, IL
School-Based Initiatives	
Cops and Kids Program Evaluation	MA
DARE Program Evaluation	IN, KS, MA, NM, PA, OK, SD
Community Police Officers/School Resource Officer Evaluation	KS, NC, OH, PA
School-Based Probation/Student Assistance Program Evaluation	PA
After School Program Development and Evaluation	NC
Peer Mediation Program Evaluation	MA, MI
Student Risk Assessment Surveys/ School Security Studies	AR, MN, MT, NJ, NY, TN
Cognitive Skills and Development Program Evaluation	CO

(ASSESSMENT, from p. 1)

to provide descriptive data and reports that assist decisionmaking processes; 2) produce an annual report that provides statistical data and analysis on juvenile and adult crime trends in their state; 3) analyze and report on population forecasts of juvenile offenders and institutional populations; 4) participate on advisory boards/committees that assess, develop, or improve criminal and juvenile justice data collection and evaluation activities; and 5) provide funding or contract with other organizations, such as universities or research centers, to conduct evaluations of juvenile justice programs.

Table 1 summarizes the data analysis, research, and evaluation activities conducted by the SACs in the last five years to support their state juvenile justice system. This information was taken from the SAC directors' responses to the survey and supplemented by additional information from *Criminal Justice Issues in the States*, an annual JRSA directory that catalogs all SAC reports and research activities. As the table shows, SAC juvenile justice activities were carried out in three major areas: the juvenile justice system; community-based initiatives; and school-based initiatives.

Survey results indicate that the level of SAC involvement in juvenile justice evaluation efforts varies. Eight SACs are participating in four or more juvenile justice research activities: Delaware, Illinois, North Carolina, Ohio, Pennsylvania, Texas, Virginia, and West Virginia. Seven SACs are responsible for at least one of the activities (data analysis, monitoring, assessment, and implementation) related to the OJJDP Title II, Part B, Formula Grants Program. Those states are Alaska, Indiana, Iowa, Massachusetts, Missouri, Ohio, and Rhode Island.

Satisfaction with Existing Evaluation Practices

The SAG chairs and the juvenile justice specialists were asked about their satisfaction with the evaluation practices in their state. Their responses were categorized as *satisfied*, *somewhat satisfied*, and *not satisfied*. Only five juvenile justice specialists and three SAG chairs indicated that they are satisfied with the existing evaluation practices in their state. Those who reported being satisfied are in the process of, or have recently implemented,

changes in their evaluation system with the assistance of universities or consulting firms. Almost half (46%) of the juvenile justice specialists and a third (32%) of the SAG chairs reported that they are satisfied with parts of their state evaluation practices and not satisfied with others. Responses such as those were categorized as *somewhat satisfied*. A concern with the overall quality of the assessments was the most frequently mentioned issue, as respondents expressed frustration with the limited number of outcome evaluations being conducted.

Finally, a large proportion of the juvenile justice specialists (40%) and SAG chairs (55%) responded that they are not satisfied with the evaluation practices in their state. Five of the most frequently mentioned reasons for being dissatisfied, according to the juvenile justice specialists, included: 1) evaluations are process rather than outcome oriented; 2) there is a lack of funding to conduct evaluations; 3) the quality of reporting and data collection by the subgrantees is inadequate; 4) it is difficult to compare programs without common performance measures; and 5) subgrantees and state staff do not have evaluation expertise. Issues mentioned by the SAG chairs included: 1) the need for onsite visits to verify monitoring reports; 2) not enough cross-site and long-term evaluations; 3) poorly defined goals and objectives; and 4) the limitations of using self-assessment methods as analytical tools.

State Decisionmakers' Use of Evaluation Information

Beyond their use as a program monitoring tool, evaluation data are also collected to assist decisionmakers charged with determining the merits of grant applicants for new and renewal grants. Because the SAG is the primary policymaking body overseeing the Formula Grants Program, the juvenile justice specialists were asked if they provide evaluation information to the SAG in their state, and if so, how the SAG uses the information. Of the 48 juvenile justice specialists, 33 (69%) reported that they do provide evaluation information to their SAG. According to the juvenile justice specialists, the most frequent uses of evaluation information by the SAGs include: 1) planning and program development; 2) determining continuation funding; 3) deciding if programs should be replicated; 4) informing the annual grant review process; and 5)

Type of Training/Technical Assistance	Number of Juvenile Justice Specialists*	Number of State Advisory Group Chairs**
Specific Evaluation Skills	23 (48%)	4 (27%)
Basic Program Evaluation Training	14 (29%)	7 (47%)
State Evaluation Practices	13 (27%)	4 (27%)

Note

* Percentages are based on the proportion of the 48 respondents.

