

Volume IV | Na-Ru



EDITED BY

JAY S. ALBANESE

The Encyclopedia of
**CRIMINOLOGY AND
CRIMINAL JUSTICE**

WILEY Blackwell

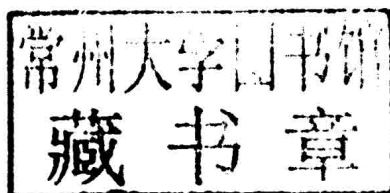
The Encyclopedia of Criminology and Criminal Justice

Volume IV

Na–Ru

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The Encyclopedia of Criminology and Criminal Justice

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National Institute of Justice

NICOLE HENDRIX

The National Institute of Justice (NIJ) is the research, development, and evaluation agency of the United States Department of Justice. The Office of Justice Programs, a branch of the Department of Justice, is comprised of the NIJ, along with the Bureau of Justice Statistics (BJS), Bureau of Justice Assistance (BJA), Office of Juvenile Justice and Delinquency Prevention (OJJDP), Office for Victims of Crime (OVC), and other program offices. From the beginning, the NIJ has continued to better the operation of the criminal justice system through its programming, research, and outreach to agencies across the nation.

The organization that would become the modern NIJ was originally formed in response to recommendations in the 1967 report from the President's Commission on Law Enforcement and Administration of Justice. In 1968, the National Institute of Law Enforcement and Criminal Justice was established within the Law Enforcement Assistance Administration when that organization was created by Congress under the Omnibus Crime Control and Safe Streets Act. This Act also helped to establish the Bureau of Justice Statistics. In 1978, the National Institute of Justice was renamed from that original organization. Among government research organizations and agencies, the NIJ is unique and noteworthy because the director is appointed by

the President of the United States and confirmed by the Senate. The current director is John Laub, a renowned criminologist and researcher. Dr Laub was a Distinguished Professor in the Department of Criminology and Criminal Justice at University of Maryland College Park before taking the appointment at NIJ. He has authored and co-authored numerous publications and books. In 1996, Dr Laub was named an American Society of Criminology (ASC) fellow. He served as the President of ASC from 2002 to 2003. In 2005, Dr Laub was presented with the American Society of Criminology Edwin H. Sutherland Award for his many significant contributions to theory and research in criminology. He received a BA from the University of Illinois, Chicago, and an MA and a PhD in criminal justice from the State University of New York at Albany.

The main mission of NIJ is focused on improving knowledge and understanding about crime and justice issues through scientific research and examination. The organization facilitates this through numerous publications, website information, seminars, and funding of research in the field. NIJ also provides information, training, resources, and tools to both state and local agencies in order to reduce crime and improve criminal justice responses to crime. In addition to the general mission of the agency, NIJ has identified five strategic goals to help pursue the overall mission of improving criminal justice across the nation. These include fostering science-based criminal justice practice, translating the knowledge gained into practice, advancing the use of technology to create a more effective, fair, and efficient criminal justice system, working

across disciplines to find the best solutions to issues in criminal justice, and adopting a global perspective to understand the context of crime in the United States and around the world. These goals represent the focus of the agency's time and resources.

Each of the strategic goals is put forth in the activities undertaken by NIJ. The agency facilitates science-based criminal justice practice by ensuring that the policies and programs are useful and effective through systematic evaluation. NIJ funds evaluations of these programs and policies to ensure they meet expected goals and outcomes. Evaluations funded by NIJ allow policy makers to have increased confidence in the procedures and programs used to increase public safety. NIJ also establishes equipment performance standards used by public safety professionals in the field. These include standard measurements for equipment and minimum performance requirements for equipment, such as body armor. NIJ also conducts compliance testing to ensure equipment meets an objective standard of performance.

The mission of the agency is furthered under a set of principles highlighted by the belief that research can improve the community and individual lives. This research is focused on responding to real world victims and communities through public and private partnerships with agencies, organizations, and individuals. These partnerships allow NIJ to facilitate responses to crime and victimization that improve the process of responding to crime and the lives of many in American communities.

