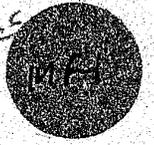


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U.S. Department of Justice  
Office of Justice Programs

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**Report of the  
Assistant  
Attorney General  
for  
Justice Programs**

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*Fiscal Year 1986*

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# Report of the Assistant Attorney General for Justice Programs

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*Fiscal Year 1986*

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U.S. Department of Justice  
National Institute of Justice

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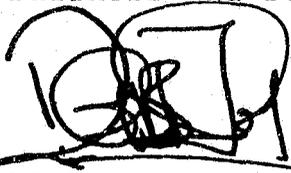
U.S. Department of Justice  
Office of Justice Programs

**TO THE PRESIDENT AND THE CONGRESS OF THE UNITED STATES**

I have the honor to transmit herewith the Annual Report of the Assistant Attorney General for Justice Programs. This Report is submitted in accordance with Sec. 102(b) and 810 of the Justice Assistance Act of 1984 (Public Law 98-473). The Act established an Office of Justice Programs, headed by an Assistant Attorney General, to coordinate the activities of and provide staff support for the Bureau of Justice Assistance, Bureau of Justice Statistics, National Institute of Justice, and Office of Juvenile Justice and Delinquency Prevention.

The Bureau of Justice Assistance administers a program of financial and technical assistance to state and local governments. The Bureau of Justice Statistics develops statistics about crime victims, offenders, and criminal justice operations. As the research arm of the Department of Justice, the National Institute of Justice conducts research to increase knowledge about criminal behavior and criminal justice operations, and it evaluates the effectiveness of criminal justice programs. The Office of Juvenile Justice and Delinquency Prevention administers programs to assist state and local governments improve their juvenile justice systems and prevent delinquency.

This Report reflects the progress that has been made in Fiscal Year 1986 as the Justice Assistance Act Agencies continued to implement the programs mandated by the Act and to foster improvements in our Nation's criminal and juvenile justice systems, particularly in helping to balance the administration of justice to afford victims of crime the fairness and respect that they deserve.



Richard B. Abell  
Acting Assistant Attorney General

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## INTRODUCTION

On October 12, 1984, President Reagan signed into law the Justice Assistance Act of 1984 as part of the Comprehensive Crime Control Act of 1984. The Justice Assistance Act restructured the criminal justice research and statistics units of the Department of Justice and established a new program of financial and technical assistance to state and local governments.

The Act established an Office of Justice Programs, headed by an Assistant Attorney General, to coordinate the activities of and provide staff support to the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and a newly created Bureau of Justice Assistance.

The Bureau of Justice Assistance administers a grant program to improve state and local criminal justice systems. The Bureau of Justice Statistics collects, analyzes, publishes, and disseminates statistical information on crime, victims of crime, criminal offenders, and the operations of justice systems at all levels of government. And the National Institute of Justice conducts research to increase knowledge about criminal behavior and criminal justice operations, and it evaluates the effectiveness of various kinds of criminal justice programs.

The Act also created an Emergency Federal Law Enforcement Assistance Program and continued the Public Safety Officers' Benefits Program and expanded it to include Federal law enforcement officers and firefighters. These programs are administered by the Bureau of Justice Assistance.

The Victims of Crime Act also is a part of the Comprehensive Crime Control Act of 1984. The Act established a Crime Victims Fund in the United States Treasury. This Act was amended by the Children's Justice Act of 1986. The Attorney General has delegated authority to administer the Victims of Crime Act to the Assistant Attorney General for Justice Programs. The Assistant Attorney General established an Office for Victims of Crime to implement the provisions of the Act as well as the recommendations of the President's Task Force on Victims of Crime and the Attorney General's Task Force on Family Violence. The Office for Victims of Crime makes annual grants from the Fund to the states for programs to compensate crime victims and for programs that provide direct services to victims.

The Victims of Crime Act also amended Title 18 of the United States Code by imposing a penalty assessment upon all convicted Federal defendants and authorized United States Attorneys to seek the forfeiture of violent criminals' literary profits that arise from the sale of the story of their crimes.

The Office of Juvenile Justice and Delinquency Prevention was established by the Juvenile Justice and Delinquency Prevention Act of 1974 to help improve state and local juvenile justice systems and prevent delinquency. In 1980, amendments to the Act established OJJDP as an autonomous agency within the U.S. Department of Justice. Further amendments in 1984 authorized OJJDP to make grants and contracts for research, demonstration, and service programs related to missing children.

## BUDGET

The Fiscal Year 1986 appropriation for the five agencies was \$195 million. The allocation was as follows:

- o \$64,694,000 for Juvenile Justice and Delinquency Prevention programs (OJJDP).
- o \$18,566,000 for Research, Evaluation, and Demonstration programs (NIJ).
- o \$15,982,000 for Criminal Justice Statistical programs (BJS).
- o \$48,520,000 for State and Local Assistance (BJA).
- o \$10,810,000 for the Public Safety Officers' Benefits program (BJA).
- o \$3,828,000 for the Missing Children's program (OJJDP).
- o \$1,048,000 for the Emergency Assistance program (BJA).
- o \$9,474,000 for the Regional Information Sharing Systems program (BJA). (This program was funded in the Department of Justice General Administration appropriation account from 1980 through 1985.)
- o \$4,785,000 for the Mariel Cuban program (BJA).

The appropriation also provided management and administration funds for the agencies.

## OFFICE OF JUSTICE PROGRAMS

The Office of Justice Programs (OJP) was established within the Department of Justice by the Justice Assistance Act of 1984.

The Office is under the general authority of the Attorney General, who has delegated to the Assistant Attorney General for the Office of Justice Programs policy coordination functions and general authority over the Office of Justice Programs, the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, and the Office of Juvenile Justice and Delinquency Prevention. In addition, the Assistant Attorney General is responsible for administering the Victims of Crime Act of 1984, as amended, for the purpose of making grants to the states for victim compensation and assistance and coordinating Federal crime victim assistance activities.

Subject to the general authority and policy control of the Attorney General, the Assistant Attorney General for the Office of Justice Programs has been delegated the authority to award grants to eligible states and administer the State Reimbursement Program for Incarcerated Mariel Cubans vested in the Attorney General by the provisions of the Department of Justice Appropriations Act. Under the general authority of the Attorney General, the Assistant Attorney General also is authorized to administer the Regional Information Sharing System (RISS) program and to promulgate such regulations as are necessary for the effective administration of the program; to determine that Federal surplus real and related personal property is required for correctional facility use by a state or local unit of government or territory under a program approved by OJP for the rehabilitation of criminal offenders; and to provide staff assistance for implementation of the Emergency Federal Law Enforcement Assistance functions vested in the Attorney General by the Justice Assistance Act of 1984.

During Fiscal Year 1986, the Assistant Attorney General continued working to improve the treatment of victims of crime and family violence, to promote crime prevention programs, and to manage Federal assistance programs. Major activities included implementation of the Victims of Crime Act of 1984, as amended, which in Fiscal Year 1986 provided approximately \$64 million in grant awards to the states and territories to support victim compensation and assistance programs. OJP also continued implementation of the recommendations of the President's Task Force on Victims of Crime and the Attorney General's Task Force on Family Violence and provided support and assistance for the President's Child Safety Partnership. The Partnership held hearings around the country during the fiscal year and is drafting a report to the President on ways the public and the private sector can become more involved in initiatives to safeguard children and respond to the victimization of children.

## OFFICE FOR VICTIMS OF CRIME

Within OJP is the Office for Victims of Crime (OVC) which develops and directs programs to facilitate state implementation of the recommendations of the President's Task Force on Victims of Crime and the Attorney General's Task Force on Family Violence. The Office provides leadership to states and localities through the award of grants and contracts designed to balance the system of justice by recognizing victims as an integral part of the criminal justice process who must be afforded the fairness, respect, and courtesy they deserve.

The Office also is responsible for administering the Crime Victims Fund established under the Victims of Crime Act of 1984. Grants from this Fund are made to the states to support state victim compensation programs and projects that provide assistance to crime victims. In Fiscal Year 1986, more than \$23 million from the Fund was awarded to the 37 states having active victim compensation programs and \$41 million in grants to all the states and territories was awarded to enhance public and private nonprofit programs that provide direct assistance to crime victims.

The Office's program strategy calls for the development and support of projects at the national level that will influence or otherwise enhance the implementation of the Victims Task Force recommendations. This strategy was dictated by the reality that the bulk of the Task Force recommendations are capable of being implemented only at the state and local levels.

One of the Office's first priorities, therefore, was the development and implementation of training packages for law enforcement officials and prosecutors to inform them about the needs of victims and how to better serve victims as they perform their duties within the criminal justice system. In an effort to provide training to a wide range of criminal justice practitioners, grants were awarded to carefully selected national constituency groups such as the National District Attorneys Association, the National College of District Attorneys, the National Sheriffs' Association, the National Association of State Directors of Law Enforcement Training, and the National Organization of Black Law Enforcement Executives.

Another priority was the development of model legislation that is being offered to the states. Eight of the 12 legislative enactments proposed by the President's Task Force to help crime victims are addressed by the model legislation developed through grants to the American Bar Association and the National Association of Attorneys General. Models were developed, for example, to protect the addresses of victims and

witnesses, to prevent victim counseling from being subject to defense discovery or subpoena, to modify bail laws to better protect the public, and to make available the arrest and conviction records of employees whose work would bring them into regular contact with children.

Several grants were awarded to improve the criminal justice response to victims. For example, grants were awarded to the National Judicial College to provide training for judges on victims issues as part of its regular teaching curriculum and to the National Center for State Courts to fund training for state court administrators on victim issues. Another grant, to the National Organization for Victim Assistance, enables NOVA to continue its support of state networks for victims service providers. OVC also has begun an effort to encourage the states to use standardized rape evidence kits and protocols developed under a grant to the Illinois Attorney General's Office and is planning to develop protocols for hospitals to use to improve the treatment of sexual assault victims.

The Office's National Victims Resource Center (NVRC) has responded to more than 3,000 reference and informational requests from criminal justice and government officials, students, victims organizations, individual victims and others wanting information from its computerized data base. The NVRC collects and maintains information on programs throughout the United States that provide direct services to victims, on victim/witness programs in each state that receive funds under the Victims of Crime Act, and on victim/witness efforts at the Federal level, including data on programs in all U.S. Attorneys' offices and Federal law enforcement agencies.

OVC also administers the Federal Crime Victims Assistance Program authorized by the Victims of Crime Act. Major efforts under way include establishing victim assistance training programs for Federal law enforcement officials, developing a model victim/witness assistance program, and establishing procedures for monitoring compliance with the Attorney General's Guidelines for Victim and Witness Assistance.

During the year, the Office's Family Violence Section concentrated its efforts on the spouse abuse, child abuse, and child molestation aspects of family violence. In this regard, a cooperative agreement was made with the Task Force on Families in Crisis to establish community task forces in five locations to develop community plans for preventing family violence; to establish a directory of private services to which victims can be directed; and, to develop increased public awareness and prevention efforts while building support for the recommendations of the Attorney General's Task Force on Family Violence.

In addition, the Family Violence Section has led an effort to involve other agencies and organizations in both the private and public sectors in family violence issues. Section staff have worked closely with the Bureau of Justice Assistance in evaluating grant applications for child sexual abuse prosecution and domestic violence intervention programs and with the Department of Housing and Urban Development to address Task Force recommendations relating to that agency.

