



Office of Justice Programs Annual Report

Fiscal Year 1996

Bureau of Justice Assistance

Bureau of Justice Statistics

*Office of Juvenile Justice &
Delinquency Prevention*

National Institute of Justice

Office for Victims of Crime

Corrections Program Office

Drug Courts Program Office

Violence Against Women Grants Office

Executive Office for Weed & Seed

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INTRODUCTION

Two major indicators released in Fiscal Year 1996 showed that crime is declining for the first time in a decade. But the crime rate in America is still too high. Crime is still of great concern to the American public, and continued violence fuels public fears. Our nation faces the challenges of continued high rates of gang and youth violence, the need to save at-risk kids, criminal activity arising in the context of new technologies and the virtual disappearance of international boundaries, and the problems of gun violence and family violence in a culture that too often seems to foster both.

But through concerted, comprehensive approaches to crime control some communities are reducing crime and improving the quality of life for residents. The Justice Department's Office of Justice Programs (OJP) and its Bureaus--the Bureau of Justice Assistance (BJA), Bureau of Justice Statistics (BJS), National Institute of Justice (NIJ), Office of Juvenile Justice and Delinquency Prevention (OJJDP), and Office for Victims of Crime (OVC)--continued working in FY 96 to help states and local communities implement these kinds of comprehensive approaches and aggressively address crime problems.

Fiscal Year 1996 was a challenging one for OJP. With \$2.7 billion, the agency's FY 96 budget was larger than at any time in its history. And with those increased funds came increased responsibilities:

- We rolled out more than 15 new or expanded Crime Act Programs, including BJA's new Local Law Enforcement Block Grants, the greatly expanded Violence Against Women Grants program, and the new prison construction and drug treatment in prisons programs.
- Through NIJ, we solicited millions of dollars of new research--using Crime Act authorized dollars--in such areas as sentencing, corrections, community policing, and family violence.
- We quickly hired and trained over 150 new employees to implement these new initiatives and to ensure that our grant programs would be administered as quickly and efficiently as possible.
- And we're implementing further changes in the way we process grants--based on the recommendations of an OJP "Reinvention" Working Group--by adopting the most advanced technology available and streamlining the reviews we undertake.

At the same time, OJP has taken on some tough new issues, such as:

- How to better manage sex offenders in the community;
- How to better respond to youth violence from both enforcement and early intervention perspectives;
- How to use the coercive intervention of the criminal justice system to effectively stop recurring criminal behaviors like drug use and battering;
- And how to help federal, state, and local governments “rethink” how we deliver justice in this country, so that citizens can begin, once again, to have confidence in the criminal justice system and to join in partnership with the system in a problem-solving approach to crime.

OJP is working with communities to tackle these and other crime-related problems. In collaboration with other Justice Department and federal, state, and local officials, we’re helping communities undertake the process of identifying public safety problems, creating partnerships within the community, and connecting the different parts of the criminal justice system.



Laurie Robinson
Assistant Attorney General

Chapter 1

Federal Leadership in Crime Control

Since 1984 the Office of Justice Programs has provided federal leadership in developing the nation’s capacity to prevent and control crime and delinquency, improve the criminal and juvenile justice systems, increase knowledge about crime and related issues, and assist crime victims. OJP’s senior management team--comprised of the Assistant Attorney General (AAG), two Deputy Assistant Attorneys General (DAAG), and five Bureau Heads--works together with dedicated managers and line staff to carry out this mission.

The **Assistant Attorney General** is responsible for overall management and oversight of OJP. The AAG sets policy, ensures that OJP policies and programs reflect the priorities of the President, the Attorney General, and the Congress, and coordinates the work of OJP and its five program bureaus. The AAG also is responsible for administering the Crime Act and Weed and Seed programs and supervising the award of more than \$800 million in grant funds. Two **Deputy Assistant Attorneys General** assist the OJP/AAG in carrying out these responsibilities.

The OJP Bureaus

The **Bureau of Justice Assistance (BJA)** provides funding, training, and technical assistance to state and local governments to combat violent and drug-related crime and help improve the criminal justice system. It also administers the Edward Byrne Memorial State and Local Law Enforcement Assistance, the Local Law Enforcement Block Grants, State Criminal Alien Assistance, Public Safety Officers' Benefits, Regional Information Sharing Systems, and Church Arson Prevention Grant programs.

OJP’S MISSION

To provide federal leadership in developing the nation’s capacity to prevent and control crime, administer justice, and assist crime victims.

OJP GOALS

- To identify, define, and promote the understanding of critical crime, delinquency, and justice issues.
- To develop, support, and evaluate promising and innovative strategies for ensuring safe and just communities and assisting victims of crime.
- To build partnerships that strengthen federal, state, and local government and community capacities.
- To ensure a fair workplace that maximizes each employee’s contribution to the overall mission and goals of OJP.

The **Bureau of Justice Statistics (BJS)** is the principal criminal justice statistical agency in the nation. BJS collects and analyzes statistical data on crime, criminal offenders, crime victims, and the operations of justice systems at all levels of government. It also provides financial and technical support to state statistical agencies and administers special programs that aid state and local governments in improving their criminal history records and information systems, including grant programs that implement the Brady Handgun Violence Prevention Act and the National Child Protection Act.

The **National Institute of Justice (NIJ)** is the principal research and development agency in the Department of Justice. NIJ supports research and development programs, conducts demonstrations of innovative approaches to improve criminal justice, develops new criminal justice technologies, and evaluates the effectiveness of justice programs. NIJ also provides primary support for the National Criminal Justice Reference Service, a clearinghouse of criminal justice-related publications, articles, videotapes, and on-line information.

The **Office of Juvenile Justice and Delinquency Prevention (OJJDP)** provides federal leadership in preventing and controlling juvenile crime and improving the juvenile justice system at the state and local levels. OJJDP staffs and participates on the Coordinating Council on Juvenile Justice and Delinquency Prevention as part of its Concentration of Federal Efforts responsibility. OJJDP also provides grants and contracts to states to help them improve their juvenile justice systems and sponsors innovative research, demonstration, evaluation, statistics, replication, and technical assistance and training programs to help improve the nation's understanding of and response to juvenile violence and delinquency. In addition, OJJDP administers the Missing and Exploited Children's program and four programs funded under the Victims of Child Abuse Act.

The **Office for Victims of Crime (OVC)** provides federal leadership in assisting victims of crime and their families. OVC administers two grant programs created by the Victims of Crime Act of 1984 (VOCA). The Victims Assistance Program gives grants to states to support programs that provide direct assistance to crime victims. The Victims Compensation Program provides funding to state programs that compensate crime victims for medical and other unreimbursed expenses resulting from a violent crime. OVC also sponsors training for federal, state, and local criminal justice officials and other professionals to help improve their response to crime victims and their families.

The Crime Act Program and Other Offices

The three Crime Act Offices--the Violence Against Women Grants Office (VAWGO), the Corrections Program Office, and the Drug Courts Program Office--administer major programs authorized by the 1994 Crime Act. During FY 96, the Crime Act Offices expanded to

enable them to perform the grant management functions formerly performed by BJA staff and to undertake increased programmatic responsibilities under greatly expanded 1996 appropriations.

OJP's **American Indian and Alaskan Native Desk (AI/AN)** improves outreach to these communities. AI/AN works to enhance OJP's response to tribes by coordinating funding, training, and technical assistance and providing information about available OJP resources.

The **Executive Office for Weed and Seed (EOWS)** also is within OJP. EOWS is dedicated to building stronger, safer communities through the Weed and Seed strategy, a community-based, multi-disciplinary approach to combating crime. EOWS works closely with United States Attorneys and BJA to implement Operation Weed and Seed in communities throughout the country.

Six offices within OJP provide agency-wide support. They are the Office of Congressional and Public Affairs (OCPA), the Office of General Counsel (OGC), the Office of Personnel (OP), the Office for Civil Rights (OCR), the Office of Budget and Management Services (OBMS), and the Office of the Comptroller (OC).

OJP's FY 96 Budget

At \$2.7 billion, OJP's Fiscal Year 1996 budget was the largest in the agency's history. With almost a dozen new or expanded programs, including the \$503 million Local Law Enforcement Block Grants Program, OJP's responsibilities also increased for the second straight year. The following table shows the appropriations for major OJP programs.

1996 Appropriations <i>in millions of dollars</i>	
CRIME ACT PROGRAMS (criminal justice)	
Violence Against Women	
Law Enforcement and Prosecution Grants	130
Grants to Encourage Arrest Policies	28
Rural Domestic Violence Grants	7
Drug Courts	15
Prison Construction	617.5
State Prison Drug Treatment	27
Criminal History Records Upgrades (BJS)	25
SCAAP (BJA)	300
EXECUTIVE OFFICE FOR WEED AND SEED	28.5
BUREAU OF JUSTICE ASSISTANCE	
Local Law Enforcement Block Grants	503
Byrne Formula Grants	475
Byrne Discretionary Grants	60
RISS	14.5
White-Collar Crime Center	3.8
Public Safety Officers' Benefits	30.6
BUREAU OF JUSTICE STATISTICS	21.4
NATIONAL INSTITUTE OF JUSTICE	30
OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION	
Formula and Discretionary Grants	144
Missing Children's Program	6
Victims of Child Abuse Act	4.5
Crime Act Programs (juvenile justice)	7.6
OJP MANAGEMENT AND ADMINISTRATION	24.2
OFFICE FOR VICTIMS OF CRIME	227.7*
*Non-appropriated money from the Crime Victims Fund.	

Chapter 2

Enhancing Public Safety

Preventing violence continues to be a top priority for the American public and for the Department of Justice. Although both the FBI's *Uniform Crime Report* and the Bureau of Justice Statistics' *National Crime Victimization Survey* showed that crime declined in 1996 for the first time in almost a decade, crime--particularly violent crime--is still a major problem in many communities.

An NIJ study released in January 1996 revealed that crime imposes an annual "tax" of approximately \$425 per man, woman, and child in the United States, or a total of about \$105 billion in lost wages, medical expenses, and property losses. When the values of emotional pain, suffering, and the risk of death to victims are factored in, crime costs victims an additional \$345 billion annually.

OJP continues to work with state and local and other federal agencies to build on the progress that is being made against crime--by addressing gun and gang-related violence and by providing technology and other support to assist law enforcement in ensuring public safety.

Guns and Crime

Gun-related crime takes a terrible toll on Americans, particularly young males. A BJS study of non-fatal firearm injuries from crime shows that from June 1, 1992 through May 31, 1993, an estimated 57,500 people were treated at hospital emergency departments for non-fatal firearm assaults. Of these victims, 90 percent were male, 59 percent were black, and 49 percent were from 15 to 24 years old. In 1993, 67 police officers were killed and another 1,400 were injured by firearm assaults while responding to a crime.

OJP expanded its efforts to help states prevent the sale of firearms to ineligible purchasers by improving their criminal history records. Criminal history records are fingerprint cards or their electronic counterparts linked with information about arrests, conviction, and sentences, when available. Of the 52 million criminal history records in the United States, 56 percent are now accessible nationally--up from 50 percent a year ago. But only one-third are both accessible and include dispositions, an increase of almost 3 million records over a two-year period. Records are inaccessible if they are not automated or if a state does not participate in the current national system--the Interstate Identification Index. Records without dispositions delay inquiries or handicap law enforcement in the identification of individuals with a prior conviction.

In May 1996, BJS awarded \$3.7 million to California, New York, Florida, and 15 other states with advanced criminal history record systems to further improve their systems so that they can serve as models for other states that have less advanced criminal history record systems. The awards are part of a larger sustained effort, the National Criminal History Improvement Program (NCHIP), to assist states in improving their record systems. NCHIP enables states to identify persons ineligible to purchase firearms or hold positions of responsibility with children, the elderly, and the disabled. For the first time, these awards will allow these advanced states to develop methods to capture data on domestic violence and stalking protective orders to ensure that individuals who pose a threat to their families or their community cannot legally purchase firearms.

It's important to deny easy access to firearms to spouse abusers and mentally unstable individuals who may act on impulse and cause further harm to their families or the community. It's no less important to help law enforcement officials do their job by enhancing already effective computerized records of arrests and convictions.