NIJ holds the highest standards for conducting research and expects individuals who receive funding under their programs to do so as well. NIJ awards grants for a variety of research using a competitive peer review process. NIJ provides funding for physical and social science research about criminal justice. In addition to research, NIJ also supports development and evaluation projects of programs and policies through competitive solicitations and review. Each year the focus of the research solicitations varies. This is based on current trends, priorities, patterns of crime, and available funding. In addition to the research and evaluation funding, NIJ also provides funding to improve the quality and technology associated with forensic science.

These funds are used to increase the efficiency and quality of evidence processing. More generally, NIJ is committed to increasing the quality of forensic science and medical examiner services.

The last area of funding NIJ provides is in the form of fellowships. There are three types of award: Graduate Research Fellowships, the W. E. B. DuBois Fellowship, and the Visiting Fellowship. The Graduate Research Fellowship provides financial support up to \$25,000 for doctoral students who have completed, or are near completion of, all PhD degree requirements except the dissertation. The W. E. B. DuBois Fellowship is an award of up to \$100,000 for one researcher with a terminal degree in any academic discipline who has not been awarded tenure. The Visiting Fellowship funds a leading researcher for a 6–18 month residential award that allows for interaction with the NIJ Director and other staff researchers. The award amounts are based on the salary requirements of the researcher.

The NIJ has identified the following overarching research goals as outlined on its website.

- Understand the causes of crime to more effectively predict, prevent, and control crime.
- Develop practices and policies that improve performance in law enforcement personnel and criminal justice agencies.
- Develop, test, and evaluate ways to limit deaths and injuries of law enforcement and suspects.
- Develop knowledge on violence and victimization in specific populations to reduce and prevent violence and improve the quality of life for individuals, families, neighborhoods, and communities.
- Expand the scientific basis of the forensic sciences.
- Expand the use and power of DNA evidence.
- Identify the components of a successful reentry program for different populations of offenders.
- Improve services to crime victims.
- Understand and prevent the use and distribution of illegal drugs.
- Identify ways to reduce incarceration and probation while maintaining public safety and holding offenders accountable.

NIJ administers a variety of strategies to move knowledge from the research field to implementation by professionals. These include an assortment of publications published and made available via the NIJ website and in print. These include content available via the National Criminal Justice Reference Service (NCJRS), as well as reports from the NIJ-funded research, development, and evaluation projects. The most well known of these is the NCJRS. This electronic repository of materials was established in 1972 to serve as a resource for criminal justice agencies and personnel, as well as members of the general public who are interested in researching crime and justice issues. NCJRS offers an extensive reference and referral source for academic, evaluation, and developmental materials related to criminal justice. The materials are available in print and electronic form to anyone interested in the crime and justice issues covered within. There are more than 210,000 articles, publications, and reports available from the archive. NCJRS also archives audiovisual materials from the United States and around the world. The available resources include statistical and data reports, research findings, program descriptions, congressional hearing transcripts, and training materials. Podcasts of presentations, electronic formatted videos, and audio files are available for download and use by the field and public more generally. While these static forms of information are fairly common, NIJ also offers information from NCJRS via an RSS feed to which anyone can subscribe in order to receive timely updates on the materials and content available via the NCJRS.

Multimedia presentations that help to disseminate information gathered through these research projects are also available via the NIJ website and are available for application in the field. NIJ also publishes a journal, appropriately entitled *NIJ Journal*, that is available several times a year via email and in print. The *NIJ Journal* often covers the research being funded by the Institute, as well as disseminating it in a more concise format for use by professionals. Additionally, NIJ makes podcasts of interviews and presentations available for public viewing, so that, no matter where in the world up-to-date information about crime and justice is needed, it is there and available. NIJ also administers a YouTube channel, TheJusticeDepartment, which contains videos from both NIJ and DOJ that include presentations,

news conferences, speakers, and discussions of field and other research by important scholars from around the world on important topics of interest. NIJ also operates reference services and information repositories that are available to professionals, academics, and the community. This and the other services offered by NCJRS ensure that the most innovative and advanced information is disseminated to criminal justice agencies, personnel, and the broader community.

