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U.S. Department of Justice  
Office of Justice Programs

# Report of the Assistant Attorney General for Justice Programs

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*Fiscal Year 1987*

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U.S. Department of Justice  
National Institute of Justice

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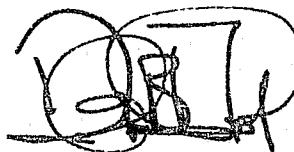
U.S. Department of Justice  
Office of Justice Programs

TO THE PRESIDENT AND THE CONGRESS OF THE UNITED STATES

I have the honor to transmit to you 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 Omnibus Crime Control and Safe Streets Act of 1968, as amended (42 USC 3711 *et seq.*). The Act established an Office of Justice Programs (OJP), headed by an Assistant Attorney General, that coordinates the activities of and provides staff support for the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

The Bureau of Justice Assistance administers programs 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. 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 help state and local governments improve their juvenile justice systems and prevent delinquency.

This Report reflects the progress that has been made during President Reagan's Administration, specifically in Fiscal Year 1987, as the Office of Justice Programs continued to implement programs and to foster the cooperation and coordination needed--among public and private agencies, as well as all levels of Federal, state, and local government--to make the criminal justice system function more effectively. Also reflected in this Report is the progress made by the Office of the Assistant Attorney General to improve coordination among and general management of the five OJP bureaus/offices, as well as the progress made in helping to balance the administration of justice to afford victims of crime the fairness and respect that they deserve. Finally, the new anti-drug abuse grant-making authority under the Anti-Drug Abuse Act of 1986 has resulted in the cooperation and coordination necessary to enable our Nation's criminal justice system to more effectively combat illegal drug use and drug-related crime.



Richard B. Abell  
Assistant Attorney General

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## OFFICE OF JUSTICE PROGRAMS

The Office of Justice Programs (OJP) was created on 12 October 1984, when 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 amended the Omnibus Crime Control and Safe Streets Act, reauthorized 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 the Office of Justice Programs to help foster the cooperation and coordination needed to make the Nation's criminal justice system function more effectively. The Assistant Attorney General for OJP, by statute and delegation from the Attorney General of the United States, carries out policy coordination and general management responsibilities for five major bureaus or offices: the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

While each bureau/office retains independent authority in awarding funds to carry out programs it sponsors, together these components constitute a single entity whose goal is to implement innovative programs and to foster improvements in the Nation's criminal and juvenile justice systems. The functions of each bureau/office are interrelated. For example, the statistics generated by the Bureau of Justice Statistics may drive the research that is conducted through the National Institute of Justice and the Office of Juvenile Justice and Delinquency Prevention. Research results may generate new programs that receive support from the Bureau of Justice Assistance and the Office of Juvenile Justice and Delinquency Prevention.

The Bureau of Justice Assistance (BJA) administers grant programs to improve state and local criminal justice systems. It provides assistance, through Subtitle K of the Anti-Drug Abuse Act of 1986, to state and local units of government for programs that improve the apprehension, prosecution, adjudication, detention, and rehabilitation of drug offenders. Also administered by BJA is the Emergency Federal Law Enforcement Assistance Program, which was created by the Justice Assistance Act, as well as the Public Safety Officers' Benefits Program, which was expanded by the Act to include Federal law enforcement officers and firefighters.

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.

The National Institute of Justice (NIJ) 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 Office of Juvenile Justice and Delinquency Prevention (OJJDP), established by the Juvenile Justice and Delinquency Prevention Act of 1974, helps state and local governments and agencies improve their juvenile justice systems and prevent delinquency. Amendments to the Act in 1984 authorized OJJDP to make grants and contracts for research, demonstration, and service programs related to missing and exploited children.

The Office for Victims of Crime (OVC) carries out activities mandated by the Victims of Crime Act of 1984, as amended, and urges adoption of the recommendations of the President's Task Force on Victims of Crime, the Attorney General's Task Force on Family Violence, and the President's Child Safety Partnership. The Victims of Crime Act established a Crime Victims Fund in the United States Treasury, financed by fines and penalty assessments on all convicted Federal defendants. In addition, the Act authorized United States Attorneys to seek the forfeiture of violent criminals' literary profits that arise from the sale of the narratives of their crimes. The Office for Victims of Crime awards annual grants to the states from the Crime Victims Fund for programs to compensate crime victims and for programs that provide direct services to victims.

## BUDGET

The Fiscal Year 1987 appropriation for the five agencies was \$416 million. The allocation was as follows:

- \* \$40,000,000 for State and Local Assistance (BJA). (The total 1987 program level was \$44,400,000 due to the Congressional earmark of an additional \$4,400,000, from the unobligated carryover balances of various programs.)
- \* \$9,910,000 for the Public Safety Officers' Benefits Program (BJA). (The 1987 program level was \$10,650,000 due to the Congressional earmark of an additional \$740,000 from unobligated carryover balances.)
- \* \$225,000,000 for the Anti-Drug Abuse program (BJA).
- \* \$9,900,000 for the Regional Information Sharing Systems program (BJA). (The 1987 program level was \$12,000,000 due to the Congressional earmark of an additional \$2,100,000 from unobligated carryover balances).
- \* \$5,000,000 for the Mariel Cuban program (BJA).
- \* \$1,148,000 was available for the Emergency Assistance program (BJA) due to the Congressional earmark of funds from unobligated carryover balances; however, no funds were appropriated in 1987.
- \* \$16,002,000 for Criminal Justice Statistical programs (BJS). (The program level in 1987 was \$18,982,000 due to the Congressional earmark of an additional \$2,980,000, from the unobligated carryover balances of various programs.)
- \* \$18,566,000 for Research, Evaluation, and Demonstration programs (NIJ).
- \* \$67,600,000 for Juvenile Justice and Delinquency Prevention programs (OJJDP).
- \* \$4,000,000 for the Missing Children's Program (OJJDP).

The appropriation also provided management and administration funds for all OJP agencies.

## OFFICE OF THE ASSISTANT ATTORNEY GENERAL

The Office of Justice Programs (OJP) was established within the Department of Justice by the Justice Assistance Act of 1984. This Act amended the structure and program first authorized by the Omnibus Crime Control and Safe Streets Act of 1968.

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 has authority over the Office for Victims of Crime, which is responsible for administering the Victims of Crime Act of 1984, as amended. Under this Act, the Office for Victims of Crime makes grants to the states for victim compensation and assistance and coordinates 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 promulgate such regulations as are necessary for the effective administration of the program; 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; and provide staff assistance for implementation of the Emergency Federal Law Enforcement Assistance grant functions vested in the Attorney General by the Justice Assistance Act of 1984.

During Fiscal Year 1987, the Assistant Attorney General continued working to improve the treatment of victims of crime and of family violence, to provide ways to protect our children, to promote crime prevention programs, and to manage Federal assistance programs. Major activities included implementation of the State and Local Assistance for Narcotics Control Program authorized by the Anti-Drug Abuse Act of 1986. OJP also continued to implement the recommendations of the President's Task Force on Victims of Crime and the Attorney General's Task Force on Family Violence.

In addition, during the year, OJP began working to encourage implementation of the President's Child Safety Partnership's recommendations. OJP provided support and assistance to the Partnership, which held hearings around the country and presented a report to the President in December 1987 on ways the public and the private sector can become more involved in initiatives to safeguard children and respond to the victimization of children.

At the request of the Attorney General, the Assistant Attorney General for the Office of Justice Programs participated in two major intradepartmental councils during Fiscal Year 1987. The Assistant Attorney General for OJP also is the Vice Chairman of the Department of Justice Research and Development Board. The Board, initiated as part of the Attorney General's Integrated Management System, focuses on improving the use of science and technology in criminal justice through information sharing.