--BJS Director Jan Chaiken

BJS also awarded \$33 million in second-year NCHIP funding to 48 states and the District of Columbia to continue efforts initiated last year to improve their criminal history record systems, keep felons from purchasing handguns, prevent sex offenders from working with children and the elderly, and identify repeat offenders who may be subject to "three strikes" laws. Since the start of NCHIP in 1995, BJS has provided over \$112 million directly to states under the program. NCHIP implements the grant provisions of the Brady Handgun Violence Prevention Act, the National Child Protection Act of 1993, the Stalking and Domestic Violence Reduction provisions of the Violence Against Women Act, and related legislation focusing on improving state criminal history records and implementing the National Instant Background Check System. New Mexico and Wyoming did not apply for FY 96 NCHIP funds; however, both states received FY 1995 NCHIP awards.

In another effort to prevent homicide, BJA is assisting local communities implement the recommendations of a Summit on Murder hosted by the International Association of Chiefs of Police (IACP) in May 1995. A report from the summit, *Murder in America: Recommendations from the IACP Murder Summit*, includes 39 broad homicide reduction-related recommendations for law enforcement officials and other community institutions and organizations. In December 1995, BJA awarded \$350,000 each to the cities of Richmond, Virginia and Richmond, California to build comprehensive strategies based on the IACP's recommendations. These strategies target the underlying causes of homicide, such as gang violence, domestic violence, violence associated with drug activity, and the availability of illegal firearms. In 1994, there were 160 murders in Richmond, Virginia, comprising a per capita rate of 77.1 murders per 100,000 population--the second highest murder rate in the nation among cities with populations over 100,000. There were 57 homicides in Richmond, California, where the population is 99,000.

Local Law Enforcement Block Grants

Under BJA's FY 96 Local Law Enforcement Block Grants program, over 2,600 local jurisdictions, every state, and several eligible territories received grants totaling approximately \$405 million that will help them to reduce crime and improve public safety.

The grants were distributed using a formula based on violent crime data covering the last three years that the FBI collected from the states and localities. BJA made direct awards to units of local government that qualified for \$10,000 or more. The largest grants went to New York City (\$33,015,183) and Chicago (\$18,351,721). Jurisdictions that did not receive direct awards were eligible to receive funds or increased services from their state, which received a base amount in addition to the funds allocated for jurisdictions that did not qualify for at least \$10,000.

Local jurisdictions can use their grants to hire police officers or pay existing officers for overtime; establish multijurisdictional task forces; purchase equipment directly related to basic law enforcement functions; prosecute violent offenders, particularly youthful violent offenders; fund drug courts; implement crime prevention measures; or defray the cost of indemnification insurance for law enforcement officers. Funds cannot be used to acquire tanks or armored vehicles, fixed-wing aircraft, limousines, real estate, yachts, consultants, or any vehicle not primarily used for law enforcement.

The program was authorized by the FY 96 Omnibus Appropriations Act passed in late April. In only six months, BJA designed the program and disbursed the grants. To deal with the unusually large number of applications, BJA reinvented its grant award process. For the first time, BJA allowed jurisdictions to submit their one-page applications via modem or on diskette. All applications, even those submitted on paper, were scanned and stored electronically, significantly reducing paperwork during the review and award process. These improvements also will make it easier for BJA to monitor the grants and track grant activities while jurisdictions use the funds.

Law Enforcement Support

Through training, OJP is helping law enforcement do its job more effectively and more efficiently. For example, law enforcement agencies will be better able to handle line-of-duty deaths of officers as a result of training provided under a BJA grant to Concerns of Police Survivors, Inc. (COPS). COPS provided training in responding effectively to line-of-duty deaths to about 500 law enforcement officers, benefit specialists, and chaplains from over 200 agencies. Founded in 1984 by the widow of a slain police officer, COPS offers emotional support, grief counseling, and model guidelines for families and law enforcement agencies in handling line-of-

duty deaths. These services are provided through a national network of survivors, professional counselors, and trainers.

To respond to the high level of stress law enforcement officers face, NIJ awarded grants to eight law enforcement organizations, including state and local police departments and police organizations, to test innovative practices and provide training to police officers and their families.

These grant recipients include: Iowa State University; Fraternal Order of Police, Lodge #1 in Baton Rouge, Louisiana; Miami Police Department; New York City Patrolmen's Benevolent Association; New York State Division of Criminal Justice; Vermont Department of Public Safety; Arkansas State Police; and the National Association of Police Organizations.

To help defray law enforcement costs associated with the 1996 Summer Olympics in Atlanta, BJA provided \$4 million to the Georgia Criminal Justice Coordinating Council. Funds were used to help pay for more than 155,000 hours of overtime law enforcement officers worked to protect the more than 10,000 athletes, 15,000 media representatives, 25,000 Olympic officials, 75,000 volunteers, and 2 million spectators and international dignitaries who visited Georgia during the Olympic Games.

Law enforcement has always been a stressful occupation, but there appear to be new and more severe sources of stress for officers than ever before. Law enforcement frequently exacts a serious toll on the family members of the officer. In recognition of these problems, there is heightened interest in identifying and implementing strategies that will prevent and treat law enforcement stress.

--NIJ Director Jeremy Travis

For More Information . . .

Contact the OJP Homepage at www.ojp.usdoj.gov. The following publications are available from the National Criminal Justice Reference Service:

Weapons Offenses and Offenders: Firearms, Crime, and Criminal Justice (BJS) NCJ 155284

Firearm Injuries from Crime: Firearms, Crime, and Criminal Justice (BJS) NCJ 160093

Survey of State Procedures Related to Firearm Sales (BJS) NCJ 160763

Increasing the Utility of the Criminal History Record: Report of the Task Force (BJS) NCJ 156922

Reducing Violent Crimes and Intentional Injuries (NIJ) NCJ 156089

To order call 1-800/851-3420

Chapter 3

Responding to Youth Violence

New data released late in the fiscal year show that in 1995--for the first time in nearly a decade--juvenile arrests for the violent crimes of murder, forcible rape, robbery, and aggravated assault declined 4 percent. In *Juvenile Arrests 1995*, OJJDP analyzed data from the FBI's 1995 Uniform Crime Reports. The report shows that the youngest juveniles account for the greatest percentage of the decline in juvenile arrest rates. The violent crime arrest rate for juveniles ages 10 to 14 fell 7 percent. The report also found that juvenile arrests for murder fell by 14 percent since 1994 and 23 percent since 1993, while juvenile arrests for rape dropped 4 percent, robbery fell 1 percent, and aggravated assault declined 3 percent from 1994 to 1995.

The new figures are encouraging, but youth violence, especially gun violence, remains a matter of great national concern. If we're going to stop children from killing, it will take all of us working together to reduce young people's access to guns and to teach our youth that guns are not the answer to their problems.

--OJJDP Administrator Shay Bilchik

At the same time, the report shows that overall arrest rates for juveniles continued to increase--particularly for females. Violent crime arrests of female juveniles increased 34 percent from 1991 to 1995, compared to a 9 percent increase for males. Females accounted for one in four juvenile arrests in 1995.

An earlier OJJDP report, *Juvenile Offenders and Victims: 1996 Update on Violence*, shows that the nationwide rate at which juveniles were arrested for violent crimes increased 50 percent from 1988 to 1994. Findings from this report were released at the White House Leadership Conference on Drug Use and Violence, held in March 1996 to bring together leaders from across the country to discuss what must be done to respond to the staggering volume of youth violence in this country. The consensus of national leaders at the White House Conference was clear--we must improve our response to juvenile violence. The Coordinating Council on Juvenile Justice and Delinquency Prevention responded to this challenge by issuing *Combating Violence and Delinquency: The National Juvenile Justice Action Plan*. The Action Plan describes innovative and effective strategies and programs to reduce juvenile violence and victimization, how communities can generate solutions, and the role of individual citizens in these efforts. In FY 96 OJP, in partnership with other federal agencies, undertook a range of major new initiatives to further the goals outlined in the Action Plan and respond to youth violence.

Kids and Guns

To help juvenile justice professionals and policy makers continue the decline in youth violent crime, OJJDP sponsored a national satellite teleconference on reducing youth gun violence. OJJDP broadcast the teleconference to approximately 7,500 participants at over 250 downlink sites. It was also aired live by the Law Enforcement Television Network, which broadcasts via satellite to nearly 3,000 state and local law enforcement departments nationwide.

The teleconference provided an overview of the extent and the causes of youth gun violence and showcased different types of promising approaches to preventing youth gun violence. One program recognized by the teleconference was the Boston Police Department's Intervention, Enforcement, and Prevention Program, a collaborative neighborhood policing initiative that combines a targeted effort at disrupting illegal firearm markets with youth outreach programs. Also cited was Detroit's Handgun Intervention Prevention Program, a court-based initiative that educates juveniles charged with carrying a concealed weapon about the consequences of gun violence and peaceful alternatives to violence in real-life situations. The Shock Mentor Program of Prince George's County, Maryland also was recognized. The program takes local youth through the trauma ward of the Prince George's Hospital Center so they can witness the effects of gun violence and gives them mentors who provide tutoring and counseling.

OJJDP is using FY 96 Discretionary Grant Program funds to fund up to five communities to incorporate elements such as these into comprehensive programs to address youth gun violence. The Partnership to Reduce Juvenile Gun Violence program will support innovative community-generated approaches that emphasize coordination with law enforcement, youth service providers, crime victim organizations, and the juvenile justice system.

OJJDP also is working with the International Association of Chiefs of Police (IACP) to implement the recommendations of an IACP Summit on Youth Violence, held in April 1996. A follow-up to the IACP's successful 1995 Murder Summit, the Youth Violence Summit brought together federal officials, state and local law enforcement, representatives from national youth-serving organizations, and youth themselves to identify innovative approaches to reducing youth violence. The Youth Violence Summit's recommendations include action by national and state legislatures, police, local policy makers, the courts, schools, and families. OJJDP was both a cosponsor and a participant.

An NIJ project in Boston to reduce youth gun homicides shows impressive preliminary results. Project participants include the Boston Police, the Bureau of Alcohol, Tobacco, and Firearms, the U.S. Attorney's Office, the Suffolk County District Attorney, the Massachusetts Probation Department, and gang outreach and mediation specialists. The project team has presented gang members--the source of much of the youth violence in Boston--with a choice:

Stop the flow of guns and stop the violence or face rapid, focused, and comprehensive enforcement and sanctions.

Preliminary findings from a study by David Kennedy at Harvard's Kennedy School of Government show that youth violence in the city already appears to have been reduced. Dr. Kennedy's study describes one gang member with a 15-year history of violent felonies who was found walking down the street with a single bullet in his possession. The gang member was arrested and, because of his prior convictions, was indicted as an armed career criminal, found guilty, and later sentenced to nearly 20 years in prison. Dr. Kennedy reported that stunned gang members soon turned over their handguns to authorities, and the neighborhood became more peaceful.

Partnerships with Education

Schools play a critical part in efforts to address youth violence. Young people who drop out are much more vulnerable to delinquency, drugs, gangs, and violence than those who stay in school. The Youth Out of the Education Mainstream, a joint effort between OJJDP and the Department of Education, is helping communities pool their resources and create partnerships involving law enforcement, schools, corrections, social services, and the business community. The initiative targets truants, dropouts, children who fear going to school, suspended or expelled students, and youth going back into school settings after being released from juvenile detention and correctional facilities. OJJDP and the Department of Education's Safe and Drug Free School Program support the initiative through an \$800,000 grant to Pepperdine University's National School Safety Center (NSSC), headquartered in Westlake Village, California.

Programs can include everything from truancy prevention and community policing to alternative education, job training, and school-based probation. NSSC held four regional training forums in the summer of 1996 to teach representatives from schools, law enforcement, social services, and juvenile justice systems how to develop local programs that meet their communities' individual needs. NSSC is providing intensive training and technical assistance to help implement programs in 10 sites during the 1996-1997 school years. Six of these sites are in areas designated by the White House as Empowerment Zones or Enterprise Communities.

Through another joint OJJDP/Education effort, school teachers, administrators, and community leaders are learning how to give youth the skills they

Many minor arguments become deadly confrontations because many young people only know how to use violence to solve their problems. When we give them positive alternatives to violence, our schools and communities become safer for everyone.
--Attorney General Janet Reno

need to resolve disputes peacefully. As a first step under the Conflict Resolution Initiative, OJJDP/Education sponsored a national satellite teleconference in May 1996 that was broadcast to over 10,000 participants at 470 downlink sites. The teleconference featured different conflict resolution approaches and showcased various conflict resolution programs. For example, the Program for Young Negotiators in Cambridge, Massachusetts offers a curriculum for teachers and students on settling disputes through negotiation. San Francisco's Community Board Program uses conflict resolution approaches in schools, juvenile justice systems, and organizations throughout the greater San Francisco community.