Because of the need for the medical and legal professions to share information and coordinate their responses in family violence issues, the Office entered into an interagency agreement with the U.S. Public Health Service. The Law/Health Initiative will: 1) cosponsor meetings of medical professionals to assure a criminal justice perspective on the treatment of spouse, child, and elder abuse and incest or molestation of children; 2) assure a medical/mental health input at law enforcement/criminal justice meetings relating to family violence; 3) facilitate the placement of articles on criminal justice issues regarding family violence in medical journals and newsletters; 4) facilitate the placement of articles on the medical perspective on family violence issues in criminal justice newsletters and journals; and, 5) develop a medical/mental health component in appropriate Justice Department grants related to family violence.

The Family Violence Section also is providing direction, staff support, and other assistance to the President's Child Safety Partnership. The Partnership--comprised of leaders from the corporate, public interest, Federal, state, and local government sectors--held hearings around the country to study and report on ways the public and the private sector can become more involved in initiatives to safeguard children and respond to the victimization of children, including child sexual abuse and neglect. Priorities of the Partnership are to encourage private sector involvement in child safety programs; clarify existing statistics regarding offenses against youngsters; and encourage programs for preventing, investigating, and prosecuting crimes against children. The Partnership plans to present its report to the President in mid-1987 with recommendations for future action.

#### **OFFICE OF GENERAL COUNSEL**

The Office of General Counsel provides legal advice to the agencies authorized by the Justice Assistance Act, the Victims of Crime Act, and the Juvenile Justice and Delinquency Prevention Act. The Office represents these agencies in administrative hearings, including grant denial hearings, Merit System Protection Board hearings, civil rights compliance appeals, and grievance arbitrations.

The Office advises on legal questions arising under grants, contracts, and the statutes and regulations governing the expenditure of Federal grant or contract funds. The Office also is responsible for drafting agency regulations and reviewing audit findings.

During the year, the Office was actively involved in implementing the Justice Assistance Act of 1984, the Juvenile Justice Act Amendments, and the Victims of Crime Act of 1984, as amended.

#### **OFFICE OF CIVIL RIGHTS COMPLIANCE**

The Office of Civil Rights Compliance monitors compliance with the civil rights responsibilities of the recipients of criminal justice system financial assistance under the Justice Assistance Act of 1984, the Juvenile Justice and Delinquency Prevention Act of 1974, as amended, and the Victims of Crime Act of 1984, as amended.

This includes enforcement of Title VI of the Civil Rights Act of 1964, Section 809(c) of the Justice Assistance Act of 1984, Section 504 of the Rehabilitation Act of 1973, as amended, the Age Discrimination Act of 1975, as amended, Title IX of the Education Amendments of 1972, and the regulations promulgated to implement these statutes (28 CFR Part 42).

Pre-award reviews were conducted on 92 applications of \$500,000 or more and special conditions appended where necessary. No post-award compliance reviews were conducted during this fiscal year.

Although 157 allegations of civil rights noncompliance were received during the fiscal year, only five were docketed for investigation. The balance were referred to other Federal agencies, where appropriate, or closed for want of funding from the Office of Justice Programs.

#### **OFFICE OF CONGRESSIONAL AND PUBLIC AFFAIRS**

The Office of Congressional and Public Affairs (OCPA) is responsible for promoting effective communications with the Congress, the news media, and the general public, and for advising the agencies in intergovernmental affairs.

The Office works with Members of Congress, committees, and their staffs on legislative matters affecting the agencies and the criminal justice community. It is responsible for preparing testimony on legislation before Congress affecting criminal justice matters and the agencies and for the preparation of bill reports and the tracking of legislation of interest in the House and the Senate.

The Office also works with the news media to keep them and the general public fully informed about agency programs and activities. It responds to questions and prepares news releases about programs and reports of general and special interest. In addition, the Office arranges news conferences and briefings to explain the details of significant research findings, statistical reports, and important new program initiatives. It also prepares speeches, briefing papers, and policy statements for agency officials, and drafts responses to Presidential, Congressional, and public correspondence.

As the Freedom of Information Act Office, OCPA is responsible for making all grants and other nonexempt documents available for inspection or possible reproduction. OCPA also is responsible for keeping public interest groups informed of activities of interest to their members.

#### **OFFICE OF THE COMPTROLLER**

The Office of the Comptroller (OC) provides policy guidance, control, and support services for the offices and bureaus in accounting, grants management, procurement, claims collection, and automated data processing. It also provides financial management technical assistance to grantees.

Within the past year, the Office purchased all agency word processing equipment, saving annual leasing costs; transferred the PROFILE grants information system to the Justice Data Center; and, through the use of cross-servicing agreements, transferred journal subscription and book purchase processing to the DOJ library. These productivity improvements will result in an annual savings of more than \$300,000.

OC further strengthened grantee cash management and fiscal integrity and increased staff productivity by establishing a Grantee Audit History File on a microcomputer that enables OC to track compliance with OMB Circulars A-128 and A-110. Recovery of excess cash held by grantees and deobligation of available funds continued as a primary focus. OC also developed a recipient financial integrity monitoring system, including a computerized information system to evaluate new organizations applying for grants.

#### **OFFICE OF OPERATIONS SUPPORT**

The Office of Operations Support is responsible for directing and coordinating all activities related to administrative support, personnel management, and equal employment opportunity programs for the agencies.

The Personnel Division provides the full range of staff and operating services to managers and employees, including staffing

and recruitment, position classification, employee development, and employee relations and labor management relations. During the year, the Division conducted a comprehensive position management survey of all GM-13 through GM-15 positions and began a survey of all GS-7 through GS-14 positions in the agencies. These efforts are consistent with the Attorney General's mandate to implement a position management program as part of an overall cost reduction effort. In addition, the Division established a Personnel Management and Recognition System Review Board to provide assistance in ensuring that workplans and performance appraisals are consistent and equitable across bureau lines and in managing the ratings.

The Administrative Services Division is responsible for the management and provision of security, furnishings, telephone systems, equipment, maintenance, office space, mail services, safety and health programs, records and mail management, graphic support, and printing. In addition, the Division assists the agencies' grantees in obtaining excess Federal personal property.

The Equal Employment Opportunity Staff provides support for the full range of EEO programs and the operation of the EEO grievance system.

#### **PLANNING AND MANAGEMENT STAFF**

The Planning and Management Staff provides support and assistance to the Office of Justice Programs in its planning, coordination, and management activities. It provides staff support to the Office of the Assistant Attorney General with regard to strategy and priority options for achieving goals and objectives and coordinating OJP policies, procedures, and programs.

During the year the Staff was involved in the following significant activities:

- o Coordinated internal control activities for all OJP agencies.
- o Conducted risk assessments of 25 functions or programs.
- o Coordinated the development and implementation of audit resolution policy and procedures, provided staff support to the Audit Review Committee, and maintained liaison with the Department's Audit Staff and the General Accounting Office.

- o Coordinated the OJP Directives/Forms System, developed necessary requirements and standards, and provided technical assistance to bureaus and offices in developing, preparing, and clearing directives.
- o Established a Secretarial Improvement Program for the OJP agencies, which includes development of a secretarial handbook, an orientation program, and training seminars. The handbook was completed and distributed to all appropriate personnel.
- o Conducted a comprehensive review of the agency's grant process.
- o Updated OJP handbooks, guidelines, regulations, and directives to reflect organizational and legislative changes.

#### **BUDGET PLANNING STAFF**

The Budget Planning Staff (BPS) has the authority for planning, developing, and coordinating all phases of budget formulation, execution, and control. This includes the preparation of the multi-year financial plans, annual budget submissions, and justifications of OJP budget requests.

During the year, the major accomplishments of the Staff were as follows:

- o Assisted and counselled management in the development of resource needs for preparation of budget requests.
- o Directed and prepared justification of budget requests to the Department, OMB, and the Congress for all OJP programs in accordance with OJP, DOJ, and Administration policy decisions. Revised estimates as required at each stage of the budget process.
- o Prepared back-up books and briefings for management in preparation for budget hearings.
- o Developed apportionment and reapportionment schedules, including reimbursements and allocations from other Federal agencies.
- o Prepared and issued annual budget call for administrative fund needs to all OJP offices, analyzed requests and recommended allocation amounts to the Assistant Attorney General.
- o Provided control over available funds by issuance of operating plans to OJP offices and oversight of obligations by OJP offices.

## BUREAU OF JUSTICE ASSISTANCE

The Bureau of Justice Assistance (BJA) administers the state and local Justice Assistance program to improve criminal justice system operations. BJA sets priorities for and awards discretionary grants, makes block grant awards to the states and territories, and administers the Public Safety Officers' Benefits program. The Emergency Federal Law Enforcement Assistance, Regional Information Sharing System, Mariel-Cuban Reimbursement, Federal Surplus Property Transfer, and Prison Industry Certification programs are administered by BJA under authority delegated by the Assistant Attorney General for Justice Programs.

Through its programs, BJA serves as an agent for change in state and local criminal justice systems. The research findings of the National Institute of Justice and other organizations and the program successes of criminal justice agencies from across the country are tested and implemented through BJA's Demonstration, Training and Technical Assistance, and Block Grant programs.

### DEMONSTRATION PROGRAM

BJA tests and implements new program strategies for improving the criminal justice system through demonstration programs that, based on previous research or experience, are likely to be successful in more than one jurisdiction. The programs are thoroughly evaluated, elements critical to a successful program are documented, and implementation of successful programs is encouraged through the Block Grant Program.

The following programs were supported during Fiscal Year 1986:

Family Violence Intervention. The goal of this program is to reduce domestic violence in adult relationships by instituting a comprehensive, effective criminal justice intervention program, with an emphasis on arrest and prosecution, in domestic violence cases. Emphasis is on a multi-disciplinary approach involving cooperation among law enforcement, prosecutors, shelter providers, social service agencies, and the courts.

Drug Abuse/Narcotics Trafficking. Three programs initiated in Fiscal Year 1986 will test new strategies for addressing the problems of drug abuse and trafficking. The Police/School Drug Use Prevention Program, modeled after the successful DARE program in Los Angeles, will demonstrate effective police/school efforts to prevent school children's experimentation with and

use of illegal drugs. The Organized Crime/Narcotics Trafficking Enforcement Program will assist state and local law enforcement agencies through joint operations with Federal personnel to break up major criminal organizations involved in narcotics trafficking. In addition, the Detection and Monitoring of Drug-Using Arrestees Program is testing the effectiveness of urinalysis to detect drug use in arrestees to better inform the court in making pretrial release decisions and to assist in the surveillance of drug-using offenders.

Child Abuse Prosecution. This program is testing improved methods of prosecuting child sexual and physical abuse cases in order to protect the child from further abuse, reduce trauma caused by the criminal justice process, streamline the investigative process, and improve cooperation and coordination among criminal justice, mental health, and child protective services agencies. Seven jurisdictions have implemented pilot programs with BJA Fiscal Year 1986 funds, including one operated by the American Indian Law Center designed to address abuse problems as they affect Native American families.

Law Enforcement Crime Prevention. The importance of crime prevention as a major police activity equal in professional stature to patrol and investigation is being demonstrated in three cities. The objective of these programs is to integrate crime prevention activities into routine daily operations throughout the department through a combination of command initiatives and restructuring incentives for line officers, manpower reallocations, and special training.

Intensive Probation Supervision. Five jurisdictions are implementing Intensive Probation Supervision Programs that emphasize highly-structured, non-custodial supervision as an alternative to, or in conjunction with, incarceration, while providing penalties that are both punitive and rehabilitative.

#### **TRAINING AND TECHNICAL ASSISTANCE PROGRAM**

Successful Implementation of Block Grant and Demonstration Programs. BJA provides training and technical assistance to block grant recipients to assist with program development, implementation strategies, and transfer of information on new programs and techniques. Assistance is being provided in all areas eligible for funding under the Block Grant Program, including crime prevention, victim assistance, court delay reduction, information systems, and prison capacity. Demonstration programs also are provided assistance to ensure the successful implementation of model projects.