#### **PROGRAM SUPPORT OFFICES**

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

The Office of General Counsel (OGC) provides legal advice to the agencies authorized by the Omnibus Crime Control and Safe Streets Act, as amended, the Victims of Crime Act of 1984, as amended, and the Juvenile Justice and Delinquency Prevention Act of 1974, as amended. 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.

In addition to advising on and helping implement previously enacted legislation administered by OJP, the Office of General Counsel became actively involved during the year in implementing the newly-enacted Anti-Drug Abuse Act of 1986 -- Subtitle K, the State and Local Law Enforcement Assistance Act.

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

The Office of Civil Rights Compliance (OCRC) monitors compliance with the civil rights responsibilities of the recipients of criminal justice system financial assistance under the Omnibus

Crime Control and Safe Streets Act of 1968, as amended, 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 Omnibus Crime Control and Safe Streets Act of 1968; 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 220 applications of \$500,000 or more and special conditions appended where necessary. No post-award compliance reviews were conducted during this fiscal year.

Although 139 allegations of civil rights noncompliance were received during the fiscal year, only four were docketed for investigation. The balance were referred to other Federal agencies, where appropriate, or closed because no funding from the Office of Justice Programs was involved.

Early in the fourth quarter of this fiscal year, the Office was temporarily delegated the responsibility for the OJP Equal Employment Opportunity functions.

#### EQUAL EMPLOYMENT OPPORTUNITY STAFF

The Equal Employment Opportunity (EEO) Staff, within the Office of Civil Rights Compliance, has responsibility for all matters pertaining to internal equal employment opportunity policies, programs, and related matters, including processing informal and formal EEO discrimination complaints. The Staff integrates and coordinates the planning, implementation and evaluation of the Federal Women's, Black Affairs, Hispanic Employment, Asian/Pacific, and Selective Placement Programs.

Fiscal Year 1987 significant activities included:

- \* Participation in five national conferences pertaining to equal employment for women and minorities.
- \* Participation in two job fairs--one for disabled individuals and one for minorities.
- \* Presentation of National Afro-American (Black) History Month, Women's History Week, National Employ the Handicapped Week, and other activities, including educational workshops, displays, and presentations.
- \* Reestablishment of the EEO Committee as required by the Negotiated Agreement between OJP and AFSCME Local 2830 to

deal with issues concerning the employment of women and minorities by OJP.

#### 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 OJP agencies in intergovernmental affairs.

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

The Office also works with the news media to keep them and the general public fully informed about OJP 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 announce and 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) is the principal adviser to the Assistant Attorney General for the Office of Justice Programs on resource management, information systems, and financial controls.

OC provides policy guidance, control, and support services for the offices and bureaus in accounting, grants management, procurement, claims collection, internal and external automated data processing and telecommunications, property, facilities and space management, including safety and security, and records, mail, graphics, and printing. It also provides financial management technical assistance to grantees.

During Fiscal Year 1987, OC continued to strengthen grantee cash management and fiscal integrity by providing financial management training to 435 state and local government officials. The amount of \$5,630,274 was made available by deobligating grant funds, and excess cash was recovered by grantee refunds of cash advances in the amount of \$805,159. The newly-developed audit control and compliance examination system (ACCESS) enables OC to track audits through an integrated, user-friendly system to ensure compliance with OMB Circulars A-128 and A-110.

OC completed the transfer to the electronic funds transfer system of all letter-of-credit accounts, representing authorizations of \$182,995,441. In addition, monthly reports are now issued five days after month's end, an improvement of two days.

During 1987, OC awarded and administered 33 categorical grants totaling \$3,982,000 under a cross-servicing agreement with the Commission on the Bicentennial of the U.S. Constitution. OC provided accounting, financial management, and grant administration services for these projects.

#### OFFICE OF PERSONNEL

The Office of Personnel (OP) provides the full range of operating and staff services for all Office of Justice Programs bureau heads, office heads, supervisors, and employees. These services include recruitment and staffing, position management and position classification, employee relations, labor-management relations, and employee development.

During Fiscal Year 1987, the Office assisted in improving the performance management process, conducted briefings on the Federal Employees Retirement System (FERS), assisted many employees in the use of the Benefits Analysis Software Program to compare the Civil Service Retirement System with FERS, and improved procedures related to personnel security.

#### PLANNING AND MANAGEMENT STAFF

The Planning and Management Staff (PMS) 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, PMS was involved in the following significant activities:

- \* Coordinated internal control activities for all OJP agencies, including all required internal control reports to the Department, OMB, and GAO.
- \* Coordinated the development and implementation of audit resolution policy and procedures, provided staff support to the Audit Review Committee, and maintained liaison with Department of Justice Audit Staff and the General Accounting Office. These functions were transferred to the Office of the Comptroller on 19 July 1987.
- \* Coordinated the OJP Directives/Forms System, developed necessary standards and procedures, and provided technical assistance to bureaus and offices in developing, preparing, and clearing directives. This function was transferred to the Office of the Comptroller on 19 July 1987.
- \* Coordinated the Secretarial Improvement Program for OJP, which included completing and distributing an OJP secretarial handbook and training for managers and supervisors on correspondence control procedures.
- \* Established regular program management briefings for the Assistant Attorney General to enhance OJP program coordination. This included preparing background information for each briefing.
- \* Prepared a report on the effectiveness of the State Justice Institute for use by the Attorney General in his report to the Committees on the Judiciary of the Senate and the House of Representatives.
- \* Updated OJP handbooks, guidelines, regulations, and directives to reflect organizational and legislative changes.

#### BUDGET PLANNING STAFF

The Budget Planning Staff (BPS) has authority for planning, developing, and coordinating all phases of budget formulation, execution, and control. This includes the preparation of the multiyear financial plans, annual budget submissions, and justifications of OJP budget requests. During the year, the major accomplishments of BPS were as follows:

- \* Assisted and counseled management in assessing resource needs for preparation of budget requests.

- \* 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.
- \* Prepared backup books and briefings for management in preparation for budget hearings.
- \* Developed apportionment and reapportionment schedules, including reimbursements and allocations from other Federal agencies.
- \* 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.
- \* Provided control over available funds by issuing operating plans to OJP offices and monitoring obligations by OJP offices.

## **PROGRAM OFFICES**

### **BUREAU OF JUSTICE ASSISTANCE**

The Bureau of Justice Assistance (BJA) was established within the Office of Justice Programs on 12 October 1984, when the Justice Assistance Act of 1984 amended the Omnibus Crime Control and Safe Streets Act. The Bureau of Justice Assistance is headed by a Director appointed by the Attorney General.

The Bureau of Justice Assistance administers two major programs that provide funds and technical assistance to state and local units of government to control crime and drug abuse and to improve the Nation's criminal justice system. The Justice Assistance Program makes grants for programs of proven effectiveness, particularly programs that address violent crime and serious offenders. The State and Local Assistance for Narcotics Control Program, established by the Anti-Drug Abuse Act of 1986, provides assistance in enforcing state and local drug laws. In addition, the Public Safety Officers' Death Benefits, Emergency Federal Law Enforcement Assistance, Regional Information Sharing Systems, Mariel-Cuban Reimbursement, Federal Surplus Property Transfer, Prison Industry Certification, and Crime Prevention programs are administered by the Bureau.

Through its programs, BJA serves as an agent for change in state and local criminal justice systems. BJA demonstration programs test and implement the research findings of the National Institute of Justice and other organizations, along with successful criminal justice programs from across the country. The Bureau also provides training and technical assistance on program development, implementation, and evaluation to help state and local agencies adopt innovative criminal justice and narcotics control programs.

### **JUSTICE ASSISTANCE PROGRAM**

#### **Justice Assistance Block Grant Program**

Approximately 80 percent of the Justice Assistance funds appropriated to the Bureau are granted to the states, the District of Columbia, Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Northern Mariana Islands in the form of block grants. The funds are allocated to the states on the basis of population, with a minimum allocation of \$250,000 per state. In Fiscal Year 1987, approximately \$35,520,000 in total block grant funds were awarded.