OJJDP/Education also released *Conflict Resolution Education: A Guide to Program Implementation in Schools, Youth-Serving Organizations, and Community and Juvenile Justice Settings*, which provides an overview of effective conflict resolution approaches, examples of model programs, and a resource directory. The guide serves as a blueprint for developing an effective conflict resolution program. Four regional forums were held to help communities transform the blueprint into action.

Mentoring

Mentors can play an important role in helping youth to develop their academic and social skills, stay in school, and stay out of trouble. A 1992 Carnegie Foundation study found that only 60 percent of an adolescent's nonsleeping time is taken up by school, homework, chores, meals, or employment. Many young people spend their free time with peers without adult supervision or with disreputable adults. In November 1995, an evaluation of Big Brothers/Big Sisters mentoring programs found that young people participating in these programs were 46 percent less likely to start using drugs, 27 percent less likely to use alcohol, 33 percent less likely to hit someone, half as likely to skip school, and showed modest gains in their grade point averages.

OJJDP incorporated these findings into its guidelines for the 1996-97 Juvenile Mentoring Program (JUMP) solicitation. JUMP pairs adult mentors with at-risk young people in cooperation with local schools. Young people participating in JUMP range from ages 5 through 20, from first grade through high school. JUMP's goals are to improve youths' academic performance, reduce school drop-out rates, and prevent delinquent behavior. FY 96-97 grants will be awarded early in 1997.

Mentoring is an important part of programs conducted by the Boys & Girls Clubs of America (BGCA) with funding from BJA. Boys & Girls Clubs help young people build self-esteem, acquire honest values, and pursue productive futures. The clubs provide a safe haven away from the negative influences of the street; guidance and discipline from caring adult leaders; youth leadership and educational activities; access to comprehensive, coordinated

services; and violence prevention education. In FY 96, BJA awarded BGCA more than \$15 million to establish clubs in public housing facilities and other at-risk communities.

Youth Gangs

In the first ever nationwide survey of gang activity, communities in all 50 states reported that approximately 652,000 gang members are part of 25,000 gangs. Gang problems are reportedly worsening in 48 percent of the communities, and only improving in 10 percent.

These findings are from OJJDP's 1995 National Youth Gang Survey, the first large-scale gang survey to include both urban and rural communities. At OJJDP's direction, the National Youth Gang Center (NYGC) sent the survey to more than 4,200 police and sheriff's departments in December 1995. Of the 3,447 responding agencies (81 percent), 1,974 reported gang activity in their cities and counties during 1995. Only 210 of the respondents reported that gang activity was decreasing. The rest said their problem was getting worse or staying about the same.

OJJDP is expanding future surveys to cover more police and sheriff's agencies and examine gang trends and characteristics in specific counties and cities, including schools and social service agencies. A final report will be published in the summer of 1997.

The preliminary findings were announced at the National Youth Gang Symposium, held in Dallas, Texas in June 1996 to highlight new research on gangs and review effective strategies to deal with gangs. OJJDP sponsored the symposium with BJA, NIJ, and the Regional Information Sharing System Projects, which provide training, information sharing, data analysis, and telecommunications services to participating law enforcement agencies. More than 600 law enforcement professionals, educators, prosecutors, youth service providers, and researchers attended from across the country. Through a series of plenary session and round table discussions, the symposium participants received the latest gang-related research findings and learned about effective gang prevention and suppression programs. Topic sessions focused on gangs and drug dealing, gang migration, female gangs, helping victims of gang violence, community policing and gangs, and local gang problems.

One plenary session examined the impact of juvenile curfews on gang activity and spotlighted OJJDP's report *Curfew: An Answer to Juvenile Delinquency and Victimization?* Between 1990 and 1995, more than 140 of America's largest cities with a population of 100,000 or more adopted curfew ordinances. Similar actions have taken place in hundreds of rural and smaller jurisdictions. OJJDP's report found that juvenile curfew ordinances--especially community-based initiatives involving law enforcement, the courts, and social service and child welfare agencies--can be effective in reducing juvenile crime and victimization rates. Moreover, by involving the community in these efforts, juvenile curfew ordinances are more easily and

effectively enforced, enjoy broad public support, and provide a greater impact in preventing juvenile crime and victimization.

To help jurisdictions across the country who wish to adopt local curfew ordinances, the report identified common elements of effective, community-based curfew programs. Some of the most important elements include:

- Dedicated curfew centers for juveniles who have been picked up by police
- Curfew centers staffed with social service professionals and community volunteers working with law enforcement
- Intervention programs for juveniles and their families
- Anti-drug and anti-gang programs
- Hotlines for follow-up services and crisis intervention

Cities and counties that include one or more of these elements as part of their curfew programs have had success in reducing juvenile crime. For example, in New Orleans juvenile arrests during curfew hours decreased 27 percent; in Dallas, 14.6 percent; in Phoenix, 10 percent; Denver, 11 percent; and North Little Rock, 12 percent.

States Respond to Youth Violence

In addition to the federal focus on youth violence, states also are responding. An OJJDP report, *State Responses to Serious and Violent Juvenile Crime*, shows that 47 of the 50 state legislatures and the District of Columbia have made substantive changes to their laws affecting juveniles. Most states are increasing prosecution of juveniles as adult criminal offenders who have committed serious or violent crimes and for whom traditional training schools and rehabilitation programs are inappropriate or have not had an impact. Many legislatures have lowered the age for which juveniles who commit serious or violent crimes can be tried as adults in criminal court and have added to the list of offenses now considered serious. Also, the power of prosecutors to exercise discretion in whether to prosecute in juvenile or criminal court has generally increased.

The report was prepared by OJJDP through a cooperative agreement with the National Center for Juvenile Justice, the research division of the National Council of Juvenile and Family Court Judges. Other report findings include:

- All but 10 states adopted or modified laws making it easier to prosecute juveniles in criminal court.
- Thirteen state legislatures and the District of Columbia have added or modified statutes that provide for a mandatory minimum period of confinement for juveniles adjudicated delinquent for certain violent crimes.
- States increasingly enacted legislation requiring presumption of open proceedings and the release of juvenile offenders' names, particularly if the offense was a serious or violent one.
- States' legislative responses to serious and violent offenders often rely upon corrections facilities and program resources that do not currently exist.
- Twenty-two states enacted laws that increase the roles or rights of victims of juvenile crime, particularly victims of serious or violent crime by juveniles.

To better enable states to combat juvenile violence and delinquency, OJJDP is providing intensive training and technical assistance to five states. Iowa, Florida, Rhode Island, Maryland, and Texas were selected to form a two-year partnership with OJJDP in implementing its *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*.

One of the key premises of the *Comprehensive Strategy* is that through accurately determining the needs of juvenile offenders when they first come to the attention of the juvenile justice system, and then providing a range of sanctions and treatment interventions to meet those needs, our response to juvenile offenders can serve to both ensure public safety and get offenders back on the right track while also being cost-effective.

--OJJDP Administrator Shay Bilchik

Up to six sites within each selected state will receive training and technical assistance to help them implement the *Comprehensive Strategy* in their communities. The assistance is designed to bring often fragmented segments of the states' juvenile crime reduction activities together in a coordinated way and help them develop cost-effective plans of action to prevent juvenile violence and crime. States were selected for the non-monetary assistance through a competitive process. At least two additional states will be selected to participate in this initiative in 1997.

OJJDP also provides financial support for state efforts to prevent delinquency through three major grant programs. Under Title II of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, as amended, all states are eligible to apply for OJJDP Formula Grant funding. Each year, OJJDP allocates funds among the states on the basis of their relative population of young people under age 18. In FY 96, OJJDP awarded states more than \$66.5

million in formula grants. These funds support the development and implementation of innovative prevention, intervention, and sanctions programs at the state and local levels, including Native American jurisdictions. Participating states agree to meet four core requirements of the JJDP Act: deinstitutionalization of status offenders and nonoffenders, separation of juveniles and adults in secure custody, removal of juveniles from adult jails and lockups, and reduction of disproportionate minority confinement, where it exists.

The purpose of OJJDP's State Challenge Activities program is to provide incentives for states participating in the Formula Grant program to develop, adopt, and improve policies and programs in one or more of 10 specified "challenge" areas. These include: providing access to counsel for all juveniles in the juvenile justice system, establishing a state ombudsman office for children and families, developing alternatives to school suspension, increasing aftercare services, and developing policies and procedures to reduce the size of state training schools. OJJDP awards Challenge funds to state agencies responsible for administering Formula Grant funding. In FY 96, OJJDP awarded \$9.9 million under the State Challenge program.

Under the Title V Community Prevention Grants program, OJJDP provides funds for local comprehensive delinquency prevention planning and prevention activities for youth who have had or are likely to have contact with the juvenile justice system. OJJDP awards funds to states through State Advisory Groups to qualified units of local government selected through a competitive process. OJJDP awarded more than \$19.8 million in Title V awards in FY 96. Training and technical assistance in developing prevention models and strategies also is provided.

Community Assessment Centers

In 1995, OJJDP began exploring the concept of Community Assessment Centers (CACs) as an option for helping communities prevent youth from becoming serious, violent, and chronic juvenile offenders and thus protect public safety. CACs provide a 24-hour centralized point of intake and assessment or single point of entry for juveniles who have or are likely to come into contact with the juvenile justice system. Juvenile justice and community-based youth service providers, including mental health service organizations, co-locate at the CAC to make basic and in-depth assessments of the juvenile's circumstances and treatment needs, arrange for placement in an appropriate setting, develop recommendations, facilitate access to services, and manage or monitor appropriate treatment and rehabilitation services. In essence, the CAC is a "one-stop shop" that provides efficient prevention and intervention services at the "front end" of the juvenile justice system.

OJJDP is using FY 96 funds to award grants to plan, enhance, and evaluate CACs. OJJDP also will provide training and technical assistance to all grantees.

For More Information . . .

Contact the OJP Homepage at www.ojp.usdoj.gov. The following publications are available from the National Criminal Justice Reference Service:

Creating Safe and Drug Free Schools: An Action Guide (OJJDP) NCJ 163064

Reducing Youth Gun Violence: An Overview of Programs and Initiatives (OJJDP) NCJ 154303

Serious Habitual Offender Comprehensive Action Program (OJJDP Fact Sheet) FS 009635

Curfew: An Answer to Juvenile Delinquency and Victimization? (OJJDP) NCJ 159533

Juvenile Offenders and Victims: 1996 Update on Violence (OJJDP) NCJ 159107

Combating Violence and Delinquency: The National Juvenile Justice Action Plan (OJJDP) NCJ 157106

Juveniles Taken Into Custody: Fiscal Year 1993 (OJJDP) NCJ 154022

Assessing the Exposure of Urban Youth to Violence (NIJ) FS 000159

State Responses to Serious and Violent Juvenile Crime (OJJDP) NCJ 161565

Conflict Resolution Education: A Guide to Implementing Programs in Schools, Youth-Serving Organizations, and Community and Juvenile Justice Settings (OJJDP) NCJ 160935

Information Sharing and the Family Educational Rights and Privacy Act (OJJDP Fact Sheet) FS 009639

Title V Incentive Grants to Local Delinquency Prevention Programs: 1995 Report to Congress (OJJDP) NCJ 160942

Title V Delinquency Prevention Program Community Self-Evaluation Workbook (OJJDP) NCJ 160125

State Challenge Activities (OJJDP) NCJ 163055

Chapter 4

Preventing Violence Against Women

Preventing violence against women continued to be a top priority for the Justice Department and OJP. OJP's primary responsibility in this area is to help improve the criminal justice response to violence against women--sexual assault, domestic violence, and stalking. OJP tests new approaches to prevent violence against women, investigate cases, and prosecute offenders. OJP also supports programs to assist women crime victims and conducts research and statistical analyses to help understand the problem of violence against women. To allow better coordination with other violence against women initiatives, the Department's Violence Against Women Office (VAWO) also came under the purview of OJP during the year.

Violence Against Women Grant Program

Through the STOP (Services, Training, Officers, and Prosecution) Violence Against Women formula grant program, OJP's Violence Against Women Grants Office (VAWGO) awarded grants totaling \$119.6 million to all 56 states and territories in FY 96. Forty-nine of the FY 96 STOP grants were awarded by August 16--within just four months of the signing of the Omnibus Appropriations Act for Fiscal Year 1996 on April 26. The others were delayed only because the grant recipient requested additional time.