NIJ hosts several conferences every year designed to bring researchers and practitioners together in partnerships to increase the effectiveness of criminal justice. One of the most heavily attended is the *Crime Mapping Conference* series, which brings together practitioners, researchers, academics, and policy makers to discuss the implications of findings from research across the field. Examinations of these studies offer solutions using place-based initiatives solving problems of crime and the delivery of criminal justice services. These strategies are being used by many localities and at all levels of government. The conference presents research findings, practical applications, technology demonstrations, and policy results in order to help expand the use of place-based initiatives in the field. These strategies are becoming more prominent in the field, particularly in the area of law enforcement. This conference offers the opportunity to do more than simply map crime. It allows for a deeper examination of the impact of geography on the occurrence of crime, including theory, policy, and responses to crime. Conferences and presentations such as the *Crime Mapping Conference* often include training and resources to increase knowledge in the field and help ensure the best information is available for implementation. Crime mapping and analysis by law enforcement personnel is a topic often covered in training sessions offered by NIJ, including at their annual *Crime Mapping Conference*. These strategies and technologies have been used by police agencies to allocate resources, plan patrols, map crime patterns, and identify community security and safety issues.

Training, technological outreach, and presentations are also part of the foundation of what NIJ contributes to the science of criminal justice. These opportunities help to train law enforcement, court, and corrections officials at all levels of criminal justice. Sessions are often

offered and facilitated by NIJ staff and affiliated researchers to provide the most advanced opportunities for those who are able to attend. These resources include training courses on the newest innovations and technology available in the field, particularly in the areas of law enforcement. The courses are often offered online as well as in the face-to-face training seminars offered in locations across the country. One such event is the Mock Prison Riot hosted each year at Moundsville Prison in West Virginia in conjunction with West Virginia High Technology Consortium Foundation. This event allows correctional personnel to use the grounds of a historic prison to train and practice upon so that they are better able to prepare for such an event in their own facilities. The Moundsville Mock Riot offers a safe environment in the form of a decommissioned West Virginia state penitentiary, where law enforcement and correctional personnel can train, test response strategies, and work with other professionals to increase the safety and security of correctional facilities across the nation. The Moundsville Mock Riot also includes a display of the latest technology for personnel involved in the activities to try out, see, handle, and even utilize as part of the training exercises conducted by NIJ. For smaller agencies, these opportunities offer unique circumstances to learn about the most cutting edge innovations in the field.

Many training opportunities offered by NIJ focus on issues regarding the use of technology by criminal justice personnel. Recently, these opportunities have included training on the use and operation of various technologies. The biannual Technology Institute for Law Enforcement is one such opportunity for law enforcement officers to learn about technology and initiatives to better help them respond to crime in their own communities. The week-long institute includes sessions on existing and developing technologies, including ways to problem-solve related to the implementation of technology.

The future goals of the NIJ remain consistent with their mission. As Director John Laub states, "we need to focus on the best science for the field." Providing the resources and funding to ensure innovations are accessible for all communities is an important part of the mission of NIJ. Through research, development, and

evaluation, NIJ has developed a reputation for the most innovative and far-reaching information and technology related to criminal justice. With goals to increase the efficient and effective responses to crime and the focus on providing resources to agencies and personnel around the country, it is no wonder that the Institute remains one of the most powerful weapons as we strive to make communities safer. As the field of criminal justice and our society continue to evolve and change, it will be the NIJ that remains at the forefront for the foreseeable future to lead in advancing the science of criminal justice.

SEE ALSO: American Society of Criminology; Crime Mapping; Education and Training in Law; Judicial Training; Law Enforcement Assistance Administration; Police Training; Training in Corrections; Training in Law Enforcement.

Further Readings

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National Longitudinal Survey of Youth

JENNIFER LYNN OWENS

Criminology and criminal justice researchers employ data from numerous sources when conducting studies in the field of juvenile justice; however, two associated surveys of American youth have proven especially useful: the National Longitudinal Survey of Youth 1979 (NLSY79) and the National Longitudinal Survey of Youth 1997 (NLSY97). The self-report measures of deviant and delinquent behavior contained in both the NLSY79 and NLSY97 enable researchers to address some of the most fundamental questions in juvenile justice research and to explore topics as diverse as parental incarceration, peer relations, bullying, adolescent substance abuse, and youth employment.