** Percentages are based on the proportion of the 15 SAG chairs who indicated that they do need training. Two of the SAG chairs reported that they did not need assistance, and five were unsure.

reviewing contracts for independent evaluators. Twelve of the juvenile justice specialists reported that they do not generally provide evaluation information to their SAGs.

The juvenile justice specialists were also asked if representatives from the State Legislature, State Executive Office, or the State Budget Office had ever requested evaluation information. Representatives from the State Legislature were the most likely policymaker group to ask for information about the assessment of juvenile justice programs and initiatives, as indicated by 40% of the juvenile justice specialists. Approximately one in three juvenile justice specialists (31%) reported that they have responded to requests from the State Executive Office. The fewest number of requests for evaluation information came from representatives from the State Budget Office, who were mentioned by only nine (19%) of the juvenile justice specialists. Fifteen of the juvenile justice specialists reported that they have not received a request for evaluation information from any of these policymaker groups.

Evaluation Training and Technical Assistance Needs in the States

Juvenile justice specialists and SAG chairs were asked to identify the type of evaluation training or technical assistance that is needed in their states; multiple responses were permitted. Table 2 presents the responses to that question.

Almost half (48%) of all the juvenile justice specialists and four (27%) of the SAG

chairs identified training needs in specific evaluation skills. The most frequently mentioned training topic in this category was identifying and developing performance measures. Other frequently mentioned topics included: 1) outcome/impact evaluation training; 2) cost/benefit analysis; and 3) how to evaluate small programs.

Basic program evaluation training was also identified as being needed, including such general and introductory evaluation training as: 1) constructing a logic model; 2) performing a needs assessment; and 3) learning basic research methods. Seven (47%) of the SAG chairs and 29% of the juvenile justice specialists listed topics within this category. One chair wrote, "[We need] training on evaluation in general—what it is, how to do it, why it is important, and how it relates to the SAG."

A number of juvenile justice specialists and SAG chairs requested training and technical assistance to improve state evaluation practices. These responses are related to the development of a more systematic and standardized evaluation process including: 1) defining standard outcome measures for similar programs; 2) developing a prototype evaluation model/instrument; 3) improving the grant application process; 4) developing more comprehensive and valid information/data systems; 4) increasing the distribution and use of evaluation studies and findings; and 5) developing partnerships between state/local government and universities. According to one SAG chair, "There is a need for more consistency in the process... [It is] too random, ad hoc, and inconsistent to be of much value.

(See **ASSESSMENT**, p. 6)

(ASSESSMENT, from p. 5)

This is contributed to by state systems which are fragmented and under multiple agencies."

Factors That Facilitate and Hinder Evaluation Efforts

All three of the evaluation stakeholder groups—the juvenile justice specialists, SAG chairs and SAC directors—were asked to indicate those factors in the states that facilitate juvenile justice evaluation efforts, and those factors that hinder them. Table 3 summarizes the responses to this question.

Staffing

Staffing was the most frequently mentioned factor that both facilitates and hinders juvenile justice evaluation efforts in the states, according to the juvenile justice specialists and the SAG chairs. Respondents who reported that skilled people support their state's evaluation efforts described situations such as: 1)

Crime Mapping Research Center Holds Research Conference

The Crime Mapping Research Center of the National Institute of Justice is holding the Third Annual International Crime Mapping Research Conference December 11-14, 1999, at the Renaissance Orlando Resort in Orlando, Florida. The conference features workshops on Geographic Information Systems (GIS), cartography, and spatial and temporal analyses, from introductory to advanced; plenary sessions, including a debate among three law enforcement executives on the use of crime mapping at various levels of police operations; and panels on school safety and juvenile applications, innovative mapping applications, mapping on the Web, and COMPSTAT. For more information, contact (703) 739-5533 or e-mail: nijpcs@ilj.org.