With these grant funds, communities across the country are coordinating efforts among police, prosecutors, judges, and parole officers to improve the criminal justice system's response to sexual assault, domestic violence, and stalking.

The recipients of these STOP grants are doing an outstanding job of using the funds to improve their states' responses to domestic violence, stalking, and sexual assault. Police, prosecutors, and victim service agencies are making great strides toward better serving victims, bringing perpetrators to justice, and raising public awareness about the troubling issue of family violence in our society.
--Assistant Attorney General Laurie Robinson

Through STOP, law enforcement agencies have received funds to create domestic violence units where none existed, to expand existing domestic violence units, and to provide appropriate training and resources to help build a system that is sensitive to the needs of women victims of violence.

STOP grants can be used by the states to train law enforcement officers, expand law enforcement and prosecution agencies, develop more effective strategies and programs to prevent violent crimes against women, and apply advanced technology to improving data collection and tracking systems. By law, at least a quarter of the funds must be dedicated to enhance direct services for crime victims. Priorities for FY 96 grants included: judicial education and court-related programs; strengthening intra and interstate enforcement of protection orders; and addressing sexual assault, stalking, and underserved populations. The funds are allocated according to state populations, with each state guaranteed a base amount of \$500,000.

For example, STOP program funds are helping:

- The Kentucky Association of Chiefs of Police to train chiefs of police, sheriffs, state police, and other law enforcement officers to identify and respond more effectively to incidents of domestic violence, sexual assault, and stalking.
- Jackson, Mississippi to expand the police department's crisis intervention unit to develop an early identification and intervention program for women victims of domestic violence through outreach and counseling services.
- The Ada, Oklahoma Police Department to purchase video equipment, cameras, and film to enable police officers to document evidence of physical injuries at the scene of the crime to strengthen investigations and build a stronger case against the offender.
- The Connecticut State Police to build a centralized database of sex offenders released to the community to help local law enforcement monitor these offenders.
- The Wilmington, Delaware Police Department to fund the salary of a civilian victim service outreach worker, who will help provide greater and more timely service to women victims.
- The Iowa Department of Justice Safety to develop and implement a statewide protection order registry allowing law enforcement agencies to obtain information about protective orders issued in any Iowa county. Judges also will have access to this information to help them determine the status of an order or the number of orders issued against an offender.

- The Maryland Coalition Against Sexual Assault to develop a model instructional segment on sexual assault for entry-level law enforcement officials.

Violence Against Indian Women Grant Program

Responding to the unique needs of Native American tribes is a high priority for OJP. In June, VAWGO awarded \$5.2 million in STOP grants to 68 Indian tribal governments--the most funding and the largest number of grants the Justice Department has ever awarded to Indian tribes at one time.

Four percent of each fiscal year appropriation for the STOP Violence Against Women grants program is statutorily reserved for grants to tribal governments to develop and strengthen tribal law enforcement and prosecutorial strategies to combat violent crimes against Indian women and to develop and strengthen victims services in cases involving violent crimes against Indian women. Initiatives include training tribal police officers in crisis intervention, improving tribal justice systems, establishing emergency shelters and safe houses, and developing educational programs. Tribes receiving STOP grants for the first time in FY 96 received \$84,000. Fourteen tribes that received \$75,000 grants in FY 1995 received a FY 96 supplement of \$9,000 to equal the amount others received.

These grant monies will allow the federal government to respond to Indian tribes' request for better access to justice for Indian women. It will also allow us to strengthen the partnership between the federal government and Indian tribes and help them improve the prosecution of crimes committed against Indian women within their own tribal justice systems.

--VAWO Director Bonnie Campbell

Encouraging Arrest Policies

Unlike other violent crimes, in the past law enforcement authorities often treated domestic violence incidents as private family matters. However, in recent years, at least 27 states and the District of Columbia have adopted laws or policies that mandate or encourage the arrest of perpetrators of domestic violence, either for probable cause or for violating a protection order. To encourage arrest policies in domestic violence situations, VAWGO awarded over \$46 million in FY 96 and FY 97 funds to 122 communities across the country. These were the first grants

For too long domestic violence has been handled as a private family matter, leaving women and children to live in fear for their lives. [These grants] will help more communities confront batterers with this clear message: domestic violence is a crime and if you abuse your spouse or child, you will be arrested and you will serve time.

--President Bill Clinton

awarded under the Violence Against Women Act's Grants to Encourage Arrest Policies Program. The goal of the grant program is to encourage communities to adopt innovative, coordinated practices that foster collaboration among law enforcement officers, prosecutors, judges, and victim advocates to improve the response to these crimes.

Grant recipients will use their funds for such purposes as: establishing automated information systems to track perpetrators; creating a protocol for implementing mandatory or pro-arrest policies for all law enforcement agencies; delivering comprehensive training programs for police, prosecutors, probation and parole officers, and the judiciary; and establishing advocacy services, such as safety planning and legal counseling, for domestic violence victims.

Assistance for Rural Communities

Another OJP grant program is enabling rural communities to provide a coordinated, community response to domestic violence and child abuse. Because of their isolated location, abused women and children living in rural settings are likely to face additional barriers in getting help--either in accessing the criminal justice system or in obtaining social services assistance. Under the Rural Domestic Violence and Child Victimization Enforcement Grant Program, VAWGO awarded just over \$5.6 million to rural communities in 15 states to help them thwart domestic violence and child victimization. Initiatives will include the investigation and prosecution of these crimes, treatment and counseling for victims, and the development of education and prevention strategies directed toward these issues.

Grantees will use these funds in such ways as: establishing police domestic violence units; hiring therapists to work with children affected by domestic violence; training teachers, medical professionals, and clergy to identify families that need intervention; transporting victims to safe shelter; providing legal advocacy and crisis counseling; and training social workers in forensic interviewing of child witnesses in abuse cases.

Expanding Knowledge on Violence Against Women

To expand our knowledge about violence against women, OJP released several reports mandated by the 1994 Crime Act's Violence Against Women provisions:

- *The Validity and Use of Evidence Concerning Battering and Its Effects in Criminal Trials* was produced jointly by the Departments and Health and Human Services and NIJ, in conjunction with the State Justice Institute and the National Association of Women Judges. The report concludes that evidence on battering and its effects is supported by an extensive body of scientific and clinical knowledge. It also reports that expert testimony on battering and its effects has been admitted in every state and

the District of Columbia. The introduction of such evidence in criminal trials provides important information to assist fact finders in their deliberations, dispels common myths that might interfere with a fair consideration of the issues, and increases recognition within the courtroom of the problem of domestic violence.

- In *Domestic Violence, Stalking, and Antistalking Legislation*, NIJ presents information about the crime of stalking as it occurs between domestic partners, strangers, acquaintances, and coworkers, with special emphasis on stalking as it relates to domestic violence. The report was compiled primarily from a review of published literature about stalking and violence against women, discussions with researchers and practitioners involved in reducing violence against women, and case law analysis of antistalking laws.
- NIJ and BJS also conducted a survey of the current status of domestic and sexual violence data collection by the states, territories, and the District of Columbia. *Domestic and Sexual Violence Data Collection* demonstrated that many states are now or will soon be collecting data on domestic and sexual violence. However, there is a wide variation among the states in the type of information that is collected and how the information is gathered.

For More Information . . .

About Violence Against Women Grants, call the Department of Justice Response Center toll-free at 1-800/421-6770 or contact the VAWGO or VAWO Homepages at www.ojp.usdoj.gov/VAWGO and www.usdoj.gov/VAWO. The following publications are available from the National Criminal Justice Reference Service:

Regional Seminar Series on Developing and Implementing Antistalking Codes (BJA) NCJ 156836

Domestic and Sexual Violence Data Collection (NIJ/BJS) NCJ 161405

The Validity and Use of Evidence Concerning Battering and Its Effects in Criminal Trials (NIJ) NCJ 160972

Domestic Violence, Stalking, and Antistalking Legislation (NIJ) NCJ

The Criminalization of Domestic Violence: Promises and Limits (NIJ) NCJ 157641

A Coordinated Approach to Reducing Family Violence: Conference Highlights (NIJ) NCJ 155184

Civil Rights and Criminal Justice: Primer on Sexual Harassment (NIJ) NCJ 156663

Evaluation of Family Violence Training Programs (NIJ) FS 000125

The Criminalization of Domestic Violence: Promises and Limits (NIJ) NCJ 157641

Spouse Murder Defendants in Large Urban Counties (BJS) NCJ 153256

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Chapter 5

Breaking the Cycle of Drug Use and Crime

Substance abuse is at the root of much of the violent crime committed in this country. Data published in 1996 from NIJ's Drug Use Forecasting (DUF) program shed new light on drug use among arrestees in 23 major urban areas.

Analyzing data for the first time on methamphetamine use among arrestees, NIJ found methamphetamine was used by approximately 6 percent of all adults and juveniles arrested or detained in 1995. Methamphetamine use was highest in the West and Southwest, with San Diego and Phoenix showing the highest usage, at 31 and 20 percent respectively.

Marijuana use continued to rise for the second straight year, particularly among juveniles. At the same time, the DUF data show that, while still relatively high, cocaine use among both adults and juveniles continued to decline. Of the 23 DUF sites, 17 reported lower rates of cocaine use among male arrestees. The 1995 DUF data show 36 percent of all arrestees tested positive for cocaine, 30 percent were positive for marijuana, 7 percent for opiates, 6 percent for methamphetamine, and 2 percent for PCP. To obtain more detailed data on methamphetamine use, NIJ awarded a grant to the San Diego Association of Governments to study the problem in San Diego and four other cities with high levels of methamphetamine use.

To break the cycle of drug use and crime, NIJ, the Center for Substance Abuse Treatment, the National Institute on Drug Abuse, and the Office of National Drug Control Policy (ONDCP) are collaborating on an evaluation of the effectiveness of **systemwide** criminal justice intervention with **every** drug-addicted offender. Based in Birmingham, Alabama, the Breaking the Cycle project will identify drug-using offenders at arrest, pretrial, jail, and post-conviction stages and examine the inter-relationships of sanctions and treatment and the effect on changing behavior.

America can no longer tolerate the negative effects of drug use on the lives of our citizens . . . [We've seen] the personal tragedies of millions of Americans whose children have been seduced by the glamor and availability of dangerous and illicit dangerous drugs and substances; the members of our families who have been killed, wounded, or assaulted by drug users and traffickers; and our schools, neighborhoods, and work-places that have been damaged by drugs. . . Our task must be to break the cycle of addiction so that we can significantly reduce both illicit drug use and its consequences.

--ONDCP Director Barry McCaffrey

Residential Substance Abuse Treatment

Studies show that prisoners with a history of cocaine or heroin use who are released from prison without treatment have a 60 to 75 percent chance of returning to drugs and crime within three months of release. Yet almost 90 percent of all prison inmates receive no treatment.

NIJ-commissioned research by Dr. Douglas Lipton, a senior research fellow with the National Development and Research Institutes in New York, shows that in-custody treatment can be effective in preventing recidivism and in reducing drug use and dealing, gang activity, riots, and inmate violence in correctional institutions. Offenders who are tested for drugs and are subject to appropriate intervention in prison and upon release are nearly twice as likely to stay clean and not be rearrested as those not tested or treated.

Some observers view drug treatment as a "soft" answer to crime. I disagree. This kind of intensive, mandated treatment, in fact, holds offenders responsible for changing their behavior. And to see impact-on-recidivism data coming out on violent offenders that is so "black and white"--when most criminal justice research is rather "gray" in its results--is significant.

--Assistant Attorney General Laurie Robinson

Through its Corrections Program Office, OJP awarded \$27 million to 49 states, five eligible territories, and the District of Columbia to implement or expand residential substance abuse treatment programs in state and local correctional and detention facilities. Arizona did not apply for funding. The grants, provided under the Residential Substance Abuse Treatment for State Prisoners Program, ranged from \$100,000 to \$2.6 million. Offenders must be tested for drug use throughout all phases of programs supported with the grant funds, and aftercare must be provided.

Next Steps for Drug Courts

Drug courts are another effective way to break the cycle of drug use and crime. Drug courts provide intensive judicial supervision, sanctions, and treatment to help offenders break the cycle of addiction and the crime that often accompanies it. Judges work with prosecutors, defense attorneys, and drug treatment specialists to impose appropriate treatment for offenders, monitor their progress through regular drug testing, and ensure the delivery of other services, such as education or job skills training, to help offenders remain crime and drug-free. Many drug courts also require participants to pay for treatment and to make restitution to the community.