The NLSY79 and NLSY97 are part of a larger collection of surveys known as the National Longitudinal Surveys (NLSs). The NLSs, sponsored by the Bureau of Labor Statistics (BLS), US Department of Labor, were designed to gather information on the labor-market experiences and well-being of six distinct cohorts of men and women. These surveys began in the mid-1960s at the urging of Daniel Patrick Moynihan, Assistant Secretary of Labor (Olsen 2005). He suggested that the existing labor-force surveys did not provide the data necessary to track long-term career trajectories. In response to Moynihan's call for a more dynamic data source, Howard

Rosen, Director of the Office of Research and Development (ORD) at the US Department of Labor, enlisted Herbert S. Parnes, then professor at The Ohio State University, to design a longitudinal study intended to explain the labor market behavior of four cohorts: older men ages 45 to 59 (as of April 1, 1966), mature women ages 30 to 44 (as of March 31, 1967), younger men ages 14 to 24 (as of April 1, 1966), and young women ages 14 to 24 (as of December 31, 1967). These cohorts were selected so that the resulting data could be used to address a variety of important issues (Zagorsky and Gardecki 1998). The older men's cohort was selected to study the declining labor-force participation rates of men who were well into their careers, while the mature women's cohort was selected to study labor-force reentry among women with school-aged children and the balancing of work and family roles. Both the young men's cohort and the young women's cohort were selected to study the school-to-work transition and youth unemployment.

Although the initial plan was to follow the original NLS cohorts for five years, in light of high retention rates and enthusiasm within the research community, data collection continued well beyond initial expectations. The NLS of older men, which began in 1966 with a group of 5,020 men, was conducted regularly through 1983; over the course of nearly two decades, respondents completed 12 interviews. An additional, follow-up interview was conducted in 1990 with funding from the National Institute on Aging. Along with 2,092 living respondents, 2,206 widows and family members of deceased respondents participated in the 1990 resurvey. The NLS of young men was conducted from 1966 to 1981. Respondents completed a total of 12 interviews during that time. While both of the men's cohorts were retired in the early 1980s due to attrition and mortality, the women's cohorts continued to be interviewed through 2003, at which point the surveys were discontinued due to budget restraints. The NLS of Mature Women, which began in 1967 with 5,083 respondents, was fielded 21 times over the course of nearly four decades, while the NLS of Young Women, which began in 1968 with a group of 5,159 respondents, was fielded 22 times.

The success of the four “original cohorts” led to the creation of the National Longitudinal Survey of Youth 1979. Now “one of the most widely used surveys in the U.S.,” the NLSY79 is a “model for longitudinal surveys around the world” (NORC 2011: para. 6). This ongoing survey is conducted by the Center for Human Resource Research (CHRR) at The Ohio State University in cooperation with the National Opinion Research Center (NORC) at the University of Chicago. Like its predecessors, the NLSY79 is funded and directed by BLS. This survey is conducted among a nationally representative sample of American youth born between 1957 and 1964. At its inception, the NLSY79 cohort consisted of 12,686 men and women ages 14 to 22 (as of December 31, 1978). The cohort included a cross-sectional sample of 6,111 noninstitutionalized civilians, an oversample of 5,295 Black, Hispanic, and economically disadvantaged youth, and a sample of 1,280 respondents on active military duty. Notably, because all eligible respondents residing in a surveyed housing unit were selected for participation, the NLSY79 cohort includes a significant number of siblings and over 300 spouses. The cohort was interviewed on an annual basis from 1979 to 1994 and biennially thereafter. Although the “poor white” oversample was discontinued in 1991 and the military sample was discontinued in 1985, subsequently reducing the NLSY79 cohort to 9,964 respondents, 7,757 of these respondents participated in the most recent round of interviews for which data are available (Round 23). Thus, with a 78% retention rate, the NLSY79 has become “the gold standard for sample retention against which longitudinal surveys are usually measured” (Olsen 2005: 63; BLS 2010).