Asset Seizure and Forfeiture. This program will provide training and technical assistance to law enforcement officials

and prosecutors on methods of using asset seizure and forfeiture as an effective means of depriving drug traffickers of economic support and incentives. Emphasis will be on the development of financial investigations to establish the audit trail necessary for asset seizure and forfeiture.

Arson-for-Profit Training. More than 150 prosecutors nationwide are participating in training in the use of a creative new strategy for prosecuting complex arson-for-profit cases that was developed by the National Institute of Justice and the Department of the Treasury's Bureau of Alcohol, Tobacco, and Firearms.

Targeting Law Enforcement Resources. A program was developed during the year to provide law enforcement executives and managers with training and technical assistance on various methods for targeting law enforcement resources on repeat offenders. The training curriculum will focus on three types of career criminal programs: pre-arrest targeting programs that use surveillance and other investigative techniques to apprehend repeat offenders during the commission of a crime; special warrant programs designed to ensure special handling of outstanding warrants on repeat offenders; and, post-arrest case enhancement programs that target special investigative resources on career criminal cases.

#### **NATIONAL/MULTI-STATE PROGRAM**

Law Enforcement Accreditation. More than 500 law enforcement agencies have applied through a BJA-supported program for accreditation. Of these, 217 have progressed into the important self-assessment phase, or beyond, and 29 agencies have been accredited by the Commission on Accreditation for Law Enforcement Agencies. The accreditation process requires an agency to comply with most of the 944 standards developed by the Commission and to develop written policies and procedures ranging from the limits of discretion to promotion policies. The purpose of the voluntary program is to improve the quality of law enforcement services and reduce litigation against police departments. As a result of the success of this program, several insurance companies now offer reduced premiums to accredited agencies.

National Crime Prevention Campaign. This nationwide education campaign--whose "Take A Bite Out of Crime" messages have reached over half the American public--has become an effective medium for encouraging citizen involvement in crime prevention, particularly children. Over \$55 million worth of free advertising per year is generated by the National Crime Prevention Council, the secretariat for the 101 member National Crime Prevention Coalition. The Council provides technical assistance to block grant recipients and others and operates an

information clearinghouse. Grant-related activities during the year included McGruff's--the campaign's trench-coated spokesdog--guest appearance on the "Webster" television program, distribution of McGruff brochures in 7-Eleven convenience stores, and the use of the McGruff puppet program in approximately 30,000 classrooms across the Nation to teach school children safety techniques.

Crime Stoppers International. Since 1980, crime stoppers programs have assisted in solving approximately 119,500 crimes and recovering \$693 million worth of stolen property and narcotics through leads provided by citizens. The evidence obtained through anonymous citizens' tips resulted in the conviction of 97 percent of individuals tried for crimes showcased by crime stoppers programs. The international program provides support to the 600 ongoing crime stoppers programs and assists in the development of new ones.

Alternatives to Deadly Force. Training and technical assistance on model policies for the use of deadly force will be developed under this program. It is designed to upgrade a police administrator's ability to identify the issues inherent in the use of deadly force and to formulate policies and procedures that correspond to departmental needs.

Drug Control Strategy Development. The goals of this program are to define the nature and structure of the Nation's drug problem; identify and describe effective drug abuse prevention and control strategies and develop new strategies; and, encourage the implementation of effective strategies.

Victims Assistance. BJA, in cooperation with the Office for Victims of Crime, is supporting a number of victim assistance programs to increase the awareness of victims' needs in the criminal justice process and to improve the treatment of victims by the system.

#### JUSTICE ASSISTANCE BLOCK GRANT PROGRAM

Approximately \$56 million in Justice Assistance Block Grant funds were awarded to the 50 states, the District of Columbia, the Virgin Islands, and Puerto Rico in Fiscal Year 1986. The states used these funds to make awards to state and local units of government for programs in 18 areas defined by the Justice Assistance Act of 1984 as offering a high probability of improving the criminal justice system, with a special emphasis on violent crime and serious offenders.

BJA has developed program briefs describing the goals, critical elements, implementation strategies, and performance measures for successful programs for many of the 18 areas and

distributed them to the states. In addition, in cooperation with the National Criminal Justice Association and the National Association of Criminal Justice Planners, the Bureau has established a reporting and evaluation system to assess the effectiveness of the Block Grant Program. Administrative requirements and paperwork have been kept to a minimum, however.

Because this is a new program, results of project activities are not yet available. During 1986, states concentrated on implementing programs planned and developed during 1985. The following section describes the types of projects that are being implemented by the states and the expected results.

The allocation of funds falls into the following seven major program types:

Crime Prevention	16 percent
Victim/Witness Assistance	10 percent
Investigation/Apprehension	18 percent
Prosecution/Adjudication	15 percent
Corrections and Treatment	23 percent
Information Systems	11 percent
Training/Technical Assistance	7 percent

Crime Prevention. Approximately 400 state and local crime prevention programs in 40 states are being implemented under the Justice Assistance Block Grant Program. These programs, which include community crime prevention and programs to prevent crimes against the elderly, are expected to involve an estimated 12 million people in crime prevention efforts.

Victim/Witness Assistance. Thirty-three states are funding projects totaling almost \$4.5 million that provide assistance to victims and witnesses of crime and support programs to improve the prosecution of child abuse cases and intervene in family violence episodes.

Investigation/Apprehension. Property crime, drug trafficking, white-collar and organized crime, arson, and other serious crimes are the focus of state and local law enforcement investigation and prosecution efforts. More than 18 percent of the total Block Grant funds have been allocated for these efforts.

Prosecution/Adjudication. Approximately 13 percent of the total Block Grant funds have been allocated by the states for career criminal and court delay projects. Eighteen states are funding career criminal prosecution programs and 12 are addressing problems related to court delay. A significant impact on crime can be expected from this concentration of limited criminal justice resources on removing from the community offenders who commit large numbers of serious crimes and on reducing the time it takes to process these and other offenders through the court system.

Corrections and Treatment. Approximately one-fourth of Block Grant funds are being used for programs that provide alternatives to incarceration, relieve prison and jail capacity problems, develop prison industry projects, and provide services to serious juvenile offenders and offenders with drug problems. Several states are funding either intensive probation or parole supervision programs.

Information Systems. Thirty states are funding projects in state and local units of government to improve information available to the criminal justice system. These systems are expected to increase the effectiveness of criminal justice operations; decrease crime and court processing time; and, increase clearances by arrest, the identification of habitual offenders, and conviction rates.

Training and Technical Assistance. Training and technical assistance was identified by approximately 30 states as a priority area for funding. Adequate training for criminal justice personnel is vital to ensure the effective implementation of new legislation, court case law, and changes in accepted practices.

#### **PUBLIC SAFETY OFFICERS' BENEFITS PROGRAM**

In Fiscal Year 1986, \$9 million was paid to the survivors of 180 public safety officers by the Public Safety Officers' Benefits (PSOB) Program. PSOB provides a \$50,000 lump-sum, tax-free benefit to the eligible survivors of Federal, state, and local public safety officers killed in the line of duty. Those eligible include law enforcement officers, firefighters, prison guards, probation and parole personnel, and judicial officials. In the 10 years since the start of the program on September 29, 1976, 2,958 line of duty deaths have been reported, of which 2,134 have been approved for payment of awards totaling \$106.7 million.

#### **EMERGENCY FEDERAL LAW ENFORCEMENT ASSISTANCE PROGRAM**

National disasters and crime epidemics strike states and localities arbitrarily and without warning, and law enforcement resources often are exhausted in an attempt to respond to these emergencies. For this reason, Congress authorized Federal assistance for a state or local jurisdiction experiencing such an emergency. The assistance provided may be in the form of funds, technical assistance, equipment, and personnel. However, awards are prohibited for efforts involving crowd control and scheduled public events.

During the year, BJA awarded a grant to the West Virginia Department of Public Safety to assist with flood-related law enforcement expenditures associated with the operation of a state flood coordinating office.

#### **REGIONAL INFORMATION SHARING SYSTEM**

Six Regional Information Sharing System (RISS) projects, covering all 50 states, received \$8.4 million in Fiscal Year 1986 to enhance the ability of state and local criminal justice agencies to identify, target, investigate, and prosecute multi-jurisdictional organized crime, drug trafficking, and white-collar crime. A seventh project--LEVITICUS, funded at \$1 million--is an operations oriented, shared management and resources effort targeted against coal, oil, and natural gas fraud in Appalachia. The RISS projects provide training and technical assistance and have a centralized intelligence data base, an analytical capability, specialized investigative equipment, and a confidential fund reserve.

#### **STATE REIMBURSEMENT FOR INCARCERATED MARIEL-CUBANS PROGRAM**

Twenty-four states received a total of \$4.5 million in Fiscal Year 1986 as reimbursement for incarcerating Mariel-Cubans in state correctional facilities. States are reimbursed for inmates convicted of a felony committed after having been paroled into the United States during the 1980 influx of Cubans leaving the port of Mariel. States are reimbursed for the cost of their expenses up to a maximum of \$1,000 per month per prisoner. During the year, states were awarded \$208.43 per inmate month for each of the 2,363 inmates verified as meeting the criteria for reimbursement.

#### **FEDERAL SURPLUS PROPERTY TRANSFER PROGRAM**

Federal surplus real property has been transferred to two sites under the Federal Surplus Property Transfer Program, and an additional seven properties have been recommended for transfer by the Assistant Attorney General for the Office of Justice Programs. The Justice Assistance Act authorizes the Administrator of the General Services Administration, based on a recommendation from the Attorney General, to transfer or convey to states, the District of Columbia, and the commonwealth and territorial islands, as well as any political subdivisions, surplus real or related personal property to assist state and local correctional agencies in coping with prison and jail facilities' capacity problems. Almost 250 pieces of Federal property have been identified as excess or surplus property available for transfer.

**PRIVATE SECTOR/PRISON INDUSTRY ENHANCEMENT CERTIFICATION PROGRAM**

Seven states currently participate in the Private Sector/Prison Industry Enhancement Certification Program and several other states have expressed an interest in participating. Inmates employed in the programs between 1981 and June 1986 have earned \$4,613,390 in wages and have paid \$522,465 in room and board to the states, \$469,085 in Federal taxes, \$68,416 in state taxes, and \$1,175,263 in family support.

The purpose of this program is to provide limited deregulation of Federal prohibitions affecting the movement of state prisoner-made goods in interstate commerce and their purchase by Federal government agencies. States and counties that determine a need for access to this wide market for their prisoner-made products must agree to pay inmate workers the prevailing wage; provide compensation for work-related injury or death; deduct from inmate wages money for victim compensation; consult with organized labor and representatives of local businesses that could be affected; provide for substantial involvement of the private sector; and, provide for the voluntary employment of inmate workers.

The Justice Assistance Act allows certification of up to 20 prison industry projects. Projects have been certified in Kansas, Minnesota, Utah, California, Nevada, Idaho, and Washington and include a metal fabrication operation, a mechanical and electrical component plant to assemble computer disk drive units for a large corporation, and a reservations center for a major airlines.

## BUREAU OF JUSTICE STATISTICS

The Bureau of Justice Statistics (BJS) collects, analyzes, publishes and disseminates statistical information on crime, victims of crime, criminal offenders, and the operations of justice systems at all levels of government. BJS also provides financial and technical support to state statistical agencies and analyzes national information policy on such issues as the privacy, confidentiality, and security of data and the interstate exchange of criminal records.

In the seven years since its creation, BJS has developed a program that responds to the diverse requirements of the Justice System Improvement Act of 1979 and the Justice Assistance Act of 1984. These Acts addressed more than half a century of recommendations calling for an independent and objective national center to provide basic information on crime to the President, the Congress, the judiciary, state and local governments, the general public, and the media.