An NIJ study of the nation's first drug court in Miami, Florida revealed a 33 percent reduction in rearrests for drug court graduates compared with non-drug court offenders. New

statistics from existing drug courts continue to show that drug courts reduce recidivism. The OJP Drug Court Clearinghouse, operated by American University, collects and compiles drug court information and statistics. It reported that, of the 11 drug courts reporting rates of recidivism for drug court program graduates (in time frames ranging from 6 to 18 months after graduation), recidivism rates ranged from zero to 20 percent.

The Omnibus Appropriations Act of 1996 permitted the reprogramming of \$15 million from the Local Law Enforcement Block Grants Program to support the second year of the Drug Court Program authorized by the 1994 Crime Act. That reprogramming was finalized in September 1996. Some \$8.5 million of these funds were allocated to 16 jurisdictions that applied under the FY 1995 program, but were not funded because of insufficient funds. These grants include nine awards ranging from \$200,000 to \$760,000 to support the implementation of new drug courts and seven awards ranging from \$335,000 to \$800,000 to improve existing drug courts.

Another \$5.7 million in FY 96 funds will support new grants to help jurisdictions plan drug courts, enhance existing drug courts, and implement drug courts evolving from previous planning efforts. FY 96 implementation grants will be divided among jurisdictions that received FY 1995 drug court planning grants and others that have strong proposals to develop new drug courts. Applications for these funds, as well as \$30 million in FY 97 funds, were due to OJP in early December 1996 and awards are expected by March 1997. States, state courts, local courts, counties, and other units of local government and Indian tribal governments acting directly or through agreement with other public or private entities were eligible.

For More Information . . .

Contact the OJP Homepage at www.ojp.usdoj.gov. The following publications are available from the National Criminal Justice Reference Service:

Methamphetamine Use Among Adult Arrestees: Findings From the Drug Use Forecasting (DUF) Program (NIJ) NCJ 161842

The Effectiveness of Treatment for Drug Abusers Under Criminal Justice Supervision (NIJ) NCJ 157642

Evaluation of Drug Treatment in Local Corrections (NIJ) NCJ 159313

Predicting Pretrial Misconduct with Drug Tests of Arrestees, Evidence from Six Sites (NIJ) NCJ 157108

COMMunity-Backed Anti-drug Tax: COMBAT in Jackson County, Missouri (NIJ) NCJ 160937

Hair Analysis as a Drug Detector (NIJ) NCJ 156434

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Chapter 6

Encouraging Innovation in Corrections

Since 1985 the correctional population in the United States has increased by 119 percent. At midyear 1996, reached a total of almost 1.6 million men and women in the nation's jails and prisons--an increase of 4.4 percent from 1995. To ensure adequate prison space for this ever-growing population, OJP awarded \$1.2 million to each state, the District of Columbia, and Puerto Rico to help build or expand correctional facilities and jails. The formula grants--awarded under the 1994 Crime Act's Violent Offender Incarceration (VOI) Program--will help states lock up violent and repeat offenders longer.

These "Tier One" prison grants can be used to expand correctional facilities to house more violent offenders. Or the funds can be used to build or expand facilities to house nonviolent offenders and criminal aliens so that more space is available for violent criminals. Under the grant program, states must establish truth-in-sentencing laws that ensure violent offenders serve a substantial portion of their sentences; impose severe punishment for violent offenders, including juveniles; and sentence violent offenders to prison terms that adequately protect the public. OJP's Corrections Program Office is providing technical assistance and training to aid states with program implementation and correctional and sentencing issues related to violent offenders. National and regional workshops, as well as on-site technical assistance, is provided to address a jurisdiction's specific needs.

In December 1996, OJP announced additional grants under VOI Tiers Two and Three and the Truth-in-Sentencing (TIS) Programs. Forty-eight states shared \$127.9 million of Violent Offender Incarceration Program funds, in addition to the \$65.2 million in Tier One grants. Twenty-five eligible states that passed truth-in-sentencing laws or adopted sentencing and release guidelines requiring violent offenders to serve at least 85 percent of the sentence imposed received over \$183 million in TIS grants.

Boot Camps

OJP continued to assist state and local governments implement and operate boot camps as an alternative to more traditional incarceration for nonviolent, drug-involved offenders. Boot camps require participants to adhere to a regimented schedule involving strict discipline, physical training, and teamwork. Boot camps also provide education, job training, substance abuse counseling, and personal development skills to help offenders prepare for a productive life.

In April 1996, OJP sponsored a Boot Camp Conference in Dallas attended by representatives from 44 boot camps--including 24 juvenile boot camps--funded under the FY 1995 Corrections Boot Camp Initiative. Participants discussed issues critical to the design and implementation of boot camps, such as identifying appropriate boot camp participants, providing effective substance abuse treatment, and reintegrating ex-offenders into their communities. In addition, researchers who had examined the effectiveness of boot camps met with participants to discuss evaluation findings and how to use the results to improve their boot camp programs.

To provide training to a broader audience, OJJDP broadcast a national satellite teleconference to help state and local juvenile justice professionals and policy makers learn about effective juvenile boot camp policies and programs. The teleconference provided an overview of the operational concepts and characteristics of juvenile boot camps and featured a presentation on the Sergeant Henry Johnson Youth Leadership Academy, a juvenile boot camp in Albany, New York, considered by many practitioners to be a model boot camp program. Through a series of televised interviews, teleconference participants witnessed staff and juveniles interacting at the Academy. The teleconference also featured a review of three OJJDP-funded juvenile boot camp pilot programs, exploring issues affecting the enhancement of juvenile boot camp programs.

Incarcerating Illegal Aliens

BJA's State Criminal Alien Assistance Program (SCAAP) helps pay the costs of incarcerating illegal aliens convicted of felony offenses. In February 1996, 45 states received a total of \$85.8 million under SCAAP as part of a continuing effort by the Department of Justice to help relieve the burden on states caused by illegal alien offenders. The BJA grants were the final awards under the FY 1995 SCAAP program. The first third of FY 1995 SCAAP funds--a total of \$42.9 million--was awarded in late 1994 to the seven states known to have high inmate populations of illegal aliens--Arizona, California, Florida, Illinois, New Jersey, New York, and Texas.

For FY 96, BJA awarded a record \$494.9 million to 49 states under SCAAP. The funds will cover nearly two-thirds the cost incurred by these jurisdictions or 60 cents on the dollar, which is up from approximately 16 cents on each dollar from last year. State and local awards to Arizona (\$17.9 million), California (\$270.2 million), Florida (\$18 million), New York (\$62.8 million), and Texas (\$53.5 million) total approximately 78 percent of the available 1996 funding.

For the first time, localities that exercised authority with respect to the incarceration of an undocumented criminal alien were eligible to apply for SCAAP funds. Los Angeles and New York City were the two largest localities to receive awards totaling \$12.8 million and \$15.5 million, respectively. In addition, the District of Columbia, two territories, and 94 localities received funding.

Managing Sex Offenders

About 234,000 convicted sex offenders are under the custody of corrections agencies on an average day in America. Nearly 60 percent are under conditional supervision--probation or parole--in the community. Unlike most other criminals, sex offenders do not appear to "age out" of crime. Unless closely monitored, these offenders may well continue to reoffend.

During FY 96, OJP began exploring ways to reduce recidivism by sex offenders and to protect the public, primarily women and children, from these violent predators. AAG Laurie Robinson planned a national symposium to bring together, for the first time, judges, prosecutors, defense attorneys, doctors, corrections and probation specialists, law enforcement, state legislators, and treatment specialists to explore ways of effectively dealing with sex offenders and to help OJP develop a strategy for improving the criminal justice system's management of these offenders.

The National Summit on Promoting Public Safety Through the Effective Management of Sex Offenders in the Community was held November 24-26, 1996, in Washington, D.C. to begin the process of developing a technical assistance and training agenda with funding authorized under the Violence Against Women Act. Summit participants identified three general areas where federal assistance is needed to address this issue:

- Knowledge development and dissemination. This includes additional research, as well as compilation and analysis of existing knowledge, and disseminating this information to practitioners in both the justice and medical fields who intervene with sex offenders.
- Training and technical assistance. This ranges from intense substantive training for treatment providers, probation and parole officers, judges, prosecutors, and mental health agency directors to basic education for legislators. Technical assistance also is needed to help these practitioners effectively carry out their responsibilities in this area.
- Public education and acceptance. From the police chief charged with community notification to the legislator appropriating funds for treatment, those whose work relates to sex offender management need assistance in communicating with the public --and to their peers who influence the public. Recommended assistance includes articles in police, prosecutor, and legislators' newsletters, easy-to-reproduce fact sheets, judicial training sessions, speakers for PTA meetings, and videos to show at community events.

OJP is entering into a cooperative agreement with the National Institute of Corrections, the State Justice Institute, and the American Probation and Parole Association to begin implementing these recommendations.

In preparation for the National Summit, BJS conducted a special analysis of data on rape and sexual assault released at the symposium in the report, *Sex Offenses and Offenders*. According to the report:

- 6 out of 10 sex offenders in state prisons in 1994 had been convicted of sexual assault, and 4 in 10 had been convicted of forcible rape. Sexual assault includes statutory rape, forcible sodomy, lewd acts with children, and such offenses as fondling, molestation, or indecent practices.
- Since 1980, the number of inmates serving time for sexual assaults other than rape increased by an annual average of 15 percent--more than for any other violent crime.
- Imprisoned violent sex offenders were more likely to be male and white than other violent offenders.
- While about 1 in 7 inmates arrested between the ages of 18 and 24 were convicted of rape or sexual assault, half of those between ages 55 and 59 at the time of their arrest were serving time for a violent sex crime.
- The length of the average prison sentence for rape and sexual assault has stayed about the same since 1985.
- Sex offenders were less likely to have had a prior conviction or a history of violence than other offenders, but far more likely to have a history of convictions for violent sex offenses.
- Sex offenders were far more likely than other offenders to report having experienced physical or sexual abuse while growing up. But two-thirds of sex offenders reported they had never been abused.
- Less than 15 percent of sexual assault offenders reported that the victim was a stranger.
- The median age of the victims of sex offenders was less than 13 years old.

Probation and Parole Statistics

The number of persons on probation or parole in the United States far outstrips the nation's prison population. While BJS's latest inmate population count--reported in *Prisoners and Jail Inmates at Midyear 1996*--showed there were more than 1.6 million men and women in the nation's jails and prisons at midyear 1996, information from another BJS survey showed there were almost 3.8 million adult men and women on probation or parole at the end of 1995, an increase of about 119,000 during the year. There were more than 3,090,000 adults under federal, state, or local jurisdiction on probation on December 31, 1995, and more than 700,000 on parole.

Incorporating Victim Services in Corrections

OVC is helping corrections agencies develop new policies, procedures, and cooperative liaisons to enhance services for crime victims, including corrections staff victimized in the workplace. OVC has provided numerous training sessions and technical assistance to federal, state, and local corrections agencies on issues such as notifying victims of offender status, victim impact classes for offenders, staff victimization in correctional facilities, and victim services in community corrections. For example, OVC helped the Arizona State Prison Complex in Douglas establish and train a Corrections Trauma Team to provide intervention services for employees effected by traumatic events. And OVC helped community corrections staff in Cedar Rapids, Iowa implement a victim/offender mediation program.

Under an OVC grant, the National Victim Center surveyed adult and juvenile corrections agencies nationwide on their victim policies and services. OVC will use the results of this survey to further develop its corrections outreach. OVC also is developing a comprehensive victim service system that will be demonstrated in two communities over several years. The system will involve all the key criminal justice, social service, and other agencies that deal with crime victims.

For More Information . . .

About Corrections Program grants, contact the Department of Justice Response Center at 1-800/421-6770 or the OJP Homepage at www.ojp.usdoj.gov. For technical assistance on boot camps, contact the National Institute of Corrections at 1-800/995-6423.