The funds are awarded by each state to state agencies and units of local government for programs designed to improve the functioning of the criminal justice system. Funding priorities

are set by the state administrative agency within the 18 purpose areas defined by the Justice Assistance Act.

Reporting mechanisms to assess the effectiveness of the Block Grant Program have been developed and implemented by BJA. Annual Project Report forms are completed at the project level when the project is completed, or annually if the project period is more than a year in duration. With the information obtained from the Annual Project Reports, the Bureau will be able to:

- \* describe the types of activities undertaken at the state and local levels;
- \* determine the number of citizens/victims participating in or assisted by the projects;
- \* assess the number of offenders arrested, prosecuted, incarcerated, and treated by the projects;
- \* describe changes in crime rates for targeted crimes; and,
- \* identify effective programs that should be considered for replication.

The Act authorizes the use of Federal funds for up to 50 percent of the total cost of eligible programs. Approximately 40 percent of states responding to a BJA survey in 1987 reported that state and/or local agencies found it difficult to obtain the required match due to budget constraints. Several states also experienced delays in securing matching funds due to the difference in the fiscal years and budget processes at the Federal, state, and local levels.

The responsibility for administering the Justice Assistance Block Grant Program was placed in existing state criminal justice planning agencies in most states. However, several states placed the program in a department of economic development, motor vehicles, or human services.

Although the Justice Assistance Act does not require states to establish an advisory board to oversee the administration of the program, 20 of the states responding to the BJA survey indicated that an advisory board or commission had been established. Generally, the board members represent the criminal justice community and state and local government. Often, legislators and private citizens also are represented on the boards.

The responsibilities of the boards usually include advising the executive and legislative branches of government on criminal justice policies, plans, and programs; coordinating criminal justice system initiatives; and developing priorities and strategies to address criminal justice problems. Many boards also administer the Juvenile Justice and Delinquency Prevention and/or the Victims of Crime Assistance programs.

BJA uses discretionary grant funds to help state and local units of government implement programs in the legislatively authorized purpose areas. States have indicated this assistance was useful, but expressed a need for more training and technical assistance in program administration.

A reorganization within the Bureau of Justice Assistance in early 1987 expanded the State and Local Assistance Division and created three regional branches, each headed by a branch chief. The branch chiefs serve as the primary contact regarding the Block Grant Program between the Bureau and the states, and are responsible for providing technical assistance. As a result, assistance to the states improved during the year.

#### **Justice Assistance Discretionary Grant Program**

The Justice Assistance Act allocates 20 percent of the total appropriation for discretionary grants, which are awarded and administered by the Bureau of Justice Assistance. The Discretionary Grant Program provides assistance to public agencies and private nonprofit organizations for:

- \* demonstration programs that previous research or experience show could be successful in more than one jurisdiction;
- \* educational and training programs for criminal justice personnel, and technical assistance to states and local units of government; and,
- \* projects that are national or multistate in scope and that address the 18 authorized purposes of the Act.

The following demonstration programs were supported during Fiscal Year 1987:

**Comprehensive Community Crime Prevention.** This program aims to implement a comprehensive, cost-effective crime prevention model involving local government resources, citizens, and the private sector. It will demonstrate how law enforcement and local governments can analyze crime patterns and effectively utilize citizen participation to reduce crime.

**Expert System for Burglary Investigations.** The burglary expert system uses new technologies (such as computers) to help investigators solve residential burglaries. This intelligence system, developed in Great Britain, was modified by the National Institute of Justice to reflect American laws, terms, and environment, and is being implemented by the BJA.

**Family Violence and the Role of the Juvenile and Family Court.** Participating jurisdictions will demonstrate the effectiveness of the family court in handling family violence cases. The goal of this project is to perform and coordinate a wide range of services to redress criminal and civil violations resulting from physical abuse, and to restore the family unit through timely and comprehensive sanctions and programs. The National Center for Juvenile Justice will evaluate this program.

**Effective Prosecution of Child Physical and Sexual Abuse Cases.** This program was initiated in Fiscal Year 1986 in response to the recommendations of the Attorney General's Task Force on Family Violence Report and the increased national attention given to child sexual and physical abuse. Each of the projects in this program is designed to improve the prosecution of child sexual and physical abuse cases. The goal is to protect the child from further abuse, reduce the trauma to the child victim caused by the criminal justice system, streamline investigative processes, and improve cooperation and coordination among all interested organizations.

**Private Sector/Prison Industry Expansion.** In 1985, the National Institute of Justice began a training and demonstration program to promote private-sector prison industries. To help promote joint ventures between the private sector and state prison industries, the Bureau of Justice Assistance is supporting four additional demonstration sites in a joint effort with the National Institute. Case studies and other documents will be produced by a cadre of prison industry administrators who will serve as consultants to other states.

#### **Training and Technical Assistance Program**

Training and technical assistance are provided to block grant recipients to develop and implement programs and to transfer information on new programs and techniques to other jurisdictions. 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, drug abuse resistance education training, and prison capacity problems. Demonstration programs also are provided assistance to ensure successful implementation of a model program. Such training and technical assistance are designed to improve the quality of the programs and increase their impact on the criminal justice system, while reducing program development and startup time.

#### **National/Multistate Program**

The National/Multistate Program initiates projects that enhance state and local efforts under the Block Grant Program, that fall within the 18 program areas authorized by the Justice Assistance

Act, and that can be more effectively implemented on a national or multistate level.

In Fiscal Year 1987, the following programs were funded under the National/Multistate Program:

**Demand Reduction-Drug Prevention.** This program is a joint effort among BJA, the Drug Enforcement Administration, and the Federal Bureau of Investigation. Training and technical assistance are being provided to all DEA/FBI field officers, and a national conference will be held to encourage school officials to participate in the Sports and Drug Awareness Program training. In addition, DEA and the FBI are working closely with BJA and the McGruff campaign on a series of new anti-drug service announcements featuring "sports heroes."

**National Crime Prevention Campaign.** Through a cooperative agreement with the National Crime Prevention Council (NCPC), the BJA develops and disseminates crime prevention materials featuring "McGruff, the Crime Dog" and his message, "Take a Bite Out of Crime." In addition, NCPC provides technical assistance and training, and is establishing a clearinghouse to disseminate crime prevention materials to the public and information on workshops and local/national crime prevention programs. In addition, the Impact Analysis of the National Crime Prevention Campaign, a research project, is analyzing the numerous crime prevention materials published by the National Crime Prevention Council to determine what impact they have on citizens, organizations, government agencies, and members of the Crime Prevention Coalition.

**Drug Prevention Programs in the Television Industry.** Because television programming has tremendous impact upon the perceived and actual values of our society, this program is providing resources to increase air time for anti-drug public service announcements.

**Support for Law Enforcement Accreditation.** The Bureau of Justice Assistance is continuing support to enable the Commission on Accreditation for Law Enforcement Agencies to develop and distribute information explaining the accreditation process to law enforcement officials.

**Law Enforcement Policy Resource Center.** The objectives of this project are to develop model policies for law enforcement agencies and to help them use existing policies and policy development experience on a multiagency or cross-agency basis. Policy-related documents, such as program briefs and model legislation, also will be distributed by the Center.

**Victim Assistance Programs.** The Bureau has worked cooperatively with the Office for Victims of Crime to implement a number of Victim Assistance Programs that increase the awareness of victims' rights in the criminal justice process and improve the treatment of victims by the system.

## **Direct Assistance Programs**

The Bureau of Justice Assistance continued to administer several programs during the year that provide direct assistance to law enforcement and corrections agencies. Included in this category are the Public Safety Officers' Benefits Program, the Emergency Federal Law Enforcement Assistance Program, the Regional Information Sharing Systems Program, the Mariel-Cuban Reimbursement Program, the Surplus Federal Property Program, and the Prison Industry Certification Program.