Table 3: Factors that Facilitate and Hinder Evaluation Efforts in the States

Factor	Juvenile Justice Specialists (N=48)		State Advisory Group Chairs (N=22)		Statistical Analysis Center Directors (N=42)	
	Facilitating Factor	Hindering Factor	Facilitating Factor	Hindering Factor	Facilitating Factor	Hindering Factor
Staffing	23 (48%)	30 (63%)	10(45%)	15(68%)	9(21%)	14(33%)
Funding	21 (44%)	30 (63%)	2(9%)	8(36%)	16(38%)	16(38%)
State Infrastructure	16 (33%)	11(23%)	9(41%)	4(18%)	7(17%)	9(21%)
Evaluation Environment	15 (31%)	9 (19%)	2(9%)	3(14%)	12(29%)	10(24%)
Leadership	15 (31%)	5 (10%)	5(23%)	1(5%)	na	na

Note. Percentages are based on the proportion of the total respondents for each group. Multiple responses were permitted.

having knowledgeable juvenile justice staff or local program administrators who, as one specialist wrote, are "able to conduct evaluations or contract out for them, and work closely with juvenile justice programs to develop evaluation materials"; 2) partnering with local universities to engage in evaluation activities; and 3) having research and evaluation divisions within state government to support their efforts.

Unfortunately, staffing was even more frequently mentioned as an impediment to state evaluation efforts. Respondents who answered in this manner mentioned issues such as: 1) insufficient number of staff; 2) staff/program administrators lacking knowledge of evaluation design/techniques; 3) not having a person in a leadership position to guide others through the process; 4) high staff turnover; and 5) not having cooperative relationships with other agencies.

Funding

Funding was also one of the most frequently mentioned factors affecting juvenile justice evaluation efforts in the states. Three funding strategies were viewed as facilitating evaluation activities: 1) earmarking funds for evaluation in each subgrantee's award; 2) allocating specific state funds out of the Formula Grants Program award to conduct evaluation activities; and 3) lobbying state legislatures to set aside resources specifically for research and planning.

Although respondents identified successful funding strategies, insufficient financial resources were more frequently listed as a

hindering factor. Difficulties with funding included: 1) small project awards resulting in limited administrative budgets to fund an evaluation; 2) a federal pass-through requirement (67%) that limits monies available for evaluation; and 3) the perception of subgrantees that evaluation will leave no funds for the program itself.

State Infrastructure

Respondents identified state infrastructure issues, such as evaluation-related policies, practices, and data systems, as other factors that affect evaluations. Policies that facilitate evaluation include: 1) requiring an evaluation plan as part of the grant application; 2) requiring subgrantees to set aside funding for evaluations; and 3) having a standardized format for guidelines and criteria for grant recipients and evaluators. State infrastructure issues that present barriers to program assessment efforts include: 1) unreliable and insufficient data systems that are partly a result of the data originating in different agencies (courts, law enforcement, and corrections) that do not record the same information; 2) the lack of collaborative partnerships with local and state agencies, universities, and other research organizations; and 3) ineffective oversight committees.

Evaluation Environment

Answers about "evaluation environment" captured a range of comments related to whether evaluation is considered critical in the state in the development of effective strategies that improve juvenile justice programs and initiatives. According to the respondents, a support-

ive evaluation environment is one in which key juvenile justice evaluation stakeholders possess the following: 1) a desire to know what works; 2) a shared belief that evaluation is necessary to determine program effectiveness and impact; 3) leaders who advocate outcome evaluations instead of just process evaluations; and 4) the desire to use evaluation findings to enhance state and local planning.

Conversely, an environment that is not supportive of evaluation is described as one in which: 1) subgrantees do not recognize the value of evaluations and therefore do not make serious evaluation efforts; 2) ideological support for rigorous evaluation practices is lacking; and 3) a systematic approach is not used for assessing programs and initiatives, distributing the results, and incorporating the findings.

Leadership

Juvenile justice specialists and SAG chairs indicated that the commitment of organizations and key individuals in leadership positions influences evaluation practices. The organizations and individuals most frequently mentioned included: 1) State Executive Office; 2) legislative branch of the state government; 3) State Advisory Group; 4) and juvenile justice administrators in federal, state, and local agencies. The lack of leadership effort to make evaluation a priority was also viewed as a hindrance to evaluation.

Summary and Conclusions

When findings from the three surveys are evaluated, it becomes clear that juvenile justice evaluation capacity needs to be enhanced on three levels: 1) the individual level; 2) the state level; and 3) the relational level.

Individual Level

The assessment findings consistently indicate that maintaining a knowledgeable staff is essential to evaluation efforts. The training topics most frequently mentioned as being needed in the states were developing specific evaluation skills, such as conducting a cost/benefit analysis, and training in basic program evaluation. These findings suggest the need for evaluation training and technical assistance materials that are accessible to a broad base of juvenile justice stakeholders, with diverse backgrounds and skills, who need

to improve their understanding of introductory program evaluation terminology, methodology, and techniques. Evaluation terms and program examples should be specific to the field of juvenile justice in order for the materials to be meaningful to a wide audience of juvenile justice stakeholders.