The following publications are available from the National Criminal Justice Reference Service:

State Criminal Alien Assistance Program (BJA Fact Sheet) FS 000152

Correctional Populations in the United States 1994 (BJS) NCJ 160091

Sex Offenses and Offenders: An Analysis of Data on Rape and Sexual Assault (BJS) NCJ 163392

Prison and Jail Inmates at Midyear 1996 (BJS) NCJ 162843

Juvenile Boot Camps: Lessons Learned (OJJDP Fact Sheet) FS 009636

Juvenile Detention Training Needs Assessment (OJJDP) NCJ 156833

Juvenile Probation: The Workhorse of the Juvenile Justice System (OJJDP) NCJ 158534

Training of Staff in Juvenile Detention and Correctional Facilities (OJJDP Fact Sheet) FS 009637

Female Offenders in the Juvenile Justice System (OJJDP) NCJ 160941

Youth Environmental Service: YES In Action (OJJDP) NCJ 159762

Youth Environmental Service: YES Technical Assistance Package (OJJDP) NCJ 159763

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Chapter 7

Empowering Communities

Because local communities play the key role in responding to crime, OJP is helping communities form comprehensive partnerships to prevent crime and improve the quality of life for residents. With a combination of federal, state, and local resources, community leaders are developing strategic plans combining enforcement efforts--like street drug sweeps by police--with an array of educational and social services to eradicate crime and revitalize blighted neighborhoods.

To highlight the strides many communities have made in this effort, OJP hosted a major conference in September 1996--Communities, Crime, and Justice: Making Community Partnerships Work. Approximately 400 community leaders, criminal justice professionals, and government officials met to brainstorm about strategies to promote a more involved community role in criminal justice systems and develop recommendations for addressing common problems.

Community Justice

One focus of the conference was how community justice principles can be translated into action within the criminal and juvenile justice systems. In the current criminal justice system, crimes are a violation against the state, and the focus is on the sanction that represents society's punishment. Often offenders are not held accountable to victims or the community, both of which are harmed. Restorative or community justice allows victims and the community to participate in the criminal justice process and works to right the wrong and "restore," to the extent possible, the victim and community.

We need to think more creatively about the definition of justice and what we want it to mean. Community justice allows us to reform critical parts of the justice system around the problems and needs of communities.

--Attorney General Janet Reno

Community justice is not a new program, but a new approach to administering criminal justice. This approach involves identifying public safety problems, creating partnerships within the community to address those problems, and building bridges among all parts of the criminal justice system. Community justice moves the focus away from arrest, prosecution, and adjudication and more toward solving problems to prevent crime, reduce recidivism, and address a community's public safety needs.

Community justice incorporates four essential elements. Community policing is the foundation, where police are at the core of neighborhood problem-solving, not just law enforcers. Problems are identified, priorities set, and resources allocated based on an ongoing dialogue and partnership with the community. In recent years, communities throughout the country have made substantial progress in implementing community policing, largely as the result of funding provided by the Justice Department's Office of Community Oriented Policing Services (COPS).

The second element--community prosecution--is also neighborhood-based. Like community policing, the goal is to solve public safety problems as defined by the community. This involves community organizing for crime prevention and even civil action, including litigation that may involve such tactics as housing code abatement to drive drug dealers out of neighborhoods. Community prosecution also requires addressing the needs of crime victims and involving them in the prosecution process.

But the hub of the community justice system is the court. For example, the Midtown Community Court (MCC) in New York City contains in one building a courtroom, a social services center, a community service program, and innovative computer support. The court focuses on low-level offenses--such as vandalism and petty theft--that affect the quality of life in a neighborhood. Cases are prosecuted quickly, and most convicted offenders are sentenced to some kind of community service in the surrounding neighborhood. The court also provides services, such as referrals to drug treatment, education, and health care to help resolve offenders' underlying problems. A preliminary NIJ assessment found that the court fostered closer communication among the court, police, social services, and citizens. To help other jurisdictions adopt this innovative approach to court services, BJA awarded funding to MCC to establish a Community Justice Assistance Center that will provide technical assistance to interested sites. Assistance will be provided at the Center, on-site, and electronically via the Internet. BJA, the Fund for the City of New York, the National Center for State Courts, and the American Prosecutors Research Institute are collaborating on this effort.

The last element of community justice is a new approach to community corrections, one where probation officers are assigned to particular neighborhoods to closely supervise offenders, ensure victim restitution, and work in tandem on a day-to-day "team" basis with community police officers.

In January 1996, OJP sponsored a Restorative Justice Symposium to bring together experts to help better define the concept of restorative justice and discuss how it can be more widely integrated throughout the criminal justice system. The symposium brought together more than 125 criminal justice practitioners, government leaders, victims advocates, academicians, and researchers to discuss restorative justice principles. During plenary sessions and breakout groups, panelists examined the extent to which restorative justice principles are being applied in the criminal and juvenile justice system. Participants also developed recommendations and

action plans for expanding the adoption of restorative justice principles to ensure that victims and the community are represented in establishing offenders' punishments.

OJP is working with a number of groups to develop community justice model programs that can be pilot tested in local communities. As a first step, OJP identified almost two dozen jurisdictions across the country with innovative community justice projects. Seven of these sites will be invited to participate in developing a comprehensive community justice model. In addition, BJA is providing funds to the American Prosecutors Research Institute (APRI) to support community prosecution training and technical assistance efforts. APRI conducts workshops in strategic planning and distributes its *Community Prosecution Implementation Manual*.

Weed and Seed

One of the foundations of community justice is Operation Weed and Seed--a comprehensive, community-based strategy to "weed out" violent crime, gang activity, drug trafficking, and drug use, and "seed in" neighborhood revitalization. Programs are implemented through the leadership of U.S. Attorneys working closely with community officials and residents. Forty-three additional neighborhoods were selected to receive FY 96 funding, joining the 36 currently funded Weed and Seed sites. This marks the largest increase of funded Weed and Seed sites in the program's five-year history.

The Weed and Seed initiative links federal, state, and local law enforcement and criminal justice efforts with social services, as well as with private and community efforts. All Weed and Seed sites are required to provide a Safe Haven for the community--a place where children and adults can come together in supervised programs after school and on weekends. Many of these Safe Havens are located in local school buildings. All Weed and Seed sites also must demonstrate their capacity to obtain resources from both the public and private sector.

Before applying for funding, communities must have implemented the Weed and Seed strategy without Justice Department funding and received or applied for Official Recognition status. The Official Recognition designation makes sites eligible to compete for future Weed and Seed funds, gives them preference for selected federal discretionary resources, and gives them priority for federally sponsored training and technical assistance. Part of the funding for Weed and Seed comes from the Justice Department's Asset Forfeiture Funds, derived from cash and assets seized during drug investigations.

Through funding from the Executive Office for Weed and Seed (EOWS), Weed and Seed sites are participating in special initiatives such as gun abatement, community mobilization, community justice, home visitation, community security, AmeriCorps, and--in partnership with

the Department of the Navy--the Drug Education for Youth (DEFY) program. In addition, EOWS publishes the national newsletter, *Weed and Seed In-Sites*, which goes to communities throughout the nation.

Preventing Church Arson

To respond to a disturbing series of church arsons throughout the country, on July 2, 1996, President Clinton announced a new BJA grant program as a component of his National Arson Prevention Initiative. After a Congressionally approved reprogramming from the Bureau of Prisons to BJA, in September 1996, BJA awarded a total of more than \$2.7 million to 587 county governments in 13 states to enhance security in and around churches, hire part-time law enforcement officers to increase patrols around churches, or pay overtime to existing police officers who participate in church arson prevention initiatives.

When places of worship are threatened by senseless acts of violence, we cannot stand idly by. We are proud to be a part of the President's Arson Prevention Initiative and know that these grants will help our local partners better protect their churches.
--BJA Director Nancy Gist

BJA invited every county in the 13 southern states identified by the Federal Emergency Management Agency (FEMA) to apply for these one-time grants to prevent church arson. BJA and the National Sheriffs' Association will provide training and technical assistance to counties that received awards, as well as limited arson prevention training and technical assistance seminars for jurisdictions in states not eligible for grants. BJA also awarded \$800,000 to the Community Research Associates to provide on-site technical assistance.

Partnership with US Attorneys

To assist in coordinating federal assistance to states and local communities, OJP works closely with U.S. Attorneys. As the chief federal law enforcement officials in local jurisdictions, U.S. Attorneys play a key role in community-based initiatives to control crime. OJP has undertaken a number of efforts to ensure that U.S. Attorneys have the latest information on effective crime control programs and the availability of OJP grants, as well as access to OJP publications and other databases.

OJP and U.S. Attorneys work in partnership to jointly tackle local problems through initiatives such as Weed and Seed, Project PACT (Pulling America's Communities Together), and other community-based efforts. To strengthen these partnerships and develop new areas for cooperation and coordination, a new Justice Programs Subcommittee was created within the

Attorney General's Advisory Committee (AGAC). The AGAC advises the Attorney General on issues relating to the responsibilities of the U.S. Attorneys.

For More Information . . .

Contact the OJP Homepage at www.ojp.usdoj.gov. The following publications are available from the National Criminal Justice Reference Service:

Weed and Seed In-Sites (EOWS Newsletter)

In New York City, a "Community Court" and a New Legal Culture (NIJ) NCJ 158613

Communities: Mobilizing Against Crime, Making Partnerships Work (NIJ Journal)

Crime Prevention Through Environmental Design and Community Policing (NIJ) NCJ 157308

Matrix of Community-Based Initiatives (OJJDP Program Summary) NCJ 154816

Innovative Community Partnerships: Working Together for Change (OJJDP) 147483

Beacons of Hope: New York City's School-Based Community Centers (NIJ) NCJ 157667

National Process Evaluation of Operation Weed and Seed (NIJ) NCJ 161624

SafeFutures: Partnerships to Reduce Youth Violence and Delinquency (OJJDP Fact Sheet) FS 009638

Community Policing in Chicago: Year Two (NIJ) FS 000105

Implementation Challenges in Community Policing: Innovative Neighborhood-Oriented Policing in Eight Cities (NIJ) NCJ 157932

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Chapter 8

Assisting Crime Victims

OJP's efforts to assist crime victims was unparalleled in FY 96. The Crime Victims Fund, which supports thousands of programs for crime victims with money paid in fines by federal criminal offenders--not taxpayers--reached an historic level, increasing from \$68 million in 1985 (the first year of Fund collections) to \$528.9 million in by the end of fiscal 1996.

Revenue for the Fund is wholly dependent upon federal crime fighting efforts. The Fund was augmented in 1996 by, among other things, a \$340 million fine against the Japanese Daiwa Ltd. in a criminal fraud case arising out of illegal trading activity in New York. In addition, the Archer Daniels Midland Company agreed to pay a \$100 million criminal, price-fixing fine that will go into the Fund. During National Crime Victims Rights Week in April 1996, Attorney General Janet Reno presented 17 federal and state employees and community-based victim advocates the Crime Victim Fund Award for extraordinary efforts to ensure that federal criminals pay their debts to the Crime Victims Fund.

The 1984 Victims of Crime Act (VOCA) established both the Crime Victims Fund and OVC, which administers the Fund. Over 90 percent of Fund deposits are distributed annually to states to support their victim compensation and assistance programs. The Victims Compensation Program provides funding to state programs that compensate victims for crime-related expenses, such as medical fees, funeral and counseling costs, and other unreimbursed expenses resulting from a violent crime. State victim assistance programs provide funds to community agencies that assist crime victims with services, such as crisis intervention, criminal justice advocacy, counseling, and emergency shelter. These organizations include domestic violence shelters, child abuse programs, rape crisis centers, and programs for survivors of homicide victims. The Fund helps states support about 2,500 victim assistance organizations serving more than two million crime victims each year. In FY 96, OVC awarded \$214 million in grants to the states from the \$233.9 million in the Fund collected during FY 1995. OVC also sponsors training and technical assistance programs for federal, state, local, and tribal governments.

With the new resources from these record-setting criminal fines, we will be awarding states about three times as much money as we gave them last year. This will allow states to fill any voids in their programs, to reach out to groups of victims previously lacking services, and to do innovative new things.

--OVC Director Aileen Adams

Aid to Victims of Terrorism

OVC was able to provide increased assistance to victims of terrorism under a provision of the Antiterrorism and Effective Death Penalty Act of 1996. The law strengthens federal antiterrorism efforts and expands compensation and assistance services for victims of terrorism, both at home and abroad. After President Clinton signed the Act in April 1996, the OVC

Director met with surviving family members of victims of terrorism abroad to identify how the federal government can better meet their needs.

OVC worked with the Air Force Victim-Witness Assistance Program to ensure that the survivors of the 19 service members killed in the Saudi Arabia bombing received information about state victim compensation programs. OVC and the Air Force determined that mental health counseling would be the major uncovered expense survivors might need, so OVC briefed Air Force officials on the availability of services through compensation programs. In addition, OVC made a supplemental award to Oklahoma to support its efforts to compensate victims of the Oklahoma City bombing and their families.