### DATA ANALYSIS AND DISSEMINATION

BJS maintains an ongoing internal analytic capability to provide the Administration, the Congress, and the public with timely and accurate data concerning crime and the administration of justice in the Nation. BJS prepared and disseminated 34 reports and data releases during the year.

Also during the year, work continued on the second edition of Report to the Nation on Crime and Justice for release in 1987. The first edition was a landmark document in that it was the first attempt to describe comprehensively crime and the justice system in a nontechnical format. To supply similar summary information to users in years when a Report to the Nation is not issued, "Crime and Justice Facts, 1985" was prepared and printed during the fiscal year.

### VICTIMIZATION DATA

BJS's largest statistical series is the National Crime Survey (NCS)--the Nation's only systematic measurement of crime rates using national household surveys. The NCS measures the amount of rape, robbery, assault, personal larceny, household burglary and larceny, and motor vehicle theft experienced by a sample of households in the U.S. population. It provides detailed data about the characteristics of victims, victim-offender relationships, and the criminal incident, including the extent of loss or injury and whether the offense was reported to the police, including reasons for reporting or not reporting.

In April 1986, BJS released 1985 data that showed no significant change in victimization rates since 1984, which had the lowest rate since the survey began 13 years ago. Final data available in September confirmed the validity of the preliminary estimation procedures and showed that, because of additional sample cases included in the final estimates, some crime categories registered statistically significant decreases.

In June, BJS released, for the sixth year, the findings of an NCS indicator measuring the proportion of American households touched by crime. It has revealed that victimization by crime is one of the most common negative life events that a family can suffer. Although the percentage of households touched by crime fell to its lowest level, 25 percent, 22 million households suffered a robbery, burglary, rape, assault, or theft.

Topical NCS studies released during Fiscal Year 1986 included those on reporting crime to the police, the location of crime, the use of weapons in crime, crime prevention measures taken by citizens, and domestic violence. A total of 10 such reports were produced in Fiscal Year 1986.

#### **ADJUDICATION STATISTICS**

The Adjudication Program is undergoing a major expansion to increase its utility as described in the "new initiatives" section below. During the year data were released from several components of the program, however. The 1980 and 1981 Prosecution of Felony Arrests reports were released. In the jurisdictions studied for 1981, 48 of every 100 adults arrested for a felony were convicted of either a felony or a misdemeanor. Of those convicted, 24 of every 100 received a sentence of incarceration, 13 of every 100 for a period of a year or less. Also during the year, Felony Case-Processing Time was released showing that about half of the felonies charged in court were disposed of within three and one-half months in the 12 jurisdictions studied.

#### **CORRECTIONAL STATISTICS**

This program provides systematic data on correctional populations and agency workloads covering probation, local jails, state and Federal prisons, parole, and persons under sentence of death. A total of 10 statistical reports were produced under the correctional program in Fiscal Year 1986.

The National Probation Reports series provides annual data, by state, on the number of admissions to probation supervision and the year-end total of persons under such supervision. The Uniform Parole Reports Program provides data on the populations

and characteristics of persons admitted to and released from parole supervision. At the end of 1985, close to 2.7 million adults were under the custody or supervision of correctional authorities. Of these, 1.9 million were on probation and 277,438 were on parole.

During 1986, data from the 1983 National Jail Inmate Survey were released, showing that at least 80 percent of the men and women in jail had a prior criminal conviction and that about two-thirds had served time before in jail or prison. Additional analyses and publication will take place in 1987.

The Survey of State Prison Inmates also was conducted during the year. The survey interviewed approximately 15,000 inmates on criminal history, demographic characteristics, drug and alcohol use, and related areas. Analysis of the data has begun and the results will be released in the next fiscal year.

The National Prisoner Statistics (NPS) series dates back to 1926. It provides year-end and mid-year counts, by jurisdiction, of prisoners confined in state and Federal institutions. NPS reports during the year documented the continued growth in the population of the Nation's prisons: by June 30, 1986, a record high of 528,945 was reached.

In March 1986, the third report of data was made from a new program to gather information on the characteristics of offenders admitted to or released from prisons--the National Corrections Reporting Program. This report provided detailed information on demographic characteristics, offenses, sentences, and time served of persons admitted to and released from state prisons. For example, it reported that more than half of the convicted murderers who left state prisons during 1983 served less than seven years including jail time. The Corrections Program also reports separately on state prisoners sentenced to and awaiting execution.

#### **EXPENDITURE AND EMPLOYMENT STATISTICS**

The July 1986 Bulletin, Justice Expenditure and Employment 1983, reported that government spending for justice activities remained at less than 3 percent of all government spending. Also during the year, data collection was completed for Fiscal Year 1985 data using an earlier methodology that will provide additional substantive and geographic detailed data.

#### **FEDERAL STATISTICS AND INFORMATION POLICY**

A major priority during Fiscal Year 1986 was the continued development of the Federal Justice Statistics Data Base tracing

offenses from investigation through prosecution, adjudication, and corrections. The data base includes input from the FBI, DEA, U.S. Attorneys, U.S. Courts, and Bureau of Prisons. This represents the first time that Federal justice data have been incorporated in a single data series. A compendium and additional reports analyzing these data were prepared for release early in Fiscal Year 1987.

BJS continued activities to ensure the confidentiality of statistical data and the privacy and security of criminal history information. During the year, three publications on information policy and legislation were released. In addition, a National Conference on Data Quality was held in Washington, D.C., featuring speakers from the Federal, state, and local justice systems.

### **STATE STATISTICAL PROGRAMS**

BJS's state statistical programs have a two-fold purpose: to enhance the capabilities of the states in developing policy-relevant statistical information to meet their own needs, and to make state-level data available to BJS for national studies.

Through BJS's support, 44 state Statistical Analysis Centers (SACs) for criminal justice have been established and are actively functioning. SACs also have been established in the District of Columbia and three territories. They provide statistical services and policy guidance to governors, executive branch agencies, legislators, state and local criminal justice agencies, the judiciary, the media, and the public. In addition, the SACs provide data to BJS for multi-state analyses.

During Fiscal Year 1986, grants and cooperative agreements were awarded to three states and two territories to continue the development of SACs that had been started recently, and partial support was given to established SACs in 31 states, primarily for serving as clearinghouses for criminal justice statistical information. BJS also entered into six cooperative agreements with individual SACs for specific projects in statistical analysis and research covering topics of critical importance to the states.

In past years BJS has supported the development of state Uniform Crime Reporting systems in approximately 40 states to improve the completeness and quality of data submitted by local police agencies to the FBI. During the year, awards were made to one state to assist it in continuing the effective operation of the system already in place and to another state to serve as a test implementation site for the redesigned UCR program that is discussed in the following section.

## NEW INITIATIVES

During the fiscal year BJS continued to refine existing data series and to develop new data collection programs to inform policymakers in areas where no or only limited data have been available in the past. Methodological work during the year included:

o National Crime Survey Redesign. BJS implemented the first phase of design changes to the NCS. In July, interviewers began using a revised questionnaire incorporating a number of improvements in incident reporting. This questionnaire will remain in use until the second phase of changes is introduced. Planning for this final revision continued throughout the year, and BJS has chosen the components of this final revision. Negotiations with the Census Bureau regarding testing and implementation scheduling are in progress. In addition to questionnaire revisions, BJS also has been investigating adoption of Computer-Assisted Telephone Interviewing technology for NCS data collection, a procedure that will facilitate data processing and will reduce errors in questionnaire administration and coding. Preliminary feasibility testing was completed during the year and plans for final testing subsequently were formulated.

o Uniform Crime Reporting (UCR) Redesign. BJS took several steps during the year to launch a new national crime reporting system. Specific data element definitions, coding instructions, and incident reporting form revisions for a redesigned UCR were developed. An award was made to the State of South Carolina to test a major overhaul of its system to capture and report the expanded data elements. Each governor received a letter from the BJS Director describing the effort to make the first major change in the UCR in over 50 years and indicating the availability of Federal support. A full program announcement was sent to each state UCR program in August with a deadline for applications in October 1986.

o National Crime Survey supplements. During the year work continued on the Bureau of Justice Statistics/National Institute of Justice jointly-sponsored program to encourage researchers to consider the widest possible range of research and analytic interests that could be addressed by adding supplemental questions to the NCS. It is anticipated that topics to be addressed would be similar to those offered as illustrative in the solicitation: why certain crimes occur, why they result in lesser or greater injury, and why they often go unreported to the police; the treatment victims receive from the police, victim satisfaction with police follow-up, and victim decisions to report the crime; and, the extent and effectiveness of various measures to reduce the risk of victimization, including measures such as burglar alarms, guard dogs, and private security.

o National survey of serious victimization injury and drug-related injury. During the year, feasibility studies began for supplementing the Consumer Product Safety Commission's "National Electronic Injury Surveillance System" to obtain information on drug-related injuries (including drug overdoses) and on violent crime injuries (including child abuse, family violence, and physical assaults) treated in hospital emergency rooms. Data being studied for collection include the victim's age, race, sex, marital status and relationship to the offender, what type of weapons were used, the extent and type of injury, whether drugs and alcohol were involved, and the hospital disposition.

o Law enforcement administrative and management statistics (LEMAS). BJS commissioned a study of the need for police administrative and management data along with recommendations as to what types of data should be collected. This study was completed during the fiscal year as was a complete census of police agencies that will be used for drawing a sample of those agencies to produce nationally representative data. The LEMAS survey will be conducted next fiscal year and will collect information such as agency functions, personnel, and expenditures. A BJS Special Report, a product of this project, was issued in February 1986. It examined police expenditures over the past four decades.

o Pretrial statistics. A study is being conducted to investigate the feasibility of developing a national data base covering persons who have been released pending trial. Initial work, completed in June 1986, covered the development of methodology, including the design of data collection forms, training of personnel in participating jurisdictions, and the collection of data pertaining to approximately 3,600 defendants in 17 jurisdictions. Further work will involve collecting data from 40 sites selected to provide a statistically representative sample of the Nation, detailed analysis of the data, and development of recommendations for generating a national data base. The study will be completed at the end of 1988.

o A national court statistics program. The Adjudication Program is undergoing a major expansion to increase its utility for policymakers and its statistical quality. During 1986, a survey was conducted to update the sampling list of general jurisdiction courts that is needed to support future data collection efforts aimed at producing nationally representative court data. Also during the year, feasibility studies were begun to develop methods that can produce annual national felony conviction counts, supplemented by a defendant-based reporting system that will provide periodic data on demographic characteristics, criminal history, offense information, and dates and outcomes of key actions such as arraignment, disposition, and sentencing.

Another project involving the collection of information on sentences received by felony defendants was expanded; it grew from covering 18 local jurisdictions to more than 30. An additional project is a major study of burglars and robbers brought to the attention of local prosecutors in approximately 30 of the Nation's largest counties. During Fiscal Year 1986, data collection was completed in three sites. Data collection in seven others is planned for Fiscal Year 1987. The study describes the impact different policies and practices have on the disposition of robbery and burglary cases.

o Juvenile justice statistics. During Fiscal Year 1986, BJS and the Office of Juvenile Justice and Delinquency Prevention continued an interagency agreement leading to the development of more complete statistics for juveniles similar to what exists for adults. A first effort was for BJS to assume responsibility for the analysis, publication, and dissemination of data from the Children in Custody series, the periodic surveys of juvenile detention and correctional facilities. During the year, two reports from that series were prepared.