The NLSY79 was originally designed to facilitate a replication of the NLS Young Men and Young Women’s data analysis and to assist in the evaluation of youth employment and training programs created during the late 1970s. As such, the survey contains a number of questions focused on the respondents’ labor market experiences and participation in vocational or technical training programs. Although labor force behavior continues to be the primary focus of the NLSY79, the survey covers a diverse array of topics (BLS 2003). Each survey round includes an extensive number of questions on schooling, family income, health conditions, environmental

characteristics, fertility, household composition, and marital history. In addition to these core areas of interest, the NLSY79 has incorporated survey questions for a number of supplemental and special data collections over the past three decades. Supplemental data collections have included items related to family background, drug and alcohol use, migration, attitudes and aspirations, access to reading materials, childcare, and neighborhood problems. Notably, a self-report supplement containing questions of interest to criminology and criminal justice researchers was included in the 1980 survey. This supplemental data collection asked respondents about their involvement in a number of delinquent activities, such as truancy, vandalism, shoplifting, drug dealing, motor vehicle theft, and robbery. The 1980 supplement also contained items pertaining to contact with the criminal justice system, including police stops, charges and convictions for illegal activities, time spent in correctional institutions and on probation, and participation in court-related counseling or diversion programs. The NLSY79 cohort has also taken part in three special data collections: The *Armed Services Vocational Aptitude Battery* (ASVAB), which was administered to 94% of the respondents in 1980, the *High School Survey*, which collected data on 8,500 respondents and their schools, also in 1980, and the *Transcript Survey* (1980–1983), which involved collecting and coding transcripts for over 9,000 respondents. The broad range of topics covered by the primary, supplemental, and special data collections has prompted much research within the fields of criminology and criminal justice. For example, researchers have used these data to identify potential determinants of delinquency, such as dropping out of school, IQ, youth employment, prenatal problems, and neighborhood disadvantage (Jarjoura 1993; McGloin, Pratt, and Maahs 2004; Wadsworth 2006; Turner, Hartman, and Bishop 2007).

“The most important feature that distinguishes the NLSY79 . . . from . . . the original cohorts of the NLS is the use of event histories” (Olsen 2005: 65). Collecting survey data in an event-history format involves recording the beginning and ending dates each time the event of interest takes place. For example, the NLSY79 documents each respondent’s work history by recording “start and stop dates for each job held since the

last interview, periods in which individuals are not working but still with an employer (called within-job gaps), and labor market activities (looking for work, out of the labor force) during gaps between jobs" (BLS 2003: para. 1). Recording data in this manner is analytically useful, as it allows researchers to easily create longitudinal measures. Event histories are also used to collect information on marriage and cohabitation, fertility, education, enrollment in vocational or technical training programs, and receipt of public assistance.

The NLSY79 is also unique in providing cross-generational research possibilities. In 1986, the National Institute of Child Health and Human Development (NICHD) began funding a separate survey of all children born to women in the NLSY79 cohort. Administered on a biennial basis, this new survey includes three instruments: the *Mother Supplement*, *Child Supplement*, and, starting in 1988, the *Child Self-Administered Supplement*. Mothers provide demographic information on each of their children and details concerning each child's home environment, family background, health, temperament, motor and social development, behavioral problems, and schooling. As part of the *Child Supplement*, interviewers record their observations of the home environment and administer a number of established scales designed to measure cognitive development. Children ages 10 to 14 complete the *Child Self-Administered Supplement*, which includes items on child-parent interactions, household rules and responsibilities, schooling, extracurricular activities, perceptions of neighborhood safety, work for pay, peer relations, dating, substance use, and sexual activity. Respondents are also asked the number of times they engaged in a series of criminal or delinquent acts, such as shoplifting and damaging school property, over the course of the last year. Starting in 1994, children ages 15 and older began completing a separate *Young Adult Questionnaire* modeled after their mother's main youth interview. This questionnaire was designed to replace the child assessments for older adolescents making the transition into adulthood. The content of the questionnaire is extremely broad: topics include labor-market experiences, schooling, physical and mental health, vocational

training, household composition, relationship and fertility history, military service, risk-taking behaviors, income and assets, attitudes, child care and parenting, sexual activity, home and neighborhood environment, and substance use. Participants also self-report criminal or delinquent activities committed in the last year, charges and convictions for illegal activities, time spent in correctional institutions and on probation, and participation in court-ordered counseling or diversion programs.