In May 1996, OVC participated in the Fifth Session of the United Nations Commission on Crime Prevention and Criminal Justice in Vienna, Austria, and played a leadership role in the United States' cosponsorship of a resolution to foster implementation of the *U.N. Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power*. The OVC Director later chaired a U.N. meeting of crime victims experts from 14 countries that drafted an international *Victim Assistance Manual*. OVC also developed and disseminated an *International Victim Compensation Guide* that outlines eligibility criteria and benefits in countries that provide victim compensation to foreign nationals victimized within their borders.

Victim Services at Olympic Games

Law enforcement officials and other emergency response personnel working at the 1996 Olympic Games in Atlanta were better able to aid crime victims as a result of special training sponsored by OVC. Through an OVC grant, the National Organization for Victim Assistance (NOVA) provided comprehensive crisis response training to 70 victim advocates and volunteers throughout Georgia. Another OVC grant to the National Crime Prevention Council supported production of a training videotape describing appropriate procedures for responding to crime victims and brochures--in English, French, and Spanish--telling Olympic visitors about crime victims services. In addition, the Georgia Criminal Justice Council used OVC funding to pay the salaries of victim advocates and crisis volunteers serving visitors to the Atlanta Games.

OVC coordinated these efforts with the Atlanta Committee on the Olympic Games and the Atlanta Victim-Witness Assistance Program. The Atlanta Victim-Witness Assistance Program established a statewide toll-free hotline number Olympic visitors could call for victim assistance and provided special vests identifying victim advocates assigned to the Games.

National Victim Assistance Academy

For the second year, OVC sponsored a national victim assistance academy for professionals who help crime victims across the nation. The Academy provides victim advocates and other professionals with a rigorous course of study emphasizing services and developments in the field of victim assistance, including the role of victims in the criminal justice system. Over 120 participants learned essential skills that help them serve victims in a sensitive manner and coordinate victims' rights and services with criminal justice professionals.

The week-long Academy--cosponsored by the Victims' Assistance Legal Organization (VALOR), California State University-Fresno (CSUF), and the National Crime Victims Research and Treatment Center--was held simultaneously in July at CSUF, Washburn University in Topeka, Kansas, and the University of Maryland in College Park. The Academy's course of study includes a video link joining the three Academy sites and a state-of-the-art interactive session on how victim service providers can master the information age. Other subjects include domestic violence, sexual assault, stalking, hate crime, campus crime, white-collar crime, gang violence, and drunk driving. Participants are selected through a nominations process.

Victims of Gang Violence

A major OVC report released in October 1996 examined a special subset of crime victims--victims of gang violence. *Victims of Gang Violence: A New Frontier in Victim Services* is the first comprehensive Justice Department report to examine the problems of gang violence from the perspective of the victim. It draws on actual experiences of victim service providers, criminal justice practitioners, and those who have been assaulted, threatened, or otherwise exploited by gangs.

OVC's report was prepared with the assistance of victims and experienced medical, law enforcement, and social service providers who met in a series of meetings during the summer of 1996. The report identifies practical, responsive solutions to the problem of gang violence for communities. As a result of the report's recommendations, in a Saturday radio address, President Clinton challenged states to help relieve victim suffering by setting aside 10 percent of the money they receive from the Crime Victims Fund to aid the victims of gangs.

Preventing Child Abuse

NIJ and OJJDP research establishes a clear link between child abuse and neglect and delinquency. Children who are abused and neglected are 38 percent more likely to later commit a violent crime and 53 percent more likely to be arrested as a juvenile. To help prevent this cycle of violence, all OJP bureaus, the Violence Against Women Grants Office, and the Executive Office for Weed and Seed are contributing to the Safe Kids-Safe Streets Initiative, which will develop comprehensive programs to prevent child abuse and neglect, provide services for families, and assist victims. OJJDP, which is administering this program, has received 170 applications under this program. Grant awards will be made early in 1997.

To help investigators determine if a child was abused and collect evidence necessary for effective prosecution, OJJDP developed four new guides for police officers, medical professionals, and social service professionals investigating child abuse cases. The publications are designed to be practical reference sources. Each contains an overview, discussion of key points, and a listing of additional resources, including supplemental readings and organizations to contact.

Recognizing When a Child's Injury or Illness is Caused by Abuse discusses the investigator's role and responsibility in handling suspected child abuse cases and includes information on injuries and conditions that could be related to abuse. *Sexually Transmitted Diseases and Child Sexual Abuse* outlines the common symptoms of sexually transmitted diseases, which, when found in young children, are often signs of sexual abuse. *Photo-documentation in the Investigation of Child Abuse* provides pointers on selecting the proper camera equipment, film, and photographic techniques to use in child abuse cases. *Diagnostic Imaging of Child Abuse* provides information on devices that can detect evidence of skeletal, intracranial, and other types of trauma that are often the first signs of child abuse.

The guides are the first four in OJJDP's *Portable Guides to Investigating Child Abuse* series. The remaining guides on topics such as child homicide, burn injuries, pedophiles, and interviewing child witnesses will be released during FY 97.

OJP also is assisting in international efforts to protect children. Assistant Attorney General Laurie Robinson headed the United States delegation to the World Congress Against Commercial Sexual Exploitation of Children held in Stockholm, Sweden in August 1996. More than 1,800 participants from 119 countries met to discuss the commercial sexual exploitation of children, such as pornography and prostitution, and to adopt a Declaration and Agenda for Action. The Agenda for Action is a checklist and a set of guidelines for concrete action at the local, national, regional, and international levels to prevent the commercial sexual exploitation of children and to enforce laws to protect children.

To followup on the work of the World Congress, AAG Robinson has established an ongoing inter-departmental Working Group to develop initiatives to address this issue. In addition, Assistant Attorney General Robinson has met with Members of Congress and their staff, as well as representatives from non-governmental organizations, to discuss the United States' response to child exploitation. This issue is a continuing OJP priority.

Recovering Abducted Children

In another international initiative, OJJDP, the State Department, and the National Center for Missing and Exploited Children (NCMEC) are collaborating to help Americans whose children are abducted overseas, or kept there illegally by a non-custodial parent. The purpose of this three-way partnership is to locate missing children and to help their parents obtain lawful custody under the Hague Convention's treaty on international child abductions.

The State Department estimates that each year approximately 1,000 American children are abducted to, or illegally retained in, foreign countries by the noncustodial parent. Of these cases, approximately 500 to 600 are abductions to the 43 countries that participate in the Hague Convention on the Civil Aspects of International Child Abduction. The Hague Convention, an international treaty signed by the United States in 1980 and ratified in 1988, resolves many critical problems of international parental abductions involving signatory nations. It provides for the prompt return of wrongfully removed or retained children to the country of their "habitual residence."

To facilitate this process, OJJDP, the State Department, and NCMEC entered into an agreement to provide travel-related expenses to parents who can prove that significant economic hardship prevents them from recovering their children from abduction overseas. The parents' expenses will be paid by OVC. The agreement also provides an array of legal, consular, and investigative services to the parent in the recovery of the abducted child.

OJJDP also released *Federal Resources on Missing and Exploited Children: A Directory for Law Enforcement and Other Public and Private Agencies*. The Resource Directory, compiled by the Federal Agency Task Force for Missing and Exploited Children chaired by OJJDP, describes the many services related to missing and exploited children provided by the federal government.

National Crime Victimization Survey

Each year, BJS conducts the National Crime Victimization Survey (NCVS), the largest annual survey of crime in the nation. NCVS measures personal and household offenses, including crimes not reported to police, by interviewing all occupants age 12 or older in a

nationally representative sample of U.S. households. Since 1994, NCVS shows the rate of violent crime victimizations has declined. This trend continued during 1995, when violent crimes fell more than 9 percent. There were an estimated 9.9 million violent crimes during 1995, compared to about 10.9 million during 1994. NCVS's findings are consistent with those of the FBI's Uniform Crime Reports, which measures crimes reported to police.

BJS estimates there were 39.6 million personal and household crimes of theft and violence during 1995, compared to 42.4 million the year before, which is a 6.6 percent decline. Rape decreased almost 18 percent, robbery fell 14 percent, aggravated assault declined 19 percent, and purse snatching and pocket picking were down 18 percent. Property crimes decreased by 5.5 percent.

For More Information . . .

Contact the OJP Homepage at www.ojp.usdoj.gov. The following publications are available from the National Criminal Justice Reference Service:

Criminal Victimization 1994 (BJS) NCJ 158022

The Extent and Costs of Crime Victimization: A New Look (NIJ) FS 000125

Child Victimizers: Violent Offenders and Their Victims (BJS) NCJ 153258

Child Neglect and Munchausen Syndrome by Proxy (OJJDP) NCJ 161841

Interviewing Child Witnesses and Victims of Sexual Abuse (OJJDP) NCJ 161623

Battered Child Syndrome: Investigating Physical Abuse and Homicide (OJJDP) NCJ 161406

Photodocumentation in the Investigation of Child Abuse (OJJDP) NCJ 160939

Sexually Transmitted Diseases and Child Sexual Abuse (OJJDP) NCJ 160940

Recognizing When a Child's Injury or Illness is Caused by Abuse (OJJDP) NCJ 160938

Using Agency Records to Find Missing Children (OJJDP) NCJ 154633

Coordinating Criminal and Juvenile Court Proceedings in Child Maltreatment Cases (NIJ) NCJ 161835

Balanced and Restorative Justice--BARJ (OJJDP Fact Sheet) FS 009642

Diagnostic Imaging and Child Abuse (OJJDP) NCJ 161235

Federal Resources on Missing and Exploited Children: A Directory for Law Enforcement and Other Public and Private Agencies (OJJDP)

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Chapter 9

Sharing Information and Resources

OJP continues to look for ways to increase the availability of its information and resources. In June 1996, OJP officially opened its own homepage on the Internet's Worldwide Web. The Internet address is <http://www.ojp.usdoj.gov/>. With a few clicks of a "mouse," Internet users now have access to information about OJP funding, research, demonstration programs, training, technical assistance, and other resources that can help local communities control crime and improve neighborhood safety.

The OJP homepage provides information about OJP and links to individual homepages for each of its five program bureaus. Other OJP offices, including the Violence Against Women Grants Office, the Corrections Program Office, the Drug Courts Program Office, the Executive Office for Weed and Seed, and the Office of Congressional and Public Affairs also provide information through the OJP homepage. The OJP homepage provides access to news releases, program announcements, application kits and forms, program and research plans, fact sheets, and thousands of other publications.

The homepage also links to the Justice Information Center, the homepage for NIJ's National Criminal Justice Reference Service (NCJRS). NCJRS is one of the most extensive sources of information on criminal and juvenile justice in the world. It serves as a publications clearinghouse supporting all OJP bureaus, as well as the Office of National Drug Control Policy.

OJP At-A-Glance

One new resource available through the OJP Website is *Fiscal Year 1997 At-A-Glance*, which contains a brief description of FY 97 programs, including funding levels. Specifically, descriptions summarize OJP Crime Act program information, OJP priority program features, Bureau program highlights, who can apply for these grants, and the status of program regulations, guidelines, reports, application kits, or grant awards. Also included is a state-by-state chart showing estimated or final allocations under OJP FY 97 formula-based programs for BJA, OJJDP, OVC, the OJP Corrections Program Office, and the OJP Violence Against Women Grants Office. The document is updated periodically.

Another new OJP publication showcases crime prevention strategies. Published by BJA and the National Crime Prevention Council (NCPC), *350 Tested Strategies To Prevent Crime: A Resource for Municipal Agencies and Community Groups* provides successful strategies used by local law enforcement officials, government executives, business leaders, and community groups

to prevent crime. These strategies have been tested and implemented by local governments, municipal police departments, and civil groups throughout the nation.

The book is designed to help communities tailor program strategies to local needs. It offers examples of strategies ranging from basic crime prevention techniques, such as neighborhood watch programs and citizen patrols, to the more challenging issues of gang prevention and bias crimes. For each strategy discussed, the book provides suggestions and proactive approaches to prevent crime.

Evaluations

Evaluating programs to find out what works--and what doesn't--and then disseminating that information to the field is an ongoing OJP priority. Research and evaluation results provide critical information to inform programming, policy making, and spending at the federal, state, and local levels. Most OJP funded programs now have evaluations "built in" as a condition of funding.