The Public Safety Officers' Benefits Program provides a \$50,000 lump-sum, tax-free benefit to the eligible survivors of all Federal, state, and local public safety officers killed in the line of duty. Public safety officers eligible for coverage under the program include law enforcement officers, fire fighters, prison guards, probation and parole personnel, judicial officials, volunteer fire fighters, and reserve police officers. In Fiscal Year 1987, awards totaling \$9.3 million were made.

The Emergency Federal Law Enforcement Assistance Program helps states and localities struck suddenly and without warning by natural disasters or crime epidemics which exceed the capacity of law enforcement resources to protect life and property and to enforce the law.

Regional Information Sharing System (RISS) projects, covering all 50 states, received \$9.9 million in Fiscal Year 1987 to enhance the ability of state and local criminal justice agencies to identify, target, investigate, and prosecute multijurisdictional organized crime, drug trafficking, and white-collar crime.

Late in Fiscal Year 1987, the Bureau was reviewing applications submitted by the states for the State Reimbursement for Incarcerated Mariel-Cubans Program. The Department of Justice Appropriations Act authorized the reimbursement to states for expenses incurred by state prison facilities up to a maximum of \$1,000 per month per prisoner. Reimbursement awards will be issued to the states by 1 April, as mandated by the statute.

The Private Sector/Prison Industry Enhancement Certification Program provides limited deregulation of Federal prohibitions affecting the movement of state prisoner-made goods in interstate commerce and their purchase by agencies of the Federal Government. Twelve states have been certified to participate in this program. In addition, through this program, inmates earned over \$6.9 million; paid taxes of over \$700,000; made contributions to room and board of over \$750,000; made contributions to victims of over \$170,000; and provided \$1.4 million in family support.

## STATE AND LOCAL ASSISTANCE FOR NARCOTICS CONTROL PROGRAM

The Anti-Drug Abuse Act of 1986 (through Subtitle K) authorized BJA to provide assistance to the states and local units of government through the State and Local Assistance for Narcotics Control Program. The total allocation for the first year of this program was \$225 million. Some \$178.4 million of the funds were designated for distribution to the states through the Formula Grant Program, \$44.6 million was allocated through discretionary funding, and \$2 million was allocated to a pilot prison capacity program.

### Narcotics Control Formula Grant Program

BJA formula grant funds can be used to support state and local programs to institute and enforce state and local laws for offenses similar to those established by the Controlled Substances Act, and for programs to improve the apprehension, prosecution, adjudication, detention, and rehabilitation of drug offenders. Drug eradication programs, treatment programs for drug-abusing offenders, and programs that target major drug offenders and traffickers also are eligible for funding.

Some \$178.4 million was available to the states for such programs in Fiscal Year 1987. States may use these Federal funds to pay for up to 75 percent of a program's total cost. In addition, under the Act, states are required to pass through a portion of their allocation to units of local government. States also could use up to 10 percent of their 1987 allocation to establish a mechanism for administering formula grants and to complete a statewide drug enforcement strategy required under the Act.

Immediately after the Act became law, BJA began to quickly and efficiently implement the new program. In November 1986, BJA sent information describing the state and local anti-drug abuse assistance program to appropriate state officials. In December, BJA published draft formula grant guidelines and received the first state applications for administrative funds. A month later, BJA made the first administrative awards to eight jurisdictions, and in March 1987, BJA sponsored three regional workshops to help state and local officials understand the administrative, financial, and reporting requirements of the new program and to help them develop their statewide strategy. In April 1987, the first state applications for full funding, accompanied by the statewide strategies, were received by BJA, and the first full awards were made in June. By the end of the fiscal year, 44 awards and 83 percent of the formula grants had been awarded, with an average processing time of 37 days.

### Narcotics Control Discretionary Grant Program

Priorities for the State and Local Assistance for Narcotics Control Discretionary Grant Program are based on recommendations

from criminal justice practitioners at the Federal, state, and local levels.

The Bureau of Justice Assistance solicited recommendations from several thousand Federal, state, and local law enforcement, prosecution, judicial, corrections, and treatment practitioners to help set priorities for the discretionary grant program. Working groups of practitioners and national experts reviewed the recommendations from the field to identify effective programs and suggest funding priorities.

The program priorities are designed to achieve the following:

- \* define the drug problem and assess the impact and effectiveness of current drug control efforts;
- \* continue and expand programs of proven effectiveness to areas of need;
- \* develop and test the effectiveness of new programs and practices;
- \* develop programs that focus on key areas of criminal justice dilemma; and,
- \* provide training and technical assistance to implement effective programs and practices.

The following discretionary programs were funded in Fiscal Year 1987:

The Organized Crime Narcotics Trafficking Enforcement Program will assist state and local law enforcement agencies working jointly with Federal personnel to target major narcotics trafficking conspiracies and offenders. Up to 20 jurisdictions will develop and implement centrally-coordinated multijurisdictional activities to investigate complex multistate crimes and prosecute their perpetrators. Emphasis will be on an interdisciplinary response to major crimes related to drug trafficking throughout a regional area. A formal mechanism will be developed to allocate, focus, and manage investigative and prosecutorial resources that target offenses and high-level offenders to achieve maximum criminal and civil remedies.

The goal of the Crack/Focused Substance Enforcement Program is to help state and local law enforcement agencies investigate and break up crack cocaine trafficking organizations. Five sites have been selected to implement Crack Task Forces that will attack crack trafficking organizations at the highest possible level. The expected results of these programs include an increase in the arrest rates, prosecution, conviction, drug removals, and asset forfeitures of crack traffickers.

The Street Sales Program, now being implemented by six sites, seeks to demonstrate effective police techniques to target street-level narcotics dealers and buyers. The demonstration sites will plan for new or strengthen existing large-city narcotics investigation and prosecution efforts aimed at street-level narcotics dealers and buyers. Early involvement of the prosecutors and courts will be emphasized to ensure that both citizens' rights and impact on the system are considered.

The Asset Seizure and Forfeiture Program will provide training and technical assistance to local law enforcement and prosecution personnel on the use of asset seizure and forfeiture to deprive illicit drug traffickers of economic support and incentive.

This training and technical assistance is designed to familiarize local law enforcement and prosecution personnel in 17 states with:

- \* pertinent laws and protocols in their respective jurisdictions;
- \* conduct of financial investigations and required coordination between prosecutor's office and other agencies having jurisdiction in financial matters; and,
- \* alleviation of difficulties encountered before, during, and after asset seizure.

Project participants will be taught how to convert illicit capital and generate major financial benefits to the community through the skilled and vigorous application of forfeiture laws and rules.

The BJA/FBI Financial Investigations Training Program aims to develop and institutionalize a financial investigations training course for state and local investigators at the FBI Training Center in Quantico, Virginia.

The training program has three primary components:

- \* comprehensive training in specific financial investigative techniques for state and local investigators;
- \* a "train the trainers" component; and,
- \* the development of a curriculum and the delivery of training in computer-based investigations.

The Problem-Oriented Approach to Drug Enforcement Program will create a controlled substance abuse assessment mechanism that incorporates the views of line officers, department support groups, and citizens. This assessment will guide policy and resource allocation and will result in a coordinated response to

the illicit drug problem by law enforcement officials, medical facilities, and other community organizations. The program is designed to help police and their communities effectively combat illicit drug trafficking and use. Four sites will be selected to demonstrate the effectiveness of the program.