By linking the NLSY79 mothers with their children, researchers can address a range of cross-generational issues. For example, criminology and criminal justice researchers have examined the influence of maternal employment on deviant and delinquent behavior among youth, risk-taking behavior in adolescence, and serious crime in young adulthood (Aizer 2004; Aughinbaugh and Gittleman 2004; Vander Ven and Cullen 2004). These data also allow one to connect early childhood beliefs and experiences with outcomes in later childhood, adolescence, and young adulthood. What's more, because the NLSY79 Children and Young Adult samples include all children born to women in the NLSY79 cohort, these data provide researchers with the opportunity to study siblings and cousins. Emphasizing this unique characteristic, the BLS (2002: para. 6) notes, "The relatively large sample of siblings and cousins permits researchers to explore within- and cross-family effects to a greater extent than is typically possible." This feature of the data has been exploited in a number of ways. For example, researchers have attempted to parse out the relative contributions of genetic and environmental influences on delinquency using a linking algorithm created by Rodgers, Rowe, and Li (1994), which allows one to identify kinship pairs in the NLSY79 data (Rodgers, Buster, and Rowe 2001).

In 1997, NORC began fielding the National Longitudinal Survey of Youth 1997 (NLSY97) in cooperation with CHRR. Like the NLSY79, the NLSY97 is primarily funded by BLS; however, a number of other government agencies have provided funding to support the inclusion of special data collections. For instance, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) sponsors a set of self-administered questions related to crime and criminal activities. The

NLSY97 is conducted among a nationally representative sample of 8,984 respondents born between 1980 and 1984. Diverging from the NLSY79 cohort, which includes men and women ages 14 to 22 (as of December 31, 1978), the NLSY97 cohort consists of respondents ages 12 to 16 (as of December 31, 1996). Zagorsky and Gardecki (1998: 38) note that "[t]he lower age limit was designed to provide researchers with information on how early experience in part-time and non-permanent jobs leads to permanent work." The NLSY97 cohort is comprised of a cross-sectional sample of 6,748 noninstitutionalized civilians and an oversample of 2,236 black and Hispanic youth. The cohort has been interviewed on an annual basis since 1997. Approximately 84% (7,561) of the original respondents participated in the most recent round of interviews for which data are available (Round 13).

Since the primary objective of the NLSY97 is to study the transition from school to work, detailed information is collected on respondents' educational and labor-market experiences; however, like the NLSY79, the survey includes items on a number of other topics: demographic characteristics, health, family background, household composition, youth attitudes and expectations, dating, peers, sexual activity, marriage and cohabitation, fertility, participation in government assistance programs, income and assets, time use, substance abuse, and criminal behavior. The NLSY97 contains a number of survey instruments in addition to the primary *Youth Questionnaire*, which is administered in each survey round. In Round 1, all household residents completed an initial *Screener* to determine their eligibility for the survey. If a household contained an eligible youth, interviewers administered a *Household Roster* and *Nonresident Roster*, which collected detailed information on each member of the respondent's household and his or her nonresident family members, respectively. One unique feature of the NLSY97 is the *Parent Questionnaire* (BLS 2006: para. 4). Also administered in Round 1, this questionnaire required one parent (or parent-like figure) to provide extensive information on topics such as family background, marital and employment history, health, income and assets, participation in government programs, religious affiliation, and early child care. Parents also completed a *Household Income Update* in Rounds

1 through 5, providing data users with further details on their income and its sources. Since its inception, the NLSY97 has included four special data collections: two *School Surveys*, a computer adaptive version of the *Armed Services Vocational Aptitude Battery* (CAT-ASVAB), and a *High School Transcript Survey*.