State Level

The second level of assistance, according to the needs assessment findings, should be directed toward improving the state juvenile justice evaluation system as a whole. Enhancing the evaluation capacity of individuals does not address the need, identified by all three juvenile justice stakeholder groups, for more standardized, consistent, and useful state evaluation policies and practices. Survey respondents felt that juvenile justice leaders could do a better job with setting evaluation priorities and clarifying expectations at both the state and local program levels. A few states either have, or are in the process of developing, a comprehensive state juvenile justice evaluation strategy. The lessons those states have learned, as well as the practices and procedures they have implemented, may be useful for other states and territories committed to improving their current evaluation efforts.

Relational Level

Finally, the evaluation assessment disclosed the need for technical assistance to develop state and local evaluation partnerships with state agencies or private organizations with evaluation capabilities. The states that reported being satisfied with their existing evaluation practices have utilized and fostered relationships with existing organizations that have evaluation expertise. Universities, research firms, SACs, and other state government departments were identified as organizations with the capacity to facilitate the creation of more effective state evaluation strategies. These findings suggest the need for training and technical assistance that help create sustainable state and local evaluation capacity and promote evaluation partnerships that support the development of effective and useful state-specific juvenile justice evaluation efforts.

Future Project Activities

During the upcoming year, JRSA will be developing and delivering juvenile justice evaluation training and technical assistance activities that address the states' needs identified through this

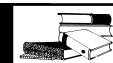
Call for Papers

Justice Research and Policy, JRSA's peer-reviewed, semiannual journal, invites all criminal justice researchers, practitioners, and policymakers to submit manuscripts that relate to some aspect of applied criminal justice research, program evaluation, or data analysis.

Charles Wellford, Director of the Maryland Justice Analysis Center, and Rob McManus, Coordinator of Planning and Research, South Carolina Department of Public Safety, are the journal's Editors.

Manuscripts may be submitted in Word or WordPerfect to nmichel@jrja.org or on disk to *Justice Research and Policy*, Justice Research and Statistics Association, 777 North Capitol Street, N.E., Suite 801, Washington, D.C. 20002. Only original manuscripts not under consideration by other journals will be considered. All manuscripts should include an abstract of 50-100 words. Style and format should conform to guidelines in the *Publication Manual of the American Psychological Association*. For more information or to see abstracts of articles published in previous issues, visit the JRSA Web site at <http://www.jrja.org>.

assessment. To ensure that the information is useful for practitioners in the field, the materials and activities will draw on examples from existing juvenile justice programs and initiatives to illustrate evaluation concepts. The types of activities being developed include a juvenile justice evaluation manual, case studies of innovative state evaluation practices, regional training sessions, and the creation of an online juvenile justice evaluation resource center. These efforts support the goal of the project, which is to strengthen the ability of local and state policymakers, program administrators and staff, and evaluators to implement and utilize evaluation studies and their findings. ❧



Recent Statistical Analysis Center Publications

[For more information about reports listed here, contact the appropriate Statistical Analysis Center.]

Crime

- **Arkansas Crime Trends 1989-1998.** Arkansas Crime Information Center. June 1999. 23 pp. This publication is a comprehensive report on crime over a ten-year period, based on summary information submitted by law enforcement agencies as part of the Arkansas Uniform Crime Reporting (UCR) program.
- **Crime in Arkansas 1998.** Arkansas Crime Information Center. June 1999. 125 pp. The information presented in this annual report is a compilation of data submitted monthly by over 200 law enforcement agencies to the Arkansas Crime Information Center as part of the Uniform Crime Reporting (UCR) program.

Juveniles

- **Evaluation Report: School Resource Officer Program.** South Carolina Department of Public Safety. June 1999. This evaluation report assesses the effects of South Carolina's School Resource Officer program on students, specifically with regard to the reduction of risks associated with substance abuse and involvement by youth with gang-related or violence-related behaviors in their schools and communities.
- **Violent Juvenile Offenders in New Mexico's Adult and Juvenile Systems.** New Mexico Criminal Justice Statistical Analysis Center. June 1999. 58 pp. This study examines issues such as: the variables associated with the selection of juveniles for transfer to the adult system; the comparative severity of the sanctions imposed on juveniles in the juvenile and adult systems; and the comparative experiences of juveniles

while under supervision in the juvenile and adult systems.