The Pharmaceutical Diversion Program is designed to strengthen the role of law enforcement, professional licensing boards, and regulatory agencies in reducing the illicit use and diversion of prescription drugs. This program will develop an overall strategy that includes:

- \* new or enhanced existing systems for collecting and analyzing data on the diversion of controlled substances;
- \* more aggressive investigation of diversions;
- \* improved regulatory controls against diversion;
- \* prevention and detection of forged, altered, or illegal prescriptions and the identification of practitioners who prescribe excessively; and,
- \* training for law enforcement, prosecutorial, and regulatory personnel.

The Data Center and Clearinghouse for Drugs and Crime, the Drug Use Forecasting and the State Strategies Evaluation programs will help states identify drug-related problems and develop control strategies. The Data Center and Clearinghouse for Drugs and Crime, which is administered by the Bureau of Justice Statistics, will identify, collect, and analyze drug crime information. In addition, information on the prevalence and type of drug use among arrestees is being provided to Federal, state, and local agencies through the Drug Use Forecasting Program.

The State Strategies Evaluation Program will develop a model to evaluate the impact of statewide drug control efforts. The program also will assist states in identifying existing data sources and using data collection and analysis techniques.

The Statewide Drug Prosecution Program will enhance the ability of state and local criminal justice agencies to investigate and prosecute multijurisdictional narcotics trafficking. This program will result in enhanced prosecution in four states with statewide prosecution authority. The program helps develop successful cases against drug conspirators in which the coordination needed among many agencies requires time-consuming investigative and prosecutorial techniques. Emphasis will be on applying civil and criminal state statutes similar to the Federal Racketeer Influenced Corrupt Organization (RICO) and Continuing Criminal Enterprise (CCE) statutes.

Drug offenders who contribute significantly to the crime problem will be incapacitated through the innovative community prosecutorial strategies of the Innovative Community Drug Offender Prosecution Program. Focused and well-managed resources will target drug traffickers and users to reduce drug-related crime. Investigative and prosecutorial agencies working together at the local level will use innovative prosecutorial strategies, techniques, and models to identify, apprehend, and prosecute drug offenders.

The Training and Technical Assistance for Juvenile Court Judges Program will address problems confronting the courts in handling drug-abusing juvenile offenders. Training and technical assistance will be provided by the National Council of Juvenile and Family Court Judges on intervention and treatment services.

The Comprehensive Drug Adjudication Program is designed to improve the enforcement of drug laws through the swift identification and processing of drug users and traffickers.

The program's objectives will be met through two major components:

- \* Under the Drug Testing Technology Transfer component, jurisdictions will be selected to demonstrate the widest practical application of information generated by drug testing of arrestees.
- \* Jurisdictions selected to demonstrate the Comprehensive Adjudication of Drug Offenders component will use a comprehensive model to expedite the processing of drug offenders from initial charging through sentencing. Urinalysis will be used to identify drug dependent offenders, determine the initial disposition, and monitor drug use by the offender while on pretrial release or in a community alternative.

The Differentiated Case Management Program will demonstrate the effectiveness of coordinated management systems to expedite the processing of drug cases. The program tries to ensure that complex cases, which consume extraordinary time, attention, and resources, do not hamper or delay the handling of cases that can be quickly or routinely expedited. Multiple tracks will be established in the court systems of selected jurisdictions and resources allocated to promote the expeditious handling of simple or routine cases.

The Court Capacity Program will promote systematic and permanent improvements in court operations, especially in large-jurisdiction trial courts, to facilitate the fair and efficient adjudication of drug offenders. This project, administered by the National Center for State Courts, has two major components:

- \* The first component will continue and expand case processing analysis of selected large trial courts and provide technical assistance to courts experiencing case backlogs or processing delays.
- \* The second component will help develop and promote performance standards for trial court case processing and other judicial administrative responsibilities.

Information about the effects of Treatment Alternatives to Street Crime (TASC) programs will be enhanced through the Baseline Management and Assessment Data and the Criminal History/TASC Linkage projects.

The Baseline Management and Assessment Data Project will provide state and local criminal justice agencies with information on case management resources to help monitor and refer drug-using offenders.

Model procedures for accessing criminal history records will be developed under the Criminal History/TASC Linkage Project. The project will provide specific information on the criminal activity of drug-dependent offenders after they have completed drug treatment.

Options available to the criminal justice system for dealing with the drug-using offender will be demonstrated under the Drug Testing Technology/Focused Offender Disposition Program. The program will examine the relationship between treatment and monitoring. It will involve up to four jurisdictions with a history of drug testing and cooperation between the criminal justice and treatment systems.

The Probation and Parole Narcotics Interdiction Training Program is designed to strengthen the ability of probation and parole officers to detect and treat drug abuse. The goal of the program is to reduce the incidence of drug abuse and subsequent arrests or probation/parole revocations. The training will provide probation and parole line-officers with the knowledge and skills to detect the presence and assess the severity of drug use, and it will provide instruction in techniques of surveillance, testing, and intervention.

The effectiveness of intensive supervision programs for drug offenders will be tested through the Intensive Supervision for Drug Offenders Demonstration Program. Four intensive supervision units for drug offenders who are under probation or parole supervision will be initiated to reduce drug dependence and crime among serious offenders, who normally show a high rate of recidivism. Surveillance, urinalysis, and treatment standards will be combined with the traditional intensive supervision program elements such as frequent face-to-face contacts.

Drug-related program development assistance and training is available to state and local criminal justice agencies through

BJA cooperative agreements with national criminal justice organizations. Assistance in program development and state-of-the-art practices is being provided in enforcement, prosecution, adjudication, treatment, and corrections.

The Comprehensive State Department of Corrections Treatment Strategy for Drug Abuse Program will help corrections departments to expand and upgrade their drug treatment and rehabilitation programs. State departments of corrections will be encouraged to develop and update a statewide corrections strategy for treating and rehabilitating drug offenders using the latest research and the best current state models.

Effective drug treatment and rehabilitation components will be incorporated into a model prison industry setting under the Model State Prison Industry and Drug Rehabilitation Project. The project will demonstrate that drug treatment and rehabilitation can take place in a modern prison industry setting, thereby benefiting the inmate, the department of corrections, and the public. It will test the theory that drug education and treatment and purposeful work have a synergistic effect on the inmate and offer a greater chance of changed behavior than nonwork programs.

The Drug Treatment for Individual State Corrections Institutions Demonstration Program is designed to test a variety of drug treatment and rehabilitation models in such state institutions as prisons and mental health and drug treatment facilities. Six states will be selected to develop a pilot drug treatment and rehabilitation project at one facility. This program is designed for states that are not ready to implement a comprehensive statewide strategy, but could manage an innovative pilot project in a single facility.

Local jails and community corrections agencies will be assisted through the Drug Treatment in the Jail Setting Demonstration Program to improve screening and treatment for drug offenders. The emphasis of this program will be on drug treatment in larger metropolitan jails, but training and clearinghouse services will be provided to smaller jails. Two models will be developed and disseminated for possible replication.

Effective treatment programs for drug dependent offenders will be identified and documented under the Model Treatment Programs Project. State and local criminal justice agencies will be able to find information on effective drug treatment programs across the country. Treatment programs proven effective will be documented in program briefs that describe the program, the elements critical to its success, and interagency and administrative considerations.

## 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 eight years since its creation, BJS has developed a program that responds to the diverse requirements of the Omnibus Crime Control and Safe Streets Act. This Act 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 40 reports and data releases during Fiscal Year 1987. Those reports for which press releases were issued received extensive coverage in the Nation's electronic and print media.

During 1987, work continued on the second edition of Report to the Nation on Crime and Justice for release in 1988. The first edition was a landmark document, in that it was the first attempt to comprehensively describe 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, "BJS Data Reports, 1986" was prepared and printed during the fiscal year.