A second component of this cooperative effort is a comprehensive evaluation of existing data sources on juvenile justice and an assessment of the need for new data sources where none currently exist. The assessment was conducted during FY 1986; the results of this evaluation will be a program plan to guide the development of juvenile justice statistics for years to come. Also during fiscal 1986, studies began of the feasibility of developing sample surveys of incarcerated juveniles, similar to the sample surveys BJS conducts of adults in jails and state prisons, to provide data on characteristics of those in custody, offenses for which they are incarcerated, their delinquent and status offense histories, and their histories of drug abuse.

o Comparative international statistics on incarceration. Studies suggesting that the United States is among the most punitive of industrialized nations have been criticized due to methodological problems and the failure to test alternative explanations for observed differences in prison use, such as differential crime rates. BJS has initiated work that will provide more definitive information on this topic. Comparisons will be made among the United States, Great Britain, West Germany, and Canada taking into account the amount of crime in these countries as well as incarceration rates. It is anticipated that the results will be presented in a BJS Special Report during Fiscal Year 1987.

o National recidivism statistics series. Further criminal justice activity by those who exit the criminal justice system has not been adequately tracked. With the help and encouragement of the FBI Identification Division, a program has been designed to link BJS correctional data with FBI criminal history information and, for the first time, enable BJS to derive a nationally representative sample of persons released from prison, follow this group for several years, and ultimately produce estimates on the incidence, prevalence, and seriousness of subsequent arrests and dispositions. These data will provide an opportunity to examine the relationship between such factors as age, sentence length, time served, and prior felony/incarceration history with post-release performance.

o Federal civil justice data. In recognition of the importance of the civil component of American law and the impact of civil case backlogs on overall criminal justice processing, BJS recently launched a project in the area of Federal civil statistics. The aim of the program is the development of a data base that traces the flow of Federal civil cases and describes the interface between different agencies and organizational components involved in civil case processing. Particular attention will be directed toward the volume of case flow and identification of issues that affect successful case processing. The initial effort will be devoted to the development of a complete and detailed schematic describing civil case processing. Data then will be collected and interpreted to formulate a single civil case data base. Analytic reports on relevant topics will be prepared using statistics from the civil data base.

## **NATIONAL INSTITUTE OF JUSTICE**

Our Nation invests billions of dollars each year in crime prevention and public safety. Research is yielding new policy options that can help state and local governments increase the return on this investment. In Fiscal Year 1986, the National Institute of Justice (NIJ), the primary Federal sponsor of research on crime and justice, reshaped its priorities and made substantial advances in discovering what works in controlling some violent crimes, identifying the career criminal, maintaining greater control over sentenced offenders in the community, and alleviating the fear of crime.

A major accomplishment was the development of a drug-testing program that demonstrated the capacity to control both the crime rate and the demand for drugs by defendants on bail. In addition, National Institute research has produced new approaches and technologies that can improve public safety and save public dollars. Other research highlighted better methods for police intervention in family violence cases. An NIJ experiment found that when police arrested a batterer in a domestic dispute, the subsequent violence was cut in half. Innovative approaches for expanding prison space more quickly and at lower cost were also among the achievements in 1986.

During the year, the National Institute significantly increased the research resources committed to national policy development in these key areas: control of drug abuse and drug-related crime; containment of the career criminal and violent crime; punishment and management of offenders; improvement of policing and public safety; enhancement of court efficiency and effectiveness; and fair treatment for the victims of crime.

### **COMBATING DRUGS AND CRIME**

To combat the corrosive influence of drugs, we need a true measure of the extent of their use, particularly among serious criminals. Most reports have been based on self-reported data and surveys. Although such surveys are helpful, it is clear from National Institute research that among criminals drug use is greatly underreported. As a result of NIJ-sponsored drug testing, NIJ is learning the true dimensions of the problem among the criminal population.

Using advanced and highly reliable urinalysis technology, researchers tested over 14,000 persons arrested in Washington, D.C., and New York City for felonies and serious misdemeanors. Researchers estimated that approximately one-third would test positive for drug use. In fact, 56 percent of arrestees in both cities tested positive for drug use.

This technology and knowledge of the relationship between drugs and high criminality provides new policy options. It is possible to lower the risk to the community and control demand for drugs if information on a suspect's drug use is reflected in judges' orders on conditions of bail release.

The National Institute is continuing to experiment with new technologies and procedures to improve the detection of drug use. Because urinalysis can only detect drugs consumed in the past 48 hours, the use of human hair in drug detection is being studied. Analysis of a few strands of human hair can detect drug consumption that occurred as long as six months prior to the analysis. New research will assess the accuracy of drug histories taken from hair samples and develop techniques to lower the costs of hair sampling for drug detection.

The "drug culture," reinforced by marketing of drug use paraphernalia, may stimulate use and spur demand. The National Institute studied the state and local experience with anti-paraphernalia legislation. It found that the availability of drug paraphernalia has declined as a result of the "Model Drug Paraphernalia Act, 1979," developed by the Drug Enforcement Administration as a guide for state legislators. Thirty-eight states and the District of Columbia have enacted statutes based on the Model Act. In particular, the sale of drug paraphernalia in "head shops" has been significantly reduced as a result of the enactment of the Model Act and other legislation. Because the Model Act has withstood Constitutional challenge, researchers urged states considering enactment of anti-paraphernalia legislation to use the Model Act as a guide.

Better enforcement is another crucial element in drug control efforts. The National Institute assessed a low-cost local program in Lynn, Massachusetts, that sought to control street crime by focusing law enforcement efforts on retail heroin trafficking. The concentrated police enforcement against street dealers not only disbanded local dealers, but also reduced burglary rates by 40 percent.

The National Institute recently completed an evaluation of Project DARE, a drug prevention education program jointly operated by the Los Angeles Police Department and the Los Angeles Unified School District. Through the DARE curriculum--taught by veteran police officers--students learn to resist peer pressure, to say "no" in a variety of ways, to build self-esteem, to communicate feelings, and to think about the personal consequences of behavior. The evaluation measured changes in attitudes about drugs and drug-taking behavior in a group of seventh graders who had taken the DARE curriculum compared to a similar group who had not. The study found that the DARE students said "no" more often and more effectively to offers of cigarettes, alcohol, and drugs than did the non-DARE group.

## CONTROLLING CAREER CRIMINALS AND VIOLENT CRIME

New information indicates that careers in crime last for a substantial period. These career criminals who repeatedly commit serious crime are not through at age 24 as was previously thought, but continue to commit crime.

The National Academy of Sciences reported the results of a two-year study funded by the National Institute in Criminal Careers and Career Criminals. The findings strongly suggest that giving more weight to the juvenile record and to serious drug use by offenders could improve crime control through incapacitation.

Many states require that juvenile records be kept apart from other records, creating delays and difficulties in obtaining access to them. The study proposed that an offender's juvenile records be added to his or her adult criminal history following the first adult felony conviction. Once apprehended, increased attention to an offender's drug habits and juvenile record could lead to better sentencing and prison release decisions and help stop careers in crime.

In light of this new information, police may want to experiment with new tactics to apprehend career criminals. An evaluation of the Washington, D.C., Metropolitan Police Department's Repeat Offender Project (ROP) concluded that the unit substantially increased the chances of arrest, prosecution, and incarceration of chronic felony offenders. The study was written and published with grants from the National Institute and the Police Foundation.

The ROP unit concentrated on offenders involved in serious violent and property offenses. The ROP project substantially increased the likelihood that the target offenders would be arrested, convicted of felonies, and sent to prison than other defendants. Given the magnitude of the repeat offender problem and the findings of this study, large urban police departments should consider creating such units.

Selective prosecution can be an effective tool for local prosecutors in dealing with career criminals. A National Institute study identified different stages at which prosecutors can affect the outcomes of career criminal cases. At each stage--the intake, the accusatory, and the trial and disposition--alternatives have been identified to devise the most appropriate strategy for prosecuting the career criminal. The project outlines key alternatives that should be considered in deciding who should be charged with a crime, what the charge should be, who should be recommended for pretrial detention, how best to prepare for trials, and the most effective procedures for obtaining convictions and appropriate sentences.

Prediction of dangerous criminal behavior can have important policy ramifications. Last year, the National Institute published a Comparative Analysis of State Laws on Public Danger as a Factor in Pretrial Release. More than 32 states and the U.S. Congress have passed laws that permit judges, when setting bail and other pretrial release conditions, to consider whether a released defendant might pose a danger to the community and therefore detain the person if necessary. NIJ research has found, however, that jurisdictions apparently were not using the preventive detention strategy because a hearing is required and that judges continue to set high bail to restrict defendants' movements.

During the year, the National Institute also published The Robbery of Financial Institutions. The study concluded that while the FBI and the banking industry have done much to apprehend robbers and minimize injuries to victims, there is much banks can do to analyze security weaknesses and improve employee training. Branch offices were likely robbery targets, the study found. And if a bank had been robbed during the three years prior to the study, it was a likely target for another robbery. The report recommended that employees be given more training in the operations of security devices and procedures and on the nature of the police response.

#### **PUNISHMENT AND CONTROL OF OFFENDERS**

One of the most pressing national concerns is prison and jail capacity problems. A key issue is the cost of constructing facilities to handle the increasing inmate population.

Some argue that the cost of construction is too high. But research conducted by National Institute staff suggests that the cost incurred by releasing repeat offenders into the community is likely to be several times greater than the cost of confining them. Americans spend \$100 billion annually because of crime, through criminal justice expenditures, victim losses, and private security expenditures. This amounts to \$2,300 per crime. Interviews with prison inmates placed their average number of crimes committed (not counting drug transactions) at between 187 and 278 per year when free. At \$2,300 per crime, each of these offenders represented about \$430,000 in costs annually--far more than the cost of their confinement.

It is unlikely that a full \$430,000 is saved by incarcerating repeat offenders, and all offenders do not commit crimes at the rates of those now imprisoned. But many offenders with similar criminal records will face sentencing, and these estimates suggest it will cost communities more if they are released than if they are incarcerated.

## **Prison Construction**

Research on innovative prison construction methods has been a priority at the National Institute. The number of prisoners in state and Federal facilities increased more than 40 percent between 1980 and 1984. With more and more states under court orders to end prison and jail capacity problems, the National Institute is providing information to state and local officials to help them expand jail and prison capacity more rapidly and less expensively than they have been able to do through traditional methods.

Among the approaches being examined are modular construction, alternative financing, and improved construction management. Case studies of successful projects are included in a series of Construction Bulletins, four of which were published last year. One bulletin, for example, describes a new prison completed in Florida using prefabricated concrete components. The prison took only eight months to build and cost \$16,000 per cell. Past prison construction often has taken as long as five years and cost an average of \$50,000 per cell.

NIJ also has made available a new National Directory of Corrections Construction. The Directory is based on the results of a survey, conducted in cooperation with the American Institute of Architects, of jails and prisons built since 1978. The first edition provides data on 102 prison and jail construction projects totaling more than \$1 billion.

## **The Private Sector and Prison Industry**

Prison industries offer a way of generating state revenues as well as combating the problem of prisoner idleness. The National Institute funded research on ways to involve the private sector in the operation of prison industries.

Results from The Private Sector and Prison Industries study found there were almost 1,000 prisoners employed by 19 private firms in 17 state correctional facilities throughout the country. During 1983, gross sales from such operations exceeded \$21 million, and since 1976 they generated more than \$775,000 in taxes and \$470,000 in prisoner room and board charges. Private sector prison industries are operating in minimum, medium, and maximum security prisons, ranging from small community-based institutions to large walled facilities. Nearly half of the states provide for private sector involvement in prison industry in some way. When properly managed, the study concluded, private prison industries can lower maintenance costs and increase opportunities for more efficient operations and better job skills for prisoners.

## **Privatization of Corrections**

At least three states are investigating the policy consequences of contracting the management of their entire correctional systems with the private sector. The National Institute recently funded an analysis of the key issues state administrators and legislators must address before contracting with a private firm for the operation of facilities or provision of services. The project is drawing on the growing literature as well as current developments in Kentucky and Tennessee.