Recent Publications from the Office of Justice Programs

[To obtain a copy of the listed publications, contact the National Criminal Justice Reference Service, Box 6000, Rockville, MD 20849-6000; 800-851-3420; www.ncjrs.org or the publisher.]

Corrections

- **Mental Health and Treatment of Inmates and Probationers** by Paula M. Ditton. Bureau of Justice Statistics. Special Report. July 1999. 12 pp. (NCJ 174463) Data on mentally ill offenders are presented and discussed.

Courts

- **Civil Trial Cases and Verdicts in Large Counties, 1996.** Carol J. DeFrances and Marika F.X. Litras. Bureau of Justice Statistics. September 1999. 23 pp. (NCJ 173426) This Bulletin provides results of a study tracking tort, contract, and real property cases in the nation's 75 largest counties in 1996.

Crime

- **Criminal Victimization 1998: Changes 1997-98 with Trends 1993-98** by Callie Marie Rennison. Bureau of Justice Statistics. National Crime Victimization Survey. July 1999. 12 pp. (NCJ 176353) Data on criminal victimization are presented and discussed.
- **National Evaluation of Weed and Seed.** Terence Dunworth and Gregory Mills. National Institute of Justice. Research in Brief. June 1999. 12 pp. (NCJ 175685) This brief reports on the national evaluation of eight Weed and Seed sites throughout the country: Hartford, Connecticut; Manatee and Sarasota Counties, Florida; Shreveport, Louisiana; Las Vegas, Nevada; Akron, Ohio; Pittsburgh, Pennsylvania; Salt Lake City,

Utah; and Seattle, Washington.

- **Proceedings of the Homicide Research Working Groups Meetings, 1997 and 1998.** National Institute of Justice. Research Forum. May 1999. 297 pp. (NCJ 175709) Proceedings of two working group meetings on homicide research are presented: "Policy, Practice, and Homicide Research" in 1997 and "Bridging the Gaps: Collaborations on Lethal Violence Research, Theory, and Prevention Policy" in 1998.
 - **Weed and Seed Best Practices.** Executive Office of Weed and Seed. 17 pp. (NCJ 176974) Four articles from specific Weed and Seed sites describe some noteworthy best practices.
- ### Drug Abuse
- **1998 Annual Report on Cocaine Use Among Arrestees.** National Institute of Justice. Research Report. NCJ 175657. 22 pp. 1998 data from the 35 ADAM (Arrestee Drug Abuse Monitoring) program sites on cocaine use among arrestees are presented and compared to data from earlier years, when possible.
 - **1998 Annual Report on Drug Use Among Adult and Juvenile Arrestees.** National Institute of Justice. Research Report. April 1999. NCJ 175656. 103 pp. This report provides an overview of 1998 findings and detailed site-by-site tables on drug use among booked arrestees.
 - **1998 Annual Report on Marijuana Use Among Arrestees.** National Institute of Justice. Research Report. NCJ 175658. 24 pp. 1998 data from the 35 ADAM (Arrestee Drug Abuse Monitoring) program sites on marijuana use among arrestees are presented and compared to data from earlier years, when possible.
 - **1998 Annual Report on Methamphetamine Use Among Arrestees.** National Institute of Justice. Research Report. NCJ 175660. 20 pp. 1998 data from the 35 ADAM

(Arrestee Drug Abuse Monitoring) program sites on methamphetamine use among arrestees are presented and compared to data from earlier years, when possible.

- **1998 Annual Report on Opiate Use Among Arrestees.** National Institute of Justice. Research Report. NCJ 175659. 24 pp.
1998 data from the 35 ADAM (Arrestee Drug Abuse Monitoring) program sites on opiate use among arrestees are presented and compared to data from earlier years, when possible.
- **Comparing Drug Use Rates of Detained Arrestees in the United States and England.** National Institute of Justice. Research Report. April 1999. NCJ 175052. 60 pp.
The analysis in this report compares the findings from surveys of arrestees detained in five locations in England with those from similar surveys conducted in five matched locations in the United States. The report compares several aspects of drug use in the two countries.
- **DWI Offenders under Correctional Supervision.** Bureau of Justice Statistics. Special Report. June 1999. NCJ 172212. 16 pp.
This report focused on criminal histories of DWI offenders and the extent of their alcohol use and treatment.

- **Meth Matters: Report on Methamphetamine Users in Five Western Cities.** National Institute of Justice. Research Report. May 1999. NCJ 176331. 51 pp.
The San Diego Association of Governments used the Arrestee Drug Abuse Monitoring program to learn more about the patterns of methamphetamine use and its consequences among a high-risk population of arrestees in five cities: Los Angeles, San Diego, San Jose, Phoenix, and Portland.