The richness of the NLSY97 data has spurred nearly 200 journal articles and over 50 dissertations. Although the NLSY97 was designed to explore the school-to-work transition, given the broad array of topics covered in the survey, researchers have used these data to address numerous questions of interest in the fields of criminology and criminal justice. For example, researchers have used the extensive employment information collected from the NLSY97 respondents to examine the effects of youth employment on delinquency, problem behaviors, and substance abuse (Paternoster, et al. 2003; Apel, et al. 2008). Researchers have also used these data to identify potential determinates of delinquency, such as birth order, family structure, and neighborhood disadvantage (Argys, et al. 2006; Apel and Kaukinen 2008).

Data continue to be collected for both the NLSY79 and the NLSY97. NORC interviewers will begin fielding Round 15 of the NLSY97 in September 2011. Round 25 of the NLSY79 and its associated Child and Young Adult surveys are scheduled to begin in early 2012. The questionnaires for these rounds will each include a number of content changes, reflecting the dynamic nature of these data collections. For example, the NLSY79 questionnaire will include additional items on volunteerism and charitable donations, estate planning and wills, mortgage delinquencies and foreclosures, and employer-provided stock options. Proposed changes to the NLSY97 include additional questions on work schedules, wages, desired work hours, and handedness (i.e., left versus right). Round 15 will also include a trial collection of birth certificates, the dissemination of college transcript release forms, a trial internet collection, and an assessment of non-respondents.

SEE ALSO: Bullying; Juvenile Arrests; Juvenile Delinquency Trends; Juvenile Probation.

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Further Readings

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National Prison Congress

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The first meeting of the National Prison Congress occurred on October 12, 1870, in Cincinnati, Ohio (*New York Times* 1870). Throughout the past 140 years since the occurrence of this event, the National Prison Congress has often been used interchangeably with the National Correctional Congress and is even sometimes confused with the National Prison Association (NPA). Though different forms of nomenclature may be found, they all relate back to a multiday event which took place during the dates of October 11–20, 1870. This was a historical event that truly illustrated many of the fine points that introductory textbooks on corrections attempt to convey when citing the evolution of corrections in the United States. Confirming the importance of this meeting, consider that in 1970 the American Correctional Association, in partnership with the Ohio Historical Society and the Cincinnati Historical Society, created historical marker number 5–31, which is maintained in Cincinnati (Historical Marker Database 2009). This marker serves to commemorate the 1870 National Prison Congress convention which proved to be so instrumental to the future of corrections, both in the United States and in Europe as well. This marker illustrates the foundational role that the National Prison Congress played in the development of corrections as a field of worthwhile professional consideration. The marker has two sides—Side A and Side B. Side A, entitled “First National Correctional Congress,” reads as follows:

On this site in October, 1870 a group of enlightened individuals dedicated to the reformation and improvement of penal systems met. This first Congress of the National Prison Association, now known as the American Correctional Association, adopted a far-sighted philosophy of corrections. This philosophy, embodied in its Declaration of Principles, remains today as the basic guide for modern correctional systems. (Historical Marker Database 2009)

Side B, entitled “Declaration of Principles of 1870 Marker,” reads as follows:

The treatment of criminals by society is for the protection of society. But since such treatment is directed to the criminal rather than to the crime, its great object should be his moral regeneration. Hence the supreme aim of prison discipline is the reformation of criminals, not the infliction of vindictive suffering. (Historical Marker Database, 2009)

It is clear from these two excerpts that the basic tone of correctional thought and practice, evolving from one of cruelty to one of humane treatment and moral reform, was the underlying theme throughout this convention. Though this meeting was perhaps one of the most influential of its sort to the field of corrections, many people who work in this field are largely unaware of its long-term impact upon the entire future of penology, both from the perspective of a practitioner and from that of a scholar. Perhaps one way to demonstrate this historical significance is to highlight some of the historical figures who were in attendance, many of these being key persons in the development of corrections throughout the United States and Europe. To most scholars and to avid students of corrections, many of these names will be instantly familiar. For those who do not recognize them, exposure to these historical personalities is important if one is to gain an accurate historical account of how the field of corrections evolved in the United States.