For the second year in a row, OJP set aside about 3 percent of funds appropriated for Crime Act programs to support evaluations of funded initiatives. For each program area, NIJ has developed a multi-year research and evaluation strategy to produce information that will guide the operations and focus of these programs. For example, under an NIJ grant the Urban Institute is examining activities funded through VAWGO grants to combat violent crimes against women.

With \$14 million in funding from the Justice Department's Office of Community Oriented Policing Services (COPS), NIJ is supporting almost two dozen studies that are evaluating the impact and effectiveness of community policing programs in various sites throughout the country. This is perhaps the largest single infusion of federal funding for police research and evaluation in the nation's history. A portion of these funds is supporting a national evaluation of the impact of community policing programs funded by the COPS Office. Another portion is supporting a unique NIJ program pairing researchers with police agencies to examine issues departments face in implementing community policing. Police-researcher teams have been established in 65 jurisdictions in 39 states. Preliminary findings from these studies show that community policing can reduce residents' fear of crime and improve their relationship with the police. It can reduce crime and disorder. And--although many officers have at first resisted this approach to policing--the research shows most eventually accept it and like the way it allows more personal responsibility, decision making, and partnership with citizens. In another partnership with COPS, NIJ is assessing the impact of various strategies to address youth firearms violence and identify and describe those found to be successful and transferable to other jurisdictions.

NIJ also works with BJA to design evaluations of BJA-funded programs. In addition, each Byrne formula grant program applicant is required to include an evaluation component that meets the BJA/NIJ evaluation guidelines. Each state must provide BJA with an annual report that includes a summary of its grant activities and an assessment of the impact of these programs on the needs identified in its statewide drug and violent crime control strategy. Applicants for Byrne discretionary grant funding must include an evaluation component in their applications and agree to conduct required evaluations according to procedures and terms established by BJA. Current BJA/NIJ evaluations include a national evaluation of correctional option demonstration programs.

Transferring Technology

NIJ continued its efforts to create and apply new technologies to enhance the capabilities and effectiveness of criminal justice agencies. A leader in developing DNA technology, in June 1996 NIJ released a report, *Convicted by Juries, Exonerated by Science: Case Studies in the Use of DNA Evidence to Establish Innocence After Trial*. The report is a compilation of 28 case studies in which convicted felons were released from prison based on the results of post-trial DNA testing. The study identified cases in 14 states and the District of Columbia through newspaper and legal databases and by conducting a series of interviews with legal and DNA experts. The average time served in prison by the convicted persons featured in this research project was seven years prior to release.

Since 1989, the use of DNA technology has become increasingly accepted by law enforcement, prosecutors, defense attorneys, and the court system as a form of positive identification of individuals suspected of committing crimes. Positive DNA matched test results routinely are used as the principal evidence by criminal investigators and prosecutors to identify and convict violent offenders. DNA, which stands for deoxyribonucleic acid, is the chemical dispatcher of genetic information in each individual. The case studies underscore the importance of conducting DNA testing when DNA evidence is available to authorities to determine the guilt or innocence of a criminal subject.

To help develop or improve DNA testing capabilities in state and local forensic laboratories, NIJ awarded 37 grants totaling \$8.75 million to state and local governments to increase the capabilities and capacities of state and local forensic laboratories, establish new laboratories, or expand existing ones. About \$8 million was transferred from the FBI to NIJ to support this program.

The grants are being used to ensure that DNA testing is conducted according to national standards and facilitate implementation of state laws requiring the establishment of databases of DNA records of convicted offenders. The final guidelines implementing the Jacob Wetterling

Act (established by the 1994 Crime Act) encourage states to collect DNA samples from convicted sex offenders and to participate in the FBI's Combined DNA Index System (CODIS). The grants will also foster cooperation and mutual assistance among forensic laboratories within and between states that are seeking to match and exchange DNA identification records for law enforcement purposes via CODIS, recognize current projected DNA requirements and identify current and foreseeable technological trends, and develop and validate standard protocols for new DNA testing methods.

Through the National Law Enforcement and Corrections Technology Center (NLECTC) in Rockville, Maryland and five regional centers, NIJ provides technical information and assistance to state and local criminal justice agencies. Each center has a specific core function and is designed to leverage existing resources in its area. The center in Rome, New York, for example, focuses on weapons and weapon safety. The Charleston center develops and tests security technologies, while the El Segundo center provides investigative and surveillance technology support. The Rocky Mountain center in Denver works on finding ways to help law enforcement and corrections departments communicate across jurisdictional lines. And the center in San Diego develops new technology relating to the control of border-related crime. During the year, efforts expanded to include corrections. Corrections officials were added to the staff of each of the centers and to the National Center's Advisory Board.

In 1996 NIJ tested a product known as the "Quadro Tracker," which the manufacturer claimed could detect drugs and explosives. Over 1,000 units of the device at roughly \$1,000 each had been sold to small police departments and school districts. After NIJ turned the results of its testing over to the FBI, the manufacturer was indicted for fraud.

To provide technology information to the field, NIJ developed the Internet-based Justice Information Network (JUSTNET). JUSTNET provides information on new technology, equipment, and services available to the criminal justice community through the NLECTC. The homepage address is <http://www.nlectc.org>. NLECTC information specialists also are available by calling a toll-free hotline--1/800-248-2742.

NIJ continued its partnership with the Department of Defense (DOD) to transfer technology developed by the military for use by the criminal justice system. In collaboration with DOD and the Bureau of Prisons, NIJ is testing the use of telemedicine--where doctors examine patients through a computer and telephone hookup--at the federal penitentiaries in Allenwood and Lewisburg and the Federal Medical Center and Veterans Hospital in Lexington, Kentucky. This new technology has the potential to reduce costs and the security risks associated with moving offenders to outside facilities for medical treatment.

NIJ also entered into an agreement with the COPS Office to develop and test technologies specifically for use in community policing. The COPS Office transferred \$6 million in FY 96 funds to NIJ for this purpose. In addition, NIJ is using funds earmarked under the Local Law Enforcement Block Grants Program to assist local law enforcement agencies identify, select, develop, modernize, and purchase new technology.

To share information about new technology and to coordinate resources and policy, in December 1995 the Attorney General established a Technology Policy Council in partnership with the Department of the Treasury. The NIJ Director of Science and Technology serves as the Executive Agent and the Deputy Attorney General serves as chairman. Other members include representatives from the Drug Enforcement Agency, FBI, Bureau of Prisons, Immigration and Naturalization Service, U.S. Marshals Service, Bureau of Alcohol, Tobacco, and Firearms, Customs Service, IRS, Secret Service, and the Federal Law Enforcement Training Center.

Listening to the Field

Because it's often easy in Washington to lose the customer perspective, OJP is working hard to listen carefully to the field. During the year, OJP held a series of meetings with practitioners and state and local representatives to hear about the real needs of states, local communities, law enforcement, and other criminal justice professionals. For example, OJP sponsored special sessions on issues as diverse as drug treatment in prisons, crime victims needs, and effective strategies to combat domestic violence with practitioners and researchers to help OJP shape programs that respond to real-life needs.

OJP listens to its grantees, as well. In April 1996, OJP revised its *Financial Guide*, the primary reference for grants administration and financial management, to make it more user friendly. In October, OJP followed up by sending a Customer Service Survey to all grantees to solicit comments on the overall utility of the new guide. Over 99 percent of respondees rated the guide as "good" or better. Most suggestions for improvement were incorporated into the guide.

OJP is also working to do a better job of sharing information and coordinating at the federal level. Few things are as frustrating to practitioners and other government "clients" than to discover that one government agency has no idea what another is doing in the same area. OJP is working to address this issue by setting up ways to institutionalize better coordination among our five Bureaus through such steps as cross-bureau working groups on topics such as family violence and gangs. OJP also is collaborating more with other parts of the Department, including U.S. Attorneys, and the agency has launched an unprecedented number of joint efforts with other federal agencies, such as Defense, Health and Human Services, Education, and the State Justice Institute.

In addition, OJP is trying to find ways to leverage federal dollars better. For example, through public/private initiatives such as a joint National Funding Collaborative on Violence Prevention, OJP is working with more than 15 private foundations and a host of community foundations to bring additional resources and a deeper investment into one of our nation's most pressing problems. And OJP is working to inform spending decisions at the federal, state, and local levels by funding an unprecedented number of program evaluations--including evaluations of all the new Crime Act programs--to determine what programs are effective and what are not.

Through these efforts, OJP is working to discover "what works" in addressing crime in this country and to share that knowledge with its partners at the federal, state, and local levels.

Learning from the Past

One of the things every institution should do from time to time is look back. In July 1996, OJP hosted a meeting of former administrators and other top officials of its predecessor agency--the Law Enforcement Assistance Administration (LEAA)--to gain their insight on the lessons of the past 30 years of federal criminal justice assistance and how this knowledge can help OJP plan future programming. At the invitation of AAG Laurie Robinson, some 50 former administrators, deputies, and regional directors from LEAA and OJP participated and shared with current OJP staff insights about their successes, what they would have done differently, and what advice they would offer for the future. Representation included individuals from both Republican and Democratic Administrations and from virtually every era since the founding of the Office of Law Enforcement Assistance in 1966.

Participants at the LEAA/OJP Retrospective were asked to focus on several questions: What has been learned over the past 30 years that can benefit today's OJP? What are the most important roles for the federal government in reducing crime and violence? What organizational changes are needed to work more efficiently toward the goal of building a safer society?

By the end of the one-day meeting, participants had reached general agreement in several areas:

- OJP should tackle the difficult job of setting priorities based on the knowledge that criminal justice agencies alone cannot solve crime problems. In fact, OJP should be a standard-bearer, actively reinforcing this message to all of its stakeholders--the Congress, state and local agencies, researchers, and the public.
- OJP should strengthen its emphasis on planning and enlist agency and community representatives at the state and local levels to help shape the OJP agenda.

- OJP should be organized as a single agency. It is difficult to achieve consistency and continuity in programming--or to have a real impact by leveraging its resources to best address crime--with its current fragmented statutory structure.

Based on their collective experience and knowledge, the majority of meeting participants also agreed that the most important roles for OJP are to:

- Assist and more vigorously oversee state and local criminal justice planning. Staff should be planning experts, and OJP should provide a well-developed technical assistance program.
- Emphasize research, evaluation, and development. OJP needs to sponsor more "tier one" research and evaluation, demonstrate intellectual leadership, and convince the Congress of the importance of such research.
- Improve the flow of information to the public, to state and local agencies, and to the Congress.
- Use discretionary grants to encourage experimental approaches, help support programs that have been proven effective, and fill in the gaps in state programming.

As first steps in implementing these recommendations, OJP is publishing a Summary of the proceedings, which will be disseminated to a broad audience. OJP also is holding additional consultations to follow up on the recommendations made and challenges presented.

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For further information about OJP and its programs, or for a copy of the *OJP Resource Guide*, which describes OJP programs and other resources, contact the Department of Justice Response Center at 1-800/421-6770 or use the Internet to access the OJP homepage on the Worldwide Web at <http://www.ojp.usdoj.gov>.

For ordering and other information about OJP publications, contact NIJ's **National Criminal Justice Reference Service** at 1-800/851-3420 or on the Internet at <http://www.ncjrs.org> or call one of the OJP clearinghouses listed below.

BJA Clearinghouse
1-800-688-4252

BJS Clearinghouse
1-800-732-3277

Juvenile Justice Clearinghouse
1-800/638-8736

National Victims Resource Center
1-800/627-6872

Additional information and assistance is available by calling OJP's Office of Congressional and Public Affairs at 202/307-0703.

For More Information . . .

Contact the OJP Homepage at www.ojp.usdoj.gov. The following publications are available from the National Criminal Justice Reference Service:

Office of Justice Programs Resource Guide (OJP)

Office of Justice Programs: Fiscal Year 1997 At-A-Glance (OJP)

LEAA/OJP Retrospective: 30 Years of Federal Support to State and Local Criminal Justice (OJP)

350 Tested Strategies to Prevent Crime (BJA) NCJ 159777

Sourcebook of Criminal Justice Statistics, 1995 (BJS) NCJ 158900

Justice on the Net: The National Institute of Justice Promotes Internet Services (NIJ) NCJ 158838

Data Resources of the National Institute of Justice, 8th Edition (NIJ) NCJ 156714

NCJRS User's Guide (NIJ) NCJ 155063

Technology Solutions for Public Safety: Conference Report (NIJ) NCJ 162532

Convicted by Juries, Exonerated by Science: Case Studies in the Use of DNA Evidence to Establish Innocence After Trial (NIJ) NCJ

To order call 1-800/851-3420