Juveniles

- **The 1996 National Youth Gang Survey.** Office of Juvenile Justice and Delinquency Prevention. July 1999. (NCJ 173964) 75 pp.
This summary of the 1996 survey results reports findings from a survey of almost 5,000 law enforcement agencies (80% response rate) on youth gangs.
- **America's Children: Key National Indicators of Well-Being, 1999.** Federal Interagency Forum on Child and Family Statistics. July 1999. 114 pp. (NCES 1999-019) (Available through the National Maternal and Child Health Clearinghouse: 703-356-1964; www.nmchc.org. Available on the Web at <http://childstats.gov>)
This third annual report present six contextual measures that describe the changing population and family context in which children are living, and 23 indicators of well-being in the areas of

economic security, health, behavior and social environment, and education.

- **Juvenile Court Statistics 1996.** Office of Juvenile Justice and Delinquency Prevention. July 1999. 97 pp. (NCJ 168963)
This report describes delinquency and status offense cases handled between 1987 and 1996 by U.S. Courts with juvenile jurisdiction.
- **Reintegration, Supervised Release, and Intensive Aftercare** by David M. Altschuler, Troy L. Armstrong, and Doris Layton MacKenzie. Office of Juvenile Justice and Delinquency Prevention Bulletin. July 1999. 23 pp. (NCJ 175715)
This bulletin describes an intensive juvenile aftercare model developed from a long-term OJJDP research initiative and compares it with other approaches. An analysis of intensive aftercare programs is also offered.
- **Report to Congress on Juvenile Violence Research.** Office of Juvenile Justice and Delinquency Prevention. July 1999. 30 pp. (NCJ 176976)
This report provides a brief overview of the findings from seven juvenile violence studies funded by OJJDP to examine the causes and correlates of serious and violent juvenile offending: (1) Studies of Violence Committed By
(See **BOOKSHELF**, p. 10)

(INTERNET, from p. 3)

level of information is initially the center, with the next level down being shown as nodes radiating from it. Lower levels are nodes radiating from the nodes closer to the center. If the user clicks on any node, it moves to the diagram's center and the lower nodes attached to it expand outward.

The illustration shows how data for the United States could be arranged. Because of space limitations, states beginning with the same letter are arrayed under that letter. Under each state can be nodes for specific state-level data elements or nodes for county- or municipal-level data. Using this interface, it is relatively easy to view information across jurisdictions and levels of government within a single screen.

The second product, known as Data Navigator and made by TopTier Software (www.toptiersw.com), attempts to combine the easy accessibility of the Web interface with the functionality of a relational database. The hypertext links on a Web site have to be created by an individual assigning a URL to each instance where a user can jump to another location. With a relational database, information in multiple files can be automatically associated through the use of common data fields.

This product combines these capabilities so that a screen may display certain data fields or values, such as, for instance, an actor's name or the title of a film. Rather than clicking on these elements to go to other information, a user can click and drag an entry to an information category. In this example, the actor's name may be dragged to the word "films" and a list of

the movies in which the actor appeared would be shown. Or, the film title could be dragged to the word "genre" and a list of similar films would be displayed. The difference is that these associations have not been manually coded by a human Web site designer. This application could be used with various individual or case ID information to link related records across various criminal justice data files.

The mentioning of these companies and products is not to be construed as an endorsement. Rather, these products should be considered as examples of how Web pages of the future may differ from those of today. While your father and even your son may not find a familiar design, these Web pages of the future will offer you, the user, a comfortable way to interact with them.

—Jim Zepp 

(BOOKSHELF, from p. 9)

or Against Juveniles in Washington, DC; (2) Juvenile Violence in Los Angeles; (3) Violence Among Rural Youth; (4) the Milwaukee Homicide Study; (5) the Denver Youth Study; (6) the Pittsburgh Study; and (7) the Rochester Youth Development Study.

- **Title V Incentive Grants for Local Delinquency Prevention Programs 1998 Report to Congress.** Office of Juvenile Justice and Delinquency Prevention Report. May 1999. NCJ 176342. 52 pp.
This report provides an overview of the allocation of Title V resources that have been provided to participating states and communities to date, including training, technical assistance, evaluation support, and funding.