## **AIDS in Correctional Facilities**

In response to prison staff and inmate concerns, the National Institute funded a project to help corrections agencies deal with the problem of Acquired Immune Deficiency Syndrome in correctional facilities. Because a substantial percentage of jail and prison inmates fall within the identified high-risk groups for AIDS, administrators often are faced with identifying the disease and providing for treatment and prevention while controlling fear and misinformation throughout the institution. AIDS in Correctional Facilities: Issues and Options, which discusses the medical, legal, and management issues associated with AIDS. Conducted in conjunction with the American Correctional Association, the Centers for Disease Control, and the National Institute of Corrections, the study is helping correctional administrators develop educational programs to prevent the spread of AIDS in correctional institutions.

## **Felony Probation**

There are now three times as many offenders on probation and parole as there are in prisons and jails. Each year more offenders are sentenced to probation and parole than to prison terms. Many of these are felony offenders who, without adequate controls, continue to commit serious crime in the community.

National Institute research on a sample of felons on probation in Alameda County and Los Angeles County, California, found that two-thirds were rearrested within three years, often for crimes such as robbery, burglary, and theft. A follow-up study concluded that public safety would benefit if more serious felons were incapacitated for longer periods.

Given capacity problem conditions in prisons and jails, there is a pressing need for effective "intermediate" sanctions. One promising approach is intensive probation supervision. National Institute research on Georgia's Intensive Probation Supervision program (IPS) showed encouraging preliminary results. The program targeted a group of serious offenders, who normally would have been imprisoned, but whose nonviolent profile suggested that they could be safely managed under the

stricter standard of supervision established for the small caseloads. The program required five face-to-face contacts per week, 132 hours of mandatory community service, mandatory employment, and both routine and unannounced alcohol and drug testing.

NIJ's evaluation reported the IPS program reduced the percentage of offenders sentenced to prison. The costs, although higher than regular probation, were less than the cost of a prison stay. The study suggests that, in Georgia, more intensive supervision reduced risk to the community from the IPS group compared with others on probation.

Other NIJ research, in cooperation with New York City officials, underscores the need for even more stringent control of offenders released on intensive supervision. Urinalysis of Brooklyn probationers released to intensive supervision revealed that 68 percent of those tested were using drugs. Cocaine and marijuana were the most frequently used drugs. The incidence of drug use among these probationers greatly exceeded the estimates of probation officers. This research underscores the need for more stringent control of offenders released on intensive supervision.

### **Electronic Monitoring**

Electronic monitoring programs use technology to verify the presence of a particular offender in a given location in the community to which he or she has been restricted for a particular period of time. By 1986, electronic monitoring devices were in use in 10 U.S. jurisdictions.

A National Institute project will examine some questions about monitors by comparing the performance and effectiveness of various equipment. Rates of false alarms, false positive reports, and false negative reports will be examined to provide information for jurisdictions considering the use of such systems.

Another National Institute project will help determine whether the use of urinalysis and monitoring equipment will allow jurisdictions to release pretrial offenders safely with a condition of home confinement during their nonworking hours. Jail offenders charged with less serious felonies will be assigned either to normal processing or to a urinalysis program. The latter will monitor their drug use combined with electronic devices to monitor their compliance with house arrest.

NIJ also is funding a project that monitors nonviolent felons' compliance with house arrest as part of their sentence. The three options for monitoring compliance in this study include: personal means of verification; use of continuously

signalling electronic monitors; or use of programmed electronic monitors that provide random surveillance checks. In addition to documenting the program's effectiveness, researchers will examine the impact on offenders and the criminal justice system.

In another jurisdiction, electronic monitors will be used as an alternative to incarceration in a work release facility with capacity problems. While being monitored, offenders will be charged up to \$15 per day, the same amount levied against them were they residents in the facility.

## **PUBLIC SAFETY AND POLICING**

Because of crime, areas of our inner cities are unproductive, their residents victimized by predators, drugs, and the absence of industry. National Institute research is examining ways of stabilizing communities and increasing the public's confidence. One study, entitled "Downtown Safety, Security, and Economic Development," showed that urban design can help attract more pedestrian traffic downtown and foster a sense of security if it relies on compact development, more housing and mixed-use structures, and special events. The study is a guide for architects and city officials in revitalizing downtown areas.

In Oakland, California, the private sector contributed funds to increase manpower and other police resources for a portion of the central city. The program increased the involvement of both business and police to reduce the fear of crime and actual victimization.

An NIJ study in Houston and Newark found police can reduce the fear of crime and increase citizen security without substantially increasing personnel or spending. Building on this research, the Institute will study a program in the Baltimore Police Department that expands police contact with citizens through prevention associations organized either by police or by citizens themselves.

### **Increasing Police Efficiency**

National Institute research in Newport News, Virginia, tested "problem-oriented policing" with encouraging results. Rather than treat repeated requests for help as separate, individual incidents, officers analyze groups of incidents and derive solutions that draw upon a variety of public and private resources, not just criminal justice. As a final step, they assess police performance in dealing with the problem.

As a result of the program, downtown robberies were reduced by 39 percent. Burglaries in an apartment complex declined 35 percent, and theft from parked vehicles outside a manufacturing

plant dropped 53 percent. The approach also was effective in handling lesser crimes that comprise the bulk of police work, such as vandalism and petty theft.

Police often are frustrated in criminal investigations because witnesses and victims are unable to recall details of the crime. A psychological interviewing technique, called the cognitive interview, increased the amount of correct information without increasing the proportion of incorrect data in a series of experiments funded by the National Institute. Although cognitive and hypnosis procedures are equally effective, cognitive interviewing can be learned and applied with relatively little training and is less likely to raise legal issues than hypnosis.

The National Institute also studied a number of stress units in police departments and made recommendations on how police can save money and improve morale and health through improved stress management. The report, Coping with Police Stress, included suggestions for program planning, services, organization and administration as well as training, monitoring, and evaluation.

To encourage citizen cooperation in solving crimes, Crime Stoppers programs offer cash rewards and anonymity to persons who provide details leading to the arrest or indictment of suspected criminals. The National Institute sponsored the first social science inquiry into whether Crime Stoppers accomplished its described goals. The study found Crime Stoppers programs reportedly are helping to solve felony crimes and recover narcotics and stolen property. However, the success of Crime Stoppers hinges on joint cooperation and the concerted efforts of the community, the media, and law enforcement.

#### **COURT EFFICIENCY AND EFFECTIVENESS**

Reducing court delay, improving court decisionmaking, and minimizing judicial costs have been major goals of National Institute research. Experiments funded by NIJ are testing the impact of a variety of police-prosecutor coordination strategies on the level of felony case attrition. These strategies should increase the quality of evidence that can be used to prosecute cases successfully and reduce the number of serious cases that must be dropped without a conviction.

Courts that are successful in reducing delay have these characteristics: judicial leadership based on acceptance of the responsibility for minimizing delay; good communication both within the court and with the bar and other practitioners; and case processing time standards and close monitoring procedures for assessing the progress made in processing cases.

The National Institute has supported the development and implementation of sentencing guidelines in states to help reduce disparities in sentences and enhance fairness in case outcomes. Currently, the National Institute is reassessing the impact of determinate sentencing changes made by the Minnesota Sentencing Guidelines Commission.

The Institute recently completed a study of commercial bail bonding that recommended closer monitoring of the bail bonding industry along with improvements in the licensing examination procedures. It urged development of various approaches to help communities assess the advantages and disadvantages of eliminating bondsmen.

A Bail Guidelines System in the Philadelphia courts was developed through National Institute funding and is being tested in the courts of three other cities--Boston, Miami, and Phoenix. The guidelines should aid courts in reducing disparities and in dealing more effectively with the issues of danger to the community and flight.

In an era of financial cutbacks and increased jail and prison capacity problems, the National Institute is studying the effective use of various forms of criminal sanctions. The use of incarceration, fines, community service, and various community-based programs are being examined. The research will address the cost and deterrent effects of different penalties for particular offenders and clarify the effects of alternative penalties.

Institute research also is examining methods to expedite appeals in appellate courts and assessing their effects on case outcome and appeals time.

The Institute's study on Maximizing Public Defender Resources provides information on service delivery, personnel issues, the management of defender resources, caseload control standards, and public defender administration to help local jurisdictions meet public service needs. A Handbook for Budget Preparation gives public defenders a management tool for weighing felony caseloads and determining costs and budget requirements.

#### **ASSISTING VICTIMS OF CRIME**

The National Institute is continuing its efforts on behalf of victims with significant results. Nineteen states have adopted the allocution right for victims--the right of victims to present their views at sentencing and parole hearings. NIJ investigated the effects of the allocution right in California both on the criminal justice system and on victims. The study

concluded that inadequate notification of victim procedures was a major problem in implementing victim allocution rights. Less than half of the victims sampled were aware that they had this right.

A corollary study concluded that assisting victims following a crime made the work of police and prosecutors easier. In general, victims receiving such services were more responsive in dealing with the criminal justice system. The study highlighted the need to identify those individuals most in need of assistance following their victimization.

The National Institute is funding the implementation of a Model Victim Crisis Center at Hollywood Presbyterian Medical Center in Los Angeles. The Center will develop and provide information on the types of in-hospital crisis intervention services that have the greatest impact on victims of violent crime. Private funding sources are being developed to operate the Center. Staffed by volunteers from local university graduate programs, it will serve as a model for other privately operated hospitals throughout the country.

The Institute also has explored expanding victim assistance programs through the use of block watch volunteers. The volunteers serve as a first point of contact with victim services, providing reassurance to the victim and accompanying them to court. Essential to the program's success is coordination among police, the victim assistance agency, and block watch programs.

Following up on the report of the Attorney General's Task Force on Family Violence, the Institute examined the most recent findings on spouse abuse. Confronting Domestic Violence: A Guide for Criminal Justice Agencies details state-of-the-art practices in five jurisdictions to assist the police, prosecutors, and courts to improve the handling of spouse assault cases. The study stresses the importance of developing formal, written procedures within each agency, the need for a coordinated approach among criminal justice and service agencies, and the importance of developing policies around victim safety issues.

#### RESEARCH INTO PRACTICE

The National Institute's primary goal is to answer real world questions about crime control and assure that this new knowledge is disseminated to those who can use it. Among the most recent Issues and Practices reports were: AIDS in Correctional Facilities: Issues and Options; Confronting Domestic Violence: A Guide for Criminal Justice Agencies; Coping with Police Stress; and, Targeting Law Enforcement Resources: The Career Criminal Focus.

The Institute also publishes research summaries to highlight findings for busy criminal justice professionals and policy-makers. Among the Research in Brief titles issued in Fiscal Year 1986 were: Interviewing Victims and Witnesses of Crime; Prosecution of Child Sexual Abuse: Innovations in Practice; Drug Testing for Police Employees; Problem Oriented Policing; and, Crime Stoppers--A National Evaluation.

Also during the year, three national conferences were held to share information on key issues: less-than-lethal weapons; the state-of-the-art in policing; and victims and the courts. Two workshop series for police executives also were sponsored--one on differential police response, the other on community-based policing.

"Justice Review," a three-minute commentary broadcast by the American Radio Service, will communicate the perspectives of leading public figures on major criminal justice policy issues.

Through the National Criminal Justice Reference Service (NCJRS), the Institute continues to expand dissemination efforts. NCJRS gives members of the criminal justice community access to a data base of over 83,000 reference materials. Fee-for-service income reduced the costs of Federal funding of NCJRS by \$300,000 in Fiscal Year 1986. Integrating clearing-house services for four other Justice Department organizations with NCJRS realizes a cost savings totaling nearly \$1 million annually.