The meeting of the National Prison Congress included the attendance of numerous well-known and, in today's time, historically significant persons who shaped and molded the field of corrections as we know it. For instance, the then Ohio Governor, Rutherford B. Hayes, was made president of the National Prison Congress (*New York Times* 1870). As most people may recognize, Rutherford B. Hayes eventually became the nineteenth president of the United States from 1877 to 1881. Up until his presidency in the White House, and even after this, Mr Hayes would continue to be active with the National Prison Association, an offshoot organization having its origins with the National Prison Congress.

Other notable attendees included the then Governor Baker of Indiana and the prior

Governor Haines of New Jersey. These two governors escorted Rutherford Hayes as he assumed his chair as President of the National Prison Congress, where Hayes provided an impassioned address to the public on the points of the meeting and the great good that was envisioned as a result (*New York Times* 1870). Another well-known personality in early American corrections, Dr Enoch Wines, was also in attendance. Doctor Wines provided a brief account of the number of prisons, houses of corrections, and jails that existed in the United States at that time, along with a rough census of the number of inmates housed throughout the nation. The state of corrections was also a theme in Wines' speech (*New York Times* 1870).

As was the custom with most types of reform during this era, other academic scholars were also in attendance and, as befitting the philosophical underpinnings on crime and punishment, some debate was generated on various aspects of correctional practice. From the New York House of Refuge, Dr Pierce presented a paper entitled "Reformatories of the United States," in which he provided their historical development and an overview of their conditions (*New York Times* 1870). His presentation highlighted the good work that these institutions had accomplished and showed promise for these types of facilities in the future. Amidst this presentation, it was interesting that the Congress became embroiled in a debate over the comparative merits of the congregated system versus the family system models of operating reformatory schools. In particular, high-ranking correctional leaders from the state of Massachusetts were particularly invested in this debate, which exemplified the need for thoughtful discourse on correctional issues, both related to adult and juvenile corrections (*New York Times* 1870).

The National Prison Congress was also unique because it brought together persons from Europe. As most corrections experts, scholars, and long-time practitioners tend to know, many of the precepts in American corrections were carried over or developed by thinkers in both the United States and Europe. The fact that the National Prison Congress had attendees from both sides of the Atlantic speaks to the prominence of the meeting and its historical impact on the entire field of corrections. Indeed, during the evening,

two papers were read which were specifically forwarded by one well-ranked Danish correctional administrator, F. Brunn, the Inspector General of Prisons and the other by the well-known Sir John Bowring of the United Kingdom (*New York Times* 1870). The first paper, by Brunn, gave an interesting account of prison discipline practices in Denmark and shared worthwhile points relating to prison treatment to be shared with other countries (*New York Times* 1870). The second paper, by Bowring, was an essay on the purpose of prison discipline. Sir John Bowring took the view that a prison was essentially a moral hospital. Inmates were likened to patients who were in need of treatment (*New York Times* 1870). Nevertheless, in presenting this potential model of prison operation, Sir John Bowring gave a clear and unbiased account of prison operations in England, providing an account of both the negative and positive aspects of prison operations in that country.

Lastly, the well-known "Father of Prison Reform," Zebulon Brockway, was also in attendance and, during the evening hours of the National Prison Congress, read a paper entitled "The Idea of a True Prison System for a State," which helped to further convey his notions of prison reform in the United States (*New York Times* 1870). This paper was, of course, one of many that would make Brockway a leading figure in American Corrections. During the last few hours of the Congress meeting, debate ensued as to whether pecuniary concerns in prison management could be effectively compatible with the moral concerns and objectives of a prison facility. It was Brockway's stance that such polar opposites could be effectively tempered to be complementary with one another rather than contradictory.

Conversely, the well known Dr Enoch Wines, of the New York Prison Association, held that these two competing objectives were so off par with one another as to be destined to undermine one another, regardless of the circumstances (*New York Times* 1870). Wines would later be a prime influencer of the formation of the National Prison Association and would continue to be the secretary for the NPA until his death in 1879. In 1954, the NPA would change its name to the now well-recognized American Correctional Association (ACA).