Law Enforcement

- **Measuring What Matters: Proceedings From the Policing Research Institute Meetings.** National Institute of Justice and the Office of Community Oriented Policing Services. July 1999. 227 pp. (NCJ 170610)

The Policing Research Institute was formed to examine traditional measurements of police organizational performance in the advent of community policing. In an effort to create more relevant assessment criteria, the Institute sponsored three meetings that focused on "measuring what matters" and published this collection of papers.

Research and Evaluation

- **Viewing Crime and Justice From a Collaborative Perspective: Plenary Papers of the 1998 Conference on Criminal Justice Research and Evaluation.** National Institute of Justice. July 1999. 44pp. (NCJ 176979)
Proceedings from the 1998 conference, which sought to include presentations from a range of perspectives, are presented.


Sex Offenders

- **Summary of State Sex Offender Registry Dissemination Procedures** by Devon Adams. Bureau of Justice Statistics. August 1999. 8 pp. (NCJ 177620)
This fact sheet presents the status of sex offender registries in the 50 states and the District of Columbia as of April 1, 1998.

Uniform Crime Reporting

- **Bridging Gaps in Police Crime Data: A Discussion Paper from the BJS Fellows Program** by Michael D. Maltz. Bureau of Justice Statistics. Executive Summary. July 1999. 6 pp. (NCJ 177615)
This executive summary presents highlights of the full 78-page report which describes the history of the UCR system and the data problems that it deals with in reporting about crime, arrests, and homicide.

Victimization

- **Criminal Victimization and Perceptions of Community Safety in 12 Cities, 1998.** Bureau of Justice Statistics, Office of Community Oriented Policing Services. May 1999. NCJ 173940. 44 pp.
This report presents city-level information on criminal victimizations, perceptions, and satisfaction with local police from 12 cities. The project was designed to assess the use of Random Digit Dialing (RDD) Telephone Methodology at the local level using the National Crime Victimization Survey supplemented by community attitude questions. 

(ESSAY, from p. 2)

related prescriptions for action, often crystallized in generative metaphors. These frames determine what counts as a fact and how one makes the normative leap from facts to prescriptions for action" (p. xviii). Criminal justice policy analysts and practitioners can likely see the relevance of this view for their particular field, especially if they think of "generative metaphors," such as "three strikes," "Columbine High School," or "Polly Klaas," and their evident effects on policy.

To avoid the relativism and subjectivity common to this perspective, the authors propose "frame reflection" and "design rationality" to create more common ground among the partisans. Derived from three in-depth case studies presented in the book, these concepts are based on the belief that policy actors "design policy much as architects or engineers design material artifacts. They compete and cooperate to set policy problems, and they invent policy solu-

tions that evolve as a result of the actors' transactions with the policy situation. When policy objects are put out into the larger environment, they tend to take on meanings unanticipated by their designers, as other actors see and respond to them in the light of their own frames and, often, in a changing policy context. Design rationality is a form of reflective policy practice that closely follows this sketch of policy designing" (p. xix).

In other words, successful policy design requires reflection on competing policy actors' "frames" (the tacit, usually subconscious "underlying structures of belief, perception, and appreciation" on which their policy positions rest) and on reframing them into grounds for consensus on action. The "symbolic contest" of frames competing in policy disputes and of the institutions sponsoring the frames renders actors literally incapable of understanding each other. Impasse and ineffectiveness are the usual results unless the actors are forced by their failures to "reflect" on their dif-

ferences. According to Schon and Rein, "[w]hen the policy pendulum swings from one unworkable extreme to another, what may be needed in the new situation is a mixture of an old frame that has been rejected and a new frame that does not altogether fit a new situation in which the previously unthinkable has become reality. In order to make such a reframing work, the policy makers must reflect on the old *and* new frames — accepting, in this process, elements of the old frame delegitimized by their recent reforms. They must import elements of the old frame that stand in direct conflict with the new one, producing emerging frames through the kind of dialectical policy discourse. . . ." (p. 40, emphasis in original).

Through the case studies, the authors demonstrate how reflective communication among competing actors honestly seeking resolution of the policy problem provides a framework for testing and reshaping programs in a shifting policy environment and reaching greater consensus on action than earlier

intransigence had allowed. Of the mechanisms for dealing with contention—continuation or escalation, marketing strategy, negotiation, or co-design—“the cooperative side of [a] cooperative-antagonistic relationship prevails” (p. 170) only in the end. To Schon and Rein, the co-design alternative clearly offers the best hope for overcoming the intractability of the issues in conflict, a hope that would extend to many criminal justice issues.