### Data on Drugs and Crime

Many of the BJS programs furnish data on drugs, drug offenders, and drugs and crime. For example, the court processing studies present data on sentences drug offenders receive compared with other offenders, and the surveys of prison and jail inmates collect data on their drug use histories. In addition, the second edition of Report to the Nation on Crime and Justice will contain drug statistics not covered in the first edition, and a BJS Bulletin on drug offenders will analyze Federal case processing data.

However, there is an urgent need for policymakers and others to have quick access to information on drug law violations and drug-related law enforcement. This need is partially an outgrowth of the data requirements coming from various programs funded by the Anti-Drug Abuse Act amendments of 1986, particularly those of the Bureau of Justice Assistance. At the present time, data users must make several contacts, sometimes within the same agency, to obtain the full range of data they need.

To fill the need for a central source of information, BJS issued a competitive solicitation in Fiscal Year 1987 to establish a Data Center & Clearinghouse for Drugs & Crime. After a review of the applications by an outside review board, an award was made at the end of the fiscal year to establish the Center & Clearinghouse. The Data Center will serve as a centralized source of data from diverse Federal, state, and local agencies, as well as from the private sector. It will be guided by a panel of distinguished policymakers, researchers, and criminal justice professionals formed into a working group of potential users of the Center and a working group of drug enforcement data researchers and statisticians. The working groups met in December.

The Center will coordinate with, and refer persons to, the National Clearinghouse for Alcohol and Drug Information (NCADI) being established by the Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA), which will cover epidemiological, prevention, and treatment aspects of the substance abuse problem.

The Data Center & Clearinghouse for Drugs & Crime has two major components: (1) data user services and (2) data analysis and evaluation.

User services include:

- \* determining the specific needs of policymakers, government officials, and other drug data consumers;
- \* assembling existing drug enforcement data reports and announcing their availability through the Center;
- \* establishing a toll-free 800 telephone number to be staffed with qualified statistical personnel;
- \* filling requests for specific drug enforcement data reports; and,
- \* advising users of the availability of the data they seek and suggesting alternative sources when the requested data are not available.

Data analysis and evaluation include:

- \* evaluating existing drug data for statistical quality and utility for policymaking and reporting on methodological gaps;
- \* identifying drug data gaps;
- \* preparing special computer tabulations for users whose needs are not satisfied by existing publications;
- \* preparing special analyses of existing drug data to inform policymakers and the general public on topics of policy concern, such as the justice system's treatment of drug traffickers and the relationship between drug use and crime; and,
- \* preparing a comprehensive report (modeled on the Bureau of Justice Statistics' Report to the Nation on Crime and Justice) that will assemble drug data from various sources into a single, easy-to-understand, comprehensive, and readily available, reference volume.

The Data Center will begin operations on 1 October 1987, and is currently funded for two years. The toll-free telephone line is 800-666-3332.

#### 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 the U.S. population. It also 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.

In April 1987, BJS released preliminary victimization rates for 1986 that were basically unchanged from 1985, when they reached the lowest level in the 14-year history of the NCS. This report was released on the accelerated schedule, adopted in Fiscal Year 1985, that has reduced the time between the reference year and the release date by five months. This earlier release results from methodological work aimed at rapid publication of the data. In October, final results confirmed the preliminary estimates. For example, the final rate for crimes of violence was 28.1 per 1,000 persons compared with the preliminary rate of 28.0.

In Fiscal Year 1987, BJS released, for the seventh year, an NCS indicator that measures the proportion of American households

touched by crime, Households Touched by Crime, 1986 (BJS Bulletin, June 1987). This indicator has revealed that victimization by crime is one of the most common negative life events that a family can suffer, with 25 percent of U.S. households touched by crime in 1986. For the first time, the households touched by crime indicator produced regional data. Households in the Northeastern United States were the least vulnerable to crime, whereas households in the West were affected the most. During the year, BJS continued implementing the National Crime Survey Redesign. In July 1986, interviewers began using a new questionnaire that contains several questions designed to elicit victims' experiences with the criminal justice system after their victimization. Preliminary data from the revised questionnaire have been received and are being analyzed for a report to be published in mid-1988. Information then will be available for the first time from the NCS on victims' experiences with the criminal justice system.

Two small pre-tests of the new NCS screening questionnaire have been conducted and national pretests are scheduled for February and August of 1988. This questionnaire is expected to better screen for, and therefore yield, greater numbers of difficult to measure crimes such as rape and family violence. Major redesign changes to the NCS will be introduced in 1989.

Also during the year, the initial county-level file of victimization data was completed and transmitted to the University of Michigan as a public-use data tape. These files contain key NCS variables and important economic and demographic data for the appropriate geographic unit. Release of these files will allow BJS to respond swiftly to requests for data on particular subnational units, afford users more analytic flexibility in investigating victimization patterns for the areas of interest, and facilitate analysis of NCS data in comparison with other data available for counties on topics that are expected to vary geographically (such as frequency of reporting crime to the police, which may be higher in less urban areas than in major cities).

Topical NCS reports released during Fiscal Year 1987 included: Teenage Victims (A National Crime Survey Report, November, 1986); Violent Crime by Strangers and Nonstrangers (BJS Special Report, January 1987); Lifetime Likelihood of Victimization (BJS Technical Report, March 1987); Robbery Victims (BJS Special Report, April 1987); and Series Crimes: Report of a Field Test (BJS Technical Report, April 1987).

These reports frequently combine data over a number of years to provide enough sample cases to allow more indepth analysis than would be possible with a single year's data.

Also released during the year were final 1985 NCS estimates in Criminal Victimization, 1985 (BJS Bulletin, October 1986) and Criminal Victimization in the U.S., 1984 (BJS Final Report, May

1987). A total of eight reports on criminal victimization were produced in Fiscal Year 1987.

Topical crime studies for Fiscal Year 1988 include: trends in violent crime; elderly victims; motor vehicle theft; victims' experiences with the justice system; injuries in criminal victimization; international crime rates; crime and seasonality; and NCS redesign overview.

#### **Uniform Crime Reporting Program Redesign Implementation**

BJS took several steps to launch a new national crime reporting system by beginning to implement the Uniform Crime Reporting (UCR) Redesign, undertaken in cooperation with the FBI. BJS received \$3 million for this purpose in Fiscal Year 1987.

The study of the UCR Program was conducted by a private contractor and was overseen by a joint BJS/FBI Task Force. The contractor was guided by a steering committee made up of police practitioners, researchers, academicians, the media, and representatives of the leading law enforcement professional organizations.

A set of recommendations was developed and published in Blueprint for the Future of the Uniform Crime Reporting Program. This report was released in June 1985.

Major recommendations in the report are to:

- \* convert the UCR system to a two-level reporting system under which most agencies report basic offense and arrest information similar to that currently reported (Level I), while a comparatively small sample of agencies report much more extensive information (Level II);
- \* convert the entire UCR offense reporting system to unit-record reporting in which local law enforcement agencies submit reports on the characteristics of each individual criminal incident (e.g., location, time, presence of weapon) and on the characteristics of each individual arrest;
- \* distinguish attempted from completed offenses;
- \* distinguish among crimes against businesses, crimes against individuals or households, and crimes against other entities;
- \* institute routine, ongoing audits of samples of participating UCR agencies in order to establish the extent of error in the system on a continuing basis for both Level I and Level II; and,

- \* support continued and improved user services, including a user data base with files linked over time, the ability to draw samples of offenses for analysis either by the UCR staff or by outside researchers, and response to public queries.

During Fiscal Year 1987, the proposed system and its feasibility was tested by the South Carolina State UCR program. Currently, 13 other states are initiating implementation with BJS grant funds, and an additional seven to nine states will receive BJS grant funds to begin their implementation in Fiscal Year 1988.

#### **Law Enforcement Management and Administrative Statistics (LEMAS)**

Recognizing that very little national-level police administrative and management data exist, BJS commissioned a study of the need for such data along with recommendations on what types of data to be collected. The study focused on input data (calls for service and crimes reported), process data (number of agencies, functions, personnel, and expenditures), and output data (arrests, clearances, convictions, citizen attitudes, and use of deadly force).