The Technology Assessment Program (TAP) serves as a consumer guide for law enforcement agencies. Development of lightweight body armor alone has saved 700 lives and realized savings of \$700 million in benefits, pensions, and other costs. The TAP Information Center disseminated results of 1986 police car testing to help departments make the right choices for fleet purchases, a major expenditure. Law enforcement agencies now have on-line access to TAP findings, making it possible for agencies to receive up to the minute information.

## **OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION**

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was created by the Juvenile Justice and Delinquency Prevention Act of 1974 in response to national concern about juvenile crime and delinquency to provide Federal-level direction, coordination, resources, and leadership in this critical area. OJJDP provides assistance to state and local governments to enhance juvenile justice and reduce delinquency. It also is responsible for coordinating and providing policy direction for all Federal juvenile delinquency prevention efforts and provides leadership for the Coordinating Council on Juvenile Justice and Delinquency Prevention, which is comprised of representatives of Federal agencies with delinquency prevention-related activities.

Through its discretionary grant program, OJJDP provides funds directly to public and private agencies and individuals to foster new approaches to delinquency prevention and control. OJJDP provides grants to the states through its formula grant program to assist them with the deinstitutionalization, separation, and removal mandates of the JJDP Act.

The Office's National Institute for Juvenile Justice and Delinquency Prevention sponsors research on trends in juvenile delinquency and serious juvenile crime, the causes of delinquency, prevention strategies, and the justice system. It also sponsors training for juvenile justice practitioners and provides technical assistance in planning, establishing, funding, operating, and evaluating juvenile delinquency programs.

In 1984, the Missing Children's Assistance Act created within OJJDP a Missing Children's Program to provide a central focus for research, data collection, policy development, and information regarding missing and exploited children. The program serves as a central coordination mechanism for all Federal agencies as well as for every other public and private initiative involved in missing and exploited children's issues.

During Fiscal Year 1986, OJJDP continued its focus on programs for serious juvenile offenders and on developing and implementing programs to respond to the mandates of the Missing Children's Assistance Act.

### **SPECIAL EMPHASIS DIVISION**

OJJDP's Special Emphasis Division provides discretionary funds directly to public and private nonprofit agencies, organizations, and individuals to implement and test program

strategies, and research and demonstration programs for delinquency prevention and control. During Fiscal Year 1986, the Division implemented or continued support of the following major programs:

The Private Sector Probation Program is designed to demonstrate the feasibility of private sector involvement in the delivery of probation services currently being provided by the public sector. Eight communities have been selected to form "Juvenile Justice Partnerships" to develop and implement contracts between local private and public probation agencies.

The Serious Habitual Offender/Drug Involved (SHO/DI) Program is designed to increase the effectiveness of the police, juvenile probation/intake workers, prosecutors, judicial officials, and corrections or aftercare agencies to deal with and suppress juvenile criminal activity and drug use, especially by those who are serious repeat juvenile offenders. In Oxnard, California, one of the five program sites, a neighborhood's robberies, burglaries, and assaults fell from 69 to 27 after five key juvenile offenders were arrested for various crimes and incarcerated. Prosecutors participating in the program report an 80 percent conviction rate for juvenile offenders identified and handled by the program.

Three of the SHO/DI sites will receive small grants to participate in the Specialized Training Initiative developed during the fiscal year. This program will provide training and technical assistance and disseminate information to assist other jurisdictions establish SHO/DI and Habitual Serious and Violent Juvenile Offender (HSVJOP) Programs that have been proven effective. Eighteen SHO/DI and HSVJOP sites and a number of POLICY--Police Operations Leading to Improved Children and Youth Services--sites will serve as training and technical assistance providers.

Habitual Serious Violent Juvenile Offender Programs continued operating in 13 jurisdictions during the year under OJJDP grants. The programs target youths who exhibit a repetitive pattern of serious delinquent behavior for more intensive prosecutorial and correctional intervention. The goals of these programs are to reduce the propensity to sustain a criminal life-style and increase public security through expeditious prosecution and enhanced treatment of juvenile offenders whose histories indicate repeat commission of serious and violent delinquent acts, including murder, aggravated assault, rape, robbery, and burglary.

The National Center for Missing and Exploited Children also continued to receive support during the year. The Center was established in 1984 with an OJJDP grant to work with law enforcement agencies, parents, children, schools, and community

and other organizations to increase public awareness about the problem of abducted and abused children and the most effective preventive and investigative techniques. Since it began operations, the Center has assisted in the recovery of more than 5,000 children, and its toll-free telephone hotline has received more than 181,000 calls, averaging about 276 per workday. The Center has become a valuable national resource for all those working to reduce the incidence of crimes against children and to deal more effectively with these tragedies when they occur.

Under a separate OJJDP grant, the Center is operating an assistance program to make financial awards to states that have legislatively established, state-operated clearinghouses that serve as central repositories of information on children believed to be missing in the state. The awards are intended to encourage states to operate uniform data collection systems to aid in the knowledge about the numbers and other characteristics of missing children cases. States selected to receive OJJDP funding will be responsible for compiling accurate and relevant statistics and for collaborating with the Center's and OJJDP-sponsored research initiatives.

In November 1985, OJJDP provided funds to establish a National Center for the Prosecution of Child Abuse. The Center is being operated by the American Prosecutor's Research Institute, the research arm of the National District Attorneys Association. The Center provides technical assistance, training, and clearinghouse services to improve the prosecution of child abuse cases and procedures for dealing with children who have been victims of physical and sexual abuse. The Center is designed to help prosecutors deal with the particular complexities of child abuse cases to safeguard child victims against further trauma during a criminal justice process designed for adults.

The Center's objectives are to: 1) share information about model programs for the prosecution of child abuse and the treatment of child victims, primarily those developed by district attorneys; 2) establish and coordinate interdisciplinary teams of experts to assist local prosecutors in the investigation and preparation of child abuse cases and to ensure the provision of services to child victims; 3) assist local prosecutors in fund-raising efforts to support the establishment and operation of interdisciplinary teams; 4) provide litigation support, such as information about expert witnesses and interviewing techniques, to local prosecutors in prosecuting child abuse cases; and, 5) provide an "active case" consultation and monitoring service to apprise prosecutors of the latest developments in child abuse cases and case law,

Funding was provided during the year to continue two emergency crisis intervention centers, one in Houston and one in

Fort Lauderdale, that provide services to runaway and homeless youth. The Crisis Care to Runaway and Homeless Youth Programs, operated by Father Bruce Ritter's Covenant House in New York City, will replicate Under 21 shelters to provide homeless youths with a temporary respite from life on the streets and will assist youths in actively pursuing constructive plans for their futures. The shelters offer individualized and family counseling, educational guidance and individualized instruction, vocational counseling and job referrals, and help with daily living skills to prepare youths for independent living.

OJJDP also continued funding for the last year Proyecto Esperanza/Project Hope. Under this project, the National Coalition of Hispanic Mental Health Services Organizations (COSSMHO) provides technical assistance, training, and clearinghouse activities to neighborhood-based organizations in nine states. The objectives of the program are to identify and clinically treat Hispanic juvenile runaways and sexually abused and exploited youths; to monitor and evaluate program interventions utilized to prevent runaways and sexual exploitation; and to mobilize concerned parents and neighborhood volunteers to monitor, supervise, and implement a "safe school" program to reduce vandalism and crime in local schools.

Through an interagency agreement with three other Federal agencies, OJJDP is supporting Cities In Schools, a public-private partnership to address the problems of dropouts and school violence. Funds or services are being provided by the Departments of Labor, Health and Human Services, and Education. The program is designed to reduce school absenteeism and dropout rates through coordination of services for at-risk youngsters in the schools. The major focus in Fiscal Year 1986 was expansion of the program to encompass youth employability, self-reliance, and independence and develop and maintain a working relationship with the Department of Labor's Private Industry Councils.

Three Private Sector Corrections Programs began or continued operations in Fiscal Year 1986. The programs are designed to test the effect of innovative private sector corrections projects versus more traditional corrections programs, identify effective management techniques used by private contractors, and document impediments to the effective utilization of innovative private sector corrections programs for juveniles.

#### **STATE RELATIONS AND ASSISTANCE DIVISION**

The State Relations and Assistance Division (SRAD) is responsible for implementing the provisions of section 221 of the JJDP Act, which authorizes the OJJDP Administrator to make grants to states and units of local governments to assist them in planning, establishing, operating, coordinating, and evaluating juvenile justice projects directly or through grants and

contracts with public and private agencies. These grants and contracts are used to develop more effective education, training, research, prevention, diversion, treatment, and rehabilitation programs to prevent delinquency and improve the juvenile justice system.

State participation in the OJJDP program is voluntary. To be eligible for Formula Grant funds, states must demonstrate established levels of compliance with section 223(a)(12), (13), and (14) of the JJDP Act. This section deals with the deinstitutionalization of status offenders and nonoffenders, the separation of juveniles from adults within secure confinement facilities, and the removal of juveniles from adult jails and lockups. In addition to monitoring for compliance with this section and rendering determinations of eligibility for Formula funds, SRAD provides technical assistance to help states achieve compliance.

### **Formula Grant Program**

Eligible states receive Formula Grant funds on the basis of their population under age 18. The minimum allotment to any state is \$225,000 and the minimum allotment to the Territories, the Virgin Islands, Guam, the Commonwealth of the Northern Marianas, and American Samoa is \$56,250.

Among the 57 states and territories eligible to participate in the Formula Grant Program, 52 participated during Fiscal Year 1986. These states and territories received Formula Grant awards totaling \$41,089,000.

The provision of alternatives to secure confinement for status offenders and nonoffenders and the separation of juveniles from adult offenders in institutions have been the major emphases of state programs, with a goal of completely removing juveniles from adult jails and lockups by December 1985.

Of the 52 participating states, 50 have participated for five or more years and thus were required to be in full compliance with the deinstitutionalization mandate of the Act to maintain eligibility for 1986 Formula Grant funds. Based on Fiscal Year 1984 data, the last year for which complete data are available, 48 states were in full or substantial compliance with the deinstitutionalization mandate.

Thirty-five states were in compliance with the separation mandate, 11 were making progress, two states achieved no progress, and four states had unresolved issues.

All states and territories are required to demonstrate full compliance (but must at least demonstrate a 75 percent reduction) with the removal requirement after December 1985. Determination on substantial compliance will be based on the findings of the 1986 Monitoring Report, therefore, eligibility for Fiscal Year 1986 Formula Grant funds was not dependent upon the state's level of compliance with the removal mandate. Based on the Fiscal Year 1984 data, 19 states and territories were experiencing difficulty in making progress toward substantial compliance with jail removal.

### **Non-participating State Initiative**

The Non-participating State Initiative provides support for the development and implementation of projects to improve the detention and incarceration practices, policies, programs, and alternative services within the five states not participating in the Formula Grant Program. During Fiscal Year 1986, the states continued under programs supported the previous year.

### **Technical Assistance**

During the year, OJJDP launched a major technical assistance effort to assist states in complying with the JJDP Act requirements. It provided nationwide assistance to improve detention practices, policies, facilities, alternative services, and other issues related to the preadjudicatory handling of juveniles.

### **Marketing**

SRAD continued to focus its marketing efforts on two priority program areas begun in Fiscal Year 1985: the Restitution Education, Specialized Training, and Technical Assistance (RESTTA) Program and the State Clearinghouse effort of the National Center for Missing and Exploited Children. Information about these two programs was disseminated to in-house staff and to the states through monthly mailings.

In addition, during the year presentations were made to a national conference of Law-Related Education grantees on ways to expand their programs at the state level. Information about the Formula Grant process also was disseminated at the conference.

At the four Regional Technical Assistance conferences sponsored by OJJDP in 1986, presentations on two related priority programs--the Court-Appointed Special Advocate Program and the Permanency Planning Program--were made to juvenile justice specialists and members of the State Advisory Groups. Information about these programs also was included on pertinent calendars of events and in monthly mailings to the states.