What does this mean for those who would apply the Welsh/Harris framework of planned change? Frame reflection shifts more attention to the front end of the process, emphasizing that, perhaps, the actors in the process meeting each point in the framework should be opponents, not implementors already charged with effecting a program or project. Frame reflection also focuses on the Welsh/Harris “change agents” and encourages them to make the reframing of issues their primary concern before performing the stages in the framework. Finally, Schon and Rein imply that effective program implementation in criminal justice tends to occur only at low levels of controversy in which frames are not contested seriously and that the Welsh/Harris framework will primarily be effective only with issues at those levels until frame reflection and design rationality become a common component of these kinds of frameworks.

How might planned change through frame reflection and design rationality apply to criminal justice issues facing analysts and practitioners today? Consider all of the issues with competing problem definitions—appropriate sanctions versus treatments, reduction of recidivism, the causes of criminality itself, to name only three. Think of all the alternatives being proposed to “get tough” policies—public health approaches for drug abuse (Bertram et al., 1996), community sentencing (Tonry, 1996), environmental design (Clarke, 1994), or restorative justice (Bazemore, 1999)—and the increasing debate over those policies. Lurking in the pendulum movements of those issues and alternatives is the potential for reframing the debates as Schon and Rein indicate so that planned change effects something truly new rather than reinventing now well-worn wheels.


The Welsh/Harris book is easily read and conspicuously user-friendly for practitioners and students seeking a clear method of outlining steps to ensure effective program and project design and implementation. Schon and Rein present more of a challenge to the reader as well as material that may be unfamiliar to the practitioners benefiting from Welsh and Harris. Nevertheless, *Frame Reflection* and other works

“... successful policy design requires reflection on competing policy actors’ ‘frames’ ... and on reframing them into grounds for consensus on action. The ‘symbolic contest’ of frames competing in policy disputes and of the institutions sponsoring the frames renders actors literally incapable of understanding each other. Impasse and ineffectiveness are the usual results unless the actors are forced by their failures to ‘reflect’ on their differences.”

focusing on policy context and meaning affecting eventual program and project success should be required reading for criminal justice planners. As noted, the “pendulum” of criminal justice policy is well-known (Friedman, 1993); crime may be the most intractable of all social problems, and efforts to stop the pendulum continually founder on arguments from opponents speaking past each other from their different frames. If and when frustration with the pendulum builds enough to allow change agents to mobilize support in particular criminal justice areas, *Frame Reflection* (or similar criminal justice-specific texts in the future) will prove a valuable guide. And, once a new, more consensual frame has been developed, *Criminal Justice Policy & Planning* will lead practitioners step-by-step through the necessary stages to ensure the effectiveness of

the programs and projects emanating from the new, co-designed perspective.

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(DIRECTORS, from p. 1)

sory Committee since 1996. Prior to his employment with the Missouri SAC, Mr. Beck worked at Atlantic Richfield Oil and Gas Company's Research Laboratory in Plano, Texas.

Richard A. Jones was appointed Director of Oregon's SAC on April 15, 1999. He received both his bachelors degree in psychology and a masters degree with a major in statistics from Oregon State University. He was a former director of Oregon's SAC in the mid seventies and later worked in evaluation, primarily in community corrections. Present duties include oversight of the state felony sentencing guidelines reports databases. The Criminal Justice Commission, where the SAC is housed, is the chief planning agency for the state and was recently given responsibility for a \$19 million juvenile crime prevention program to coordinate strategies and services at state and local levels. 🗣️

ANNOUNCEMENTS



Upcoming Criminal Justice Meetings & Conferences

1999

November

2-6 National Crime Prevention Council, *1999 National Conference on Preventing Crime*, Washington, DC (202/466-6272).

4-5 Bureau of Justice Statistics/Justice Research and Statistics Association, *1999 National Conference: Building Bridges Between Knowledge and Policy*, Baltimore, MD (Karen Maline 202/842-9330).

7-9 National Commission on Correctional Health Care, *23rd National Conference on Correctional Health Care*, Fort Lauderdale, FL (773/880-2424).

13-16 Police Executive Research Forum, *10th Annual Problem-Oriented Policing Conference*, San Diego, CA (202/466-7820).

17-20 American Society of Criminology, *1999 Annual Meeting*, Toronto, Canada (716/645-2417).

December

11-14 National Institute of Justice Crime Mapping Research Center, *Third Annual Crime Mapping Research Conference*, Orlando, Florida (www.nijpcs.org/upcoming.htm, or call 703-684-5300).

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