An extensive literature review was conducted, as were two separate surveys of police agencies to determine the perceived utility of such data, the relative importance of various data items, and the ability of police departments to provide such data. This first phase culminated in a state-of-the-art report that addressed these basic questions:

- \* What data have been collected in the past?
- \* What statistics are available now?
- \* How useful are these data to the police, researchers, and policymakers?
- \* What is the quality, reliability, and comparability of these statistics?

The report concluded with specific recommendations for continued planning for a national series of law enforcement management and administrative statistics. These recommendations formed the basis for a second phase of this effort, which was completed in Fiscal Year 1986. That phase included:

- \* an analysis of existing data sets of police statistics;
- \* a survey of small police agencies about their data needs;
- \* the development of a survey questionnaire and handbook for a national collection effort;

- \* a discussion of various sampling designs; and,
- \* a pretest of the proposed survey.

Also during Fiscal Year 1986, data collection was completed to update the mailing list used for drawing a nationally representative sample of agencies. Besides obtaining current mailing addresses, agency characteristics data were collected to draw a more efficient, less costly, stratified sample. This survey to update the mailing list and sampling frame obtained a 100 percent response rate from the nearly 17,000 state and local law enforcement agencies in the country.

LEMAS is expected to be a recurring survey, collecting core information every few years from a sample of approximately 3,000 law enforcement agencies, supplemented by questions on specific topics, such as lockups, use of deadly force, and police chief longevity. Data collection for the first survey began in Fiscal Year 1987. Information being collected includes:

- \* number and type of patrol shifts;
- \* calls for service;
- \* numbers of adults and juveniles held in lockups;
- \* equipment provided to officers;
- \* numbers and types of police vehicles, as well as policies regarding their use;
- \* types and uses made of computers;
- \* types and characteristics of personnel;
- \* salaries and other expenses;
- \* unionization;
- \* agency policies (residency requirements, education requirements, training, differential pay, etc.); and,
- \* types of programs (victim assistance, missing children, career criminal, child abuse, drug screening, drug education, etc.).

The results of the survey will be published in the Fall of 1988.

#### Pretrial Statistics

Little information is available about the pretrial phase of the judicial process. To fill this void, BJS sponsored a study on 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 designing data collection forms, training personnel in participating jurisdictions, and collecting data pertaining to some 3,600 defendants in 17 jurisdictions. A report on this initial effort was completed in Fiscal Year 1987.

In each jurisdiction, data were collected for a sample of between 100 and 500 defendants who had been released pending trial. Sixty percent had been charged with felonies and the others with misdemeanors. Each defendant is tracked for nine months after pretrial release or until disposition. Pretrial rearrests and failures to appear in court were recorded, as well as the outcome of each case at disposition.

In the final phase of the project, now in progress, data will be collected in 40 jurisdictions, selected to provide a statistically representative sample of the 75 largest counties in the U.S. (which account for more than half of the Nation's criminal justice activity). A statistically representative sample of defendants in each county will be tracked for up to 12 months or until disposition, and the data will be analyzed. The data to be collected include: the offense; the person's prior criminal record; the type of pretrial release, including financial and nonfinancial conditions; failure to appear in court; rearrests while on pretrial release; and, disposition and sentencing (for the original charge and for any charges resulting from rearrests).

The work is scheduled for completion in April 1989. The final report will provide statistical information pertaining to the behavior and court dispositions of defendants on pretrial release and sentencing.

#### Adjudication

Of major importance in Fiscal Year 1987 was the continuation of several methodological projects to develop nationally representative court data on case-processing and outcome, as well as improved data on other aspects of the judicial phase of criminal justice (such as pretrial release and sentencing). During the fiscal year, BJS prepared individual summaries of each state's 1986 felony laws from the state's annotated code and collected data on the volume of felony cases in state trial courts. Selected results of these efforts were published by BJS in State Felony Courts and Felony Laws (BJS Bulletin, August 1987). Complete results will be published in Felony Laws in 50 States and the District of Columbia in 1988.

The bulletin report also contained data that were collected in 1986 in the process of updating the sampling frame needed to draw a nationally representative sample of felony courts. These data included court characteristics and the number of cases filed and disposed.

The BJS Prosecution of Felony Arrests Project obtains case processing data from prosecutor management information systems in several jurisdictions across the country. It collects information on case attrition, guilty pleas, final dispositions, and case processing time. In Fiscal Year 1987, The Prosecution of Felony Arrests, 1982 was completed. It has been submitted for publication and will be published in 1988. It contains the full detail of felony case processing data for 37 jurisdictions. The number of jurisdictions participating in this project has grown from 13 supplying 1977 data, to 28 providing 1980 data, and 37 submitting 1982 data.

The Felony Sentencing Outcomes Project produced Sentencing Outcomes in 28 Felony Courts, 1985 (BJS Final Report, August 1987). In Fiscal Year 1987, this project was expanded to cover a nationally representative sample of 100 jurisdictions, with the Census Bureau assuming responsibility for collecting data for most of the added courts. Data are being collected for felony court sentences for the offenses of homicide, rape, robbery, aggravated assault, burglary, larceny, drug trafficking, and arson. For the first time, data will be available reflecting felony sentencing for the Nation as a whole. The project will study the use of different kinds and degrees of sanctions and will examine the impact on sentencing patterns of such factors as crime severity, different types of sentencing systems, the number of conviction offenses, and the use of pleas versus trials.

A third adjudication project being conducted for BJS is a major study of burglars and robbers brought to the attention of local prosecutors in 16 of the Nation's largest counties. Data collection continued in Fiscal Year 1987. The study will describe the impact of different policies and practices on the disposition and sentencing outcomes of robbery and burglary cases.

Of major importance during the year was the publication of two reports on the judicial processing of white-collar offenders, one covering Federal offenders, the other, state offenders: White-Collar Crime: Federal Offenses and Offenders (BJS Special Report, September 1987) and Tracking Offenders: White-Collar Crime (BJS Special Report, November 1986).

The Integrated Federal Justice Data Base under the Federal Justice Statistics Program produced the data for one of these reports. This data base traces Federal case processing from investigation through prosecution, adjudication, and corrections. It includes input from the FBI, United States Attorneys, United States Courts, and the Bureau of Prisons. This is the first time that such Federal justice data have been brought together in a single data series.

In addition to the white-collar crime reports, two reports from the Federal data base were issued in Fiscal Year 1987: Sentencing and Time Served: Federal Offenses and Offenders (BJS Special Report, June 1987) and The Federal Civil Justice System (July 1987). Two reports specific to the judicial processing of Federal defendants are scheduled for Fiscal Year 1988: one on pretrial release and one on Federal drug offenders.

During the year, complete results of the first national survey of public defense systems in 10 years were published in National Criminal Defense Systems Study (BJS Final Report, October 1986). This report contained detailed tabulations from the study. A project to update these data began in Fiscal Year 1987 and will result in a report in Fiscal Year 1988.

#### 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 justice statistics. The aim of the program is to develop a data base that traces the flow of Federal civil cases and describes the interface between agencies and organizational components involved in civil case processing. Special attention will be directed toward the volume of case flow and identification of issues that affect successful case processing.

A complete and detailed schematic flow chart describing Federal civil case processing was developed and published in Fiscal Year 1987 (The Federal Justice System, BJS Bulletin, July 1987). Analytic reports on relevant topics are being prepared using statistics from the civil data base. Two topics being studied are alternative dispute resolution techniques and tort case processing.

#### Corrections

The BJS corrections statistics 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.

The 1984 Census of State Adult Correctional Facilities (NCJ-105585) was published in August as the first release of data from the census. The Census was the third in a quinquennial (conducted every five years) series intended for use by Federal, state, and local correctional administrators in assessing the needs of state correctional facilities. Earlier censuses were conducted in 1974 and 1979. The report released in August 1987 includes a national overview; a description of facilities and inmates by security level, size, sex of inmates housed, and facility function; and a final section on

confinement and community-based facility age, capacity, inmates, court orders, programs, employees, and expenditures by region and state. The primary purpose of the census was to draw a stratified nationally representative sample of about 15,000 prison inmates for a survey that was conducted in 1986. The inmates were asked about criminal history, demographic characteristics, and drug and alcohol use. These data were analyzed during Fiscal Year 1987 for publication in 1988. Both the census of facilities and the sample survey of inmates are quinquennial.

Additional analysis was performed of data collected during the quinquennial National Jail Inmate Survey on several topics. Publication is scheduled for 1988. Jail Inmates, 1985 (BJS Bulletin, August 1987) was published, releasing data from the annual jail sample survey that provides basic counts of jail populations in years when the jail census is not conducted. Analysis was completed of 1986 jail inmate data and released in early Fiscal Year 1988 (Jail Inmates, 1986, BJS Bulletin, October 1987).

The National Prisoner Statistics (NPS) series dates back to 1926. It provides year-end and midyear counts, by jurisdiction, of prisoners confined in state and Federal institutions. Prisoners in 1986 (BJS Bulletin, May 1986) and a September 1986 press release documented the continued growth in the population of the Nation's prisons: by 30 June 1987, the number of persons in state and Federal prisons reached a record high of 570,519. Also released during the year was the detailed report, Prisoners in State and Federal Institutions on December 31, 1984 (BJS Final Report, June 1987).

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, begun in 1965, provides data on the populations and characteristics of persons admitted to and released from parole supervision. This program also gathers information from states annually on legislative and administrative changes likely to affect the length of sentences and the time served in correctional institutions.

In January 1987, the annual Probation and Parole, 1985 (BJS Bulletin) was released, one month earlier than the previous year. Data were analyzed for the 1986 annual report, which was released an additional month earlier in December 1987, further reducing the time between reference date and publication. At year-end 1986, more than 2 million adults were on Federal or state probation, and close to a third of a million were on parole. Analysis was completed of 1986 probation and parole data and will be released in early Fiscal Year 1988.

The National Corrections Reporting Program (NCRP) gathers information on the characteristics of offenders admitted to or

released from prisons. It has been integrated with the Uniform Parole Reports to provide a complete overview of sanctioning across the states--from prison entry through termination of parole for each offender.

In 1987, time served in prison data were analyzed from the NCRP and published in Time Served in Prison and on Parole, 1984 (BJS Special Report, December 1987). This report provides for the first time the total time an offender serves on a court sentence and what proportion of that time is actually spent in confinement. Overall, the individuals released from prison in 33 states in 1984 served a median sentence of 17 months, or 45 percent of their original court-ordered sentence.

The corrections statistics program also reports separately on state prisoners sentenced to and awaiting execution. The first release of data for 1985 was made in Capital Punishment, 1985 (BJS Bulletin, November 1986), and the first release of data for 1986 was made in September 1987 in Capital Punishment, 1986 (BJS Bulletin, September 1986).

Children in Custody: Public Juvenile Facilities, 1985 (BJS Bulletin, October 1986) was published during the fiscal year and analysis continued on similar data collected for private facilities. Of major importance during 1987 was the design and conduct of a sample survey of juveniles in long-term public confinement facilities, similar to the Survey of Prison Inmates. Data collected include demographic characteristics, offense for which incarcerated, prior offense history, drug use, and so on. Analysis of the data will begin in 1988 with publication early in Fiscal Year 1989.

Topical reports issued under the corrections statistical program during the year included: State and Federal Prisoners, 1925-85 (BJS Bulletin, NCJ-102494); Population Density in State Prisons (BJS Special Report, NCJ-103204); Imprisonment in Four Countries (BJS Special Report, NCJ-103967); and, Historical Corrections Statistics in the U.S., 1850-1984 (NCJ-102529).

In all, a total of 13 reports were issued under the corrections statistics program in Fiscal Year 1987.

Topical reports planned for Fiscal Year 1988 include: driving while intoxicated; prison inmate characteristics; criminal careers of jail inmates; victims of prison inmates; and, time served in prison in five countries.

### Recidivism

With the help and encouragement of state departments of correction and law enforcement, and of the FBI Identification Division, a program has been designed to link BJS correctional data with state and FBI criminal-history information. This National Recidivism Data Base, for the first time, enables BJS

to derive representative samples of persons released from state prisons, follow these samples for several years, and produce estimates on the incidence, prevalence, and seriousness of later arrests and dispositions.

During 1987, work continued on matching records, and the first release of these data was made in Recidivism of Young Parolees (BJS Special Report, May 1987). It analyzed local arrest records kept by the FBI of a representative sample of almost 4,000 of the 11,347 persons from 17 to 22 years old who were paroled from prisons in 22 states during 1978 to determine their postprison rearrest experiences.

Almost 70 percent of the young adults who had been paroled from prisons in 22 states during 1978 were rearrested for serious crimes one or more times within six years. About 10 percent of the paroled offenders accounted for 40 percent of the new criminal charges. About 53 percent of all the parolees were convicted of a serious new offense, and 49 percent were returned to prison. Those paroled from prison for a property crime were as likely as those paroled for a violent crime to be rearrested for a violent crime.

Parolees were frequently rearrested for crimes in states other than the paroling state. About one-fifth of the postrelease arrests were in other-than-paroling states.

Longer prior arrest records were strongly related to high recidivism rates--more than 90 percent of the parolees with six or more previous adult arrests were rearrested, compared to 59 percent of the first-time offenders. The length of time that a parolee had served in prison had no consistent impact on recidivism rates.

During 1988, work will continue on building the National Recidivism Data Base. A report on recidivism in 11 states is planned for the Fall of 1988. Also during Fiscal Year 1987, work continued on analyzing data collected during the 1986 survey of prison inmates, including their criminal histories. These data will be released in early Fiscal Year 1988.

#### **Justice Expenditure and Employment**

In 1987, a report was issued containing 1985 expenditure and employment data in greater detail than possible since 1979: Justice Expenditure and Employment, 1985 (BJS Bulletin, March 1987). The survey that produced the data for this report was sponsored by the Bureau of Justice Assistance to collect data needed for the allocation of block grant formula funds under the State and Local Law Enforcement Assistance Act of 1986. This special survey made it possible to collect considerably more detailed data on corrections, allowing the development of trend data showing the rapid increase in corrections expenditures,

particularly for institutions as opposed to probation and parole. Between 1979 and 1985, justice expenditures at all levels of government increased by 75 percent, specifically: corrections, 116 percent; prosecution and legal services, 96 percent; public defense, 77 percent; courts, 71 percent; and, police, 58 percent.

The percentage of all government direct expenditure that is spent for civil and criminal justice remains at about 3 percent of all spending, but varies by level of government, specifically: 0.6 percent Federal; 5.4 percent state; 13.1 percent county; 10.0 percent cities and towns; and, 6.1 percent state and local combined.

#### **Privacy, Security, and Confidentiality of Criminal Justice Data**

The increased reliance on criminal justice data for public and private sector uses has highlighted the need for accurate, complete, and timely criminal justice records. Policies that govern the collection and maintenance of such data and legislation that regulates the release of such data for different purposes are also of prime concern to the criminal justice community. In response to these concerns, a major part of BJS activity during the year in the area of privacy, security, and confidentiality focused on the issue of data quality.

During Fiscal Year 1987, BJS released proceedings of a major national conference on the quality of criminal justice records (Data Quality Policies and Procedures, November 1986). The conference participants explored many