## RESEARCH AND PROGRAM DEVELOPMENT DIVISION

The Research and Program Development Division (RPDD) is one of the two OJJDP divisions comprising the National Institute for Juvenile Justice and Delinquency Prevention (NIJJD). It supports a comprehensive program of research addressing three major areas: the etiology and prevention of delinquent behavior and child exploitation; improvement of the juvenile justice system; and development of alternatives to the traditional juvenile justice system. The following discussion highlights major research and program development activities conducted during FY 1986.

### **Etiology and Prevention of Delinquent Behavior and Child Exploitation**

Research examining the etiology of delinquent behavior and drug abuse provides the framework for the development of innovative prevention strategies. During Fiscal Year 1986, RPDD initiated a Program of Research on the Causes and Correlates of Delinquency. Three interdisciplinary research teams will collaborate in their assessment of a wide range of risk factors that children encounter throughout their growth from ages six through 17. Researchers will look beyond established delinquency correlates such as age, race, and sex to investigate more practical (mutable) factors such as personality characteristics, family relationships, school experiences, the community environment, peer/gang associations, and juvenile justice sanctions.

A joint solicitation was released by the National Institute on Drug Abuse (NIDA) and NIJJD for applicants to conduct Research on the Etiology of Drug Abuse Among Ethnic and Minority Populations. This initiative will support research on the extent, patterns, and prevention of drug abuse and identification of natural support systems in ethnic and minority low to middle class communities with relatively high levels of crime. The study is designed to inform the development of initiatives to encourage these communities to mobilize against drug use.

Another major area of investigation is the development of delinquent careers and the transition to adult criminality. Work was completed on the study of Early Correlates of Violent Offense Careers. The major purpose of this study was to identify those members of a cohort of individuals petitioned to the Los Angeles County Juvenile Court in 1950, who over the next 35 years acquired an adult offense record.

A new delinquency prevention effort is being launched in two school systems. The School Crime and Discipline Research and Development Program is designed to develop and test the efficacy of improved disciplinary policies and procedures for the reduction of school crime and disorder in the secondary schools. It calls for the development and implementation of revised policies and procedures based on a careful analysis of relevant legislation, case law, and litigation against schools. The research will include evaluation of the revised codes as well as an assessment of the perceived effects of previous lawsuits on discipline and crime control practices.

RPDD is continuing to investigate the areas of child abuse, sexual exploitation, runaways, and abduction. Under the Missing Children's Assistance Act, the following four research projects are being initiated. First, the Congress has mandated that a National Incidence Study of Missing Children be conducted to provide accurate, valid estimates of the number of missing children in this country. This study will determine for a given year the number of youth under the age of 18 who are reported missing, including the numbers of such children who are victims of abductions by strangers, parental kidnappings, and the number of children whose whereabouts are unknown to their legal custodian because they are runaways, or missing for other reasons. In order to produce the most accurate and useful data, pilot studies of three alternative survey methodologies are under way. The results of these pilot studies will inform the design and execution of the national incidence study, which is scheduled for completion within the next two years.

Second, a National Study of Law Enforcement Agencies' Policies and Practices Regarding Missing Children and Homeless Youth will systematically describe how police respond to reports of missing children, what information is needed to aid in case investigations, and how interjurisdictional cooperation furthers the identification and recovery of these children. This comprehensive national study will focus primarily on local police practices, including their use of state and Federal information resources.

Third, a research initiative on Families of Missing Children: Psychological Consequences and Promising Interventions will be conducted in collaboration with approximately four local or regional missing children's programs. This study will carefully assess the dynamics and psychological impact of the missing experience for both the family and the child. It also will document a range of service delivery approaches currently provided by missing children programs and to identify promising treatment alternatives for alleviating the psychological traumatization of the family during the period of the disappearance and after recovery or nonrecovery.

Fourth, the Child Victim as a Witness Research and Development Program is designed to determine how procedural and evidentiary reforms can best be suited to the needs of individual child witnesses, in an attempt to mitigate stress while also permitting alleged offenders to be brought to justice. The research and development project will involve extensive collaboration with the local courts, prosecutors, judges, law enforcement officers, and protective services workers in planning and implementing innovative techniques. In each study jurisdiction, the program team first will conduct a comprehensive assessment of existing court policies and practices and their impact on the individual child witness and case outcomes. Based upon this assessment, each program team will develop and test those strategies that appear most promising for reducing the traumatization of child witnesses in their respective jurisdictions.

#### **Improvement of the Juvenile Justice System**

RPDD efforts in this area include: the analysis of national trends in juvenile delinquency and victimization; assessment of national statistical data collection efforts on children as victims and offenders; and innovative practices in juvenile justice system processing of juvenile offenders, with emphasis on the serious and violent repeat offender.

Under the auspices of the Federal Coordinating Council on Juvenile Justice and Delinquency Prevention and in cooperation with the Bureau of Justice Statistics, OJJDP undertook a major Assessment of National Data Collection Efforts regarding the quality and utility of a broad range of Federal statistical programs to gather needed data on children as victims and offenders. Over 20 of the federally-funded national statistical series and surveys were examined. The recommendations from this assessment will form the foundation for making interim and long-term improvements in statistical systems. Many of the recommendations call for creative interagency collaboration and cooperation rather than the initiation of new single purpose efforts.

Ongoing studies of the juvenile justice system focus on evaluating the implementation and effectiveness of specialized program models for: intensified law enforcement efforts to identify serious habitual juvenile offenders involved in drug trafficking and specialized prosecutorial units that concentrate on serious habitual offenders.

The Delinquent Careers of Serious Juvenile Offenders study was completed during the year. The juvenile court careers of 69,504 youth were studied to develop an understanding of the prevalence, content, and patterns of juvenile court careers.

Work also was concluded on the study of the Impact of Juvenile Court Interventions on Delinquency Careers. This project involved a systematic examination of the various levels of court intervention on delinquent behavior, attitudes of juvenile offenders, and juvenile justice costs.

### **Alternatives to Juvenile Justice Processing**

In addition to examining traditional justice system handling of the serious juvenile offender, RPDD is sponsoring research that focuses on innovative methods of rehabilitating chronic violent juvenile offenders, including an assessment of the involvement of the private sector in the delivery of correctional services for serious juvenile offenders. One of the OJJDP Private Sector Corrections programs was featured in a special report entitled, "Vision Quest: An Assessment of Treatment Effects and Sources of Controversy."

A request for proposals was issued in Fiscal Year 1986 for Research on the Effects of Deinstitutionalization of Status Offenders (DSO). The major purpose of this research is to assess the positive and negative effects of legislation, policy, and practices on the handling of youth who commit status offenses. It is designed to determine the impact of DSO on the justice system, other youth-serving agencies, and the youth who commit status offenses.

### **TRAINING, DISSEMINATION, AND TECHNICAL ASSISTANCE DIVISION**

This Division is responsible for programs that train professional, paraprofessional, and volunteer personnel and others who work with juvenile offenders and their families. In addition, the Division serves as a clearinghouse for the preparation, publication, and dissemination of information on juvenile delinquency. The Division also provides technical assistance for Federal, state, and local governments, courts, public and private agencies, institutions and individuals in planning, establishing, funding, operating, or evaluating juvenile delinquency prevention programs.

Major Fiscal Year 1986 Division activities were as follows:

The Restitution Education, Specialized Training and Technical Assistance (RESTTA) Program provides education, training, and technical assistance to key juvenile justice personnel regarding the range of successful juvenile restitution programs. The program is designed to increase the use of and refine approaches to restitution as one of the dispositions available in juvenile courts.

The National School Safety Center provides a national focus on school safety by promoting innovative programs to prevent crime and restore discipline in the Nation's schools. The Center operates a clearinghouse for information on school crime and crime prevention; conducts statutory and case law research; and sponsors and participates in conferences and workshops on school safety. In addition, during the year the Center established "National School Safety Week" and was responsible for the designation of the 1985-1986 school year as "America's Year of School Safety."

The Permanent Families for Abused and Neglected Children Program focuses national attention on the need for providing permanent homes for abused and neglected children. Coordinated by the National Council of Juvenile and Family Court Judges, the program is designed to aid judges in their decisions in child abuse and neglect cases. This partnership of juvenile and family court judges, volunteers, and others is expected to reduce the number of children in foster care, prevent delinquency, and enrich the lives of the Nation's abused and neglected children.

A related program recruits and trains volunteers as Court-Appointed Special Advocates (CASAs). In 1986, 5,200 CASA volunteers served as advocates for more than 20,000 children during placement hearings. The CASA project has encouraged the development of 206 permanency planning projects in 44 states, the District of Columbia, and Puerto Rico.

Also during the year, the Division supported training for juvenile justice system personnel; the Law-Related Education Program, which helps youth understand the law and its application to everyday life; training for police executive at the Federal Law Enforcement Training Center, through which 1,065 law enforcement personnel were trained in FY 1986; and, a program providing financial and management assistance for private voluntary missing children's organizations.

#### **CONCENTRATION OF FEDERAL EFFORT PROGRAM**

The Concentration of Federal Effort (CFE) Program promotes a unified effort at the Federal level to address issues regarding juvenile delinquency. CFE is designed to assist agencies that have some responsibility for delinquency prevention and treatment and to help implement programs among and between departments and agencies that affect the success of the overall Federal juvenile delinquency prevention and control effort.

To further the goals of this effort in Fiscal Year 1986, OJJDP joined with other Federal agencies to cosponsor significant projects that were endorsed by the 18 member agencies of the Coordinating Council on Juvenile Justice and Delinquency Prevention, as follows:

- o OJJDP joined with the Drug Enforcement Administration to continue support of a project to train coaches and student athletes in drug abuse prevention.
- o OJJDP continued to work with the Bureau of Indian Affairs by providing funds to train Indian teachers and youth workers in substance abuse prevention techniques.
- o OJJDP joined with the Bureau of Justice Statistics in a project to improve the accuracy and utility of juvenile statistics.
- o OJJDP joined with the Department of Health and Human Services to support a Surgeon General's study of the effects of pornography and its relationship to violence committed against and by children.
- o OJJDP and the U.S. Department of Education are supporting a competition among high school students testing their understanding of the law and the Constitution.
- o OJJDP and the Departments of Health and Human Services, Labor, and Education joined to provide funding for "Cities in Schools," a program to prevent school dropouts.
- o OJJDP continued to provide funds to the Treasury Department to support the juvenile justice and child abuse prevention curriculum at the Federal Law Enforcement Training Center.

#### **MISSING AND EXPLOITED CHILDREN'S PROGRAM**

The Missing Children's Assistance Act of 1984 created within OJJDP a new program to coordinate federally-funded programs and other efforts related to missing children. As required by the Act, OJJDP established and announced program priorities for making grants and contracts for the second year of the program. These priorities are the same as the first year: 1) a National Study of Law Enforcement Agencies' Policies and Practices On Missing Children and Homeless Youth; 2) the Child Victim as Witness Research and Development Program; 3) research on the Psychological Consequences of Abduction and Sexual Exploitation; 4) a training/public awareness program; 5) assistance to State Clearinghouses for Missing and Exploited Children; and, 6) assistance to private voluntary organizations.

OJJDP also announced that funding would continue for the National Center for Missing and Exploited Children, which operates a national toll-free telephone line and serves as a national resource center and clearinghouse; the Institute for Nonprofit Organization Management (INPOM), which serves as a national resource center for private voluntary missing children's organizations; and pilot studies for the National Incidence Study on the numbers of missing children.

Also during the year, the Missing Children's Advisory Board presented its comprehensive plan on missing children to the President and the Congress. The Board advises the OJJDP Administrator and the Attorney General on issues related to missing children and on program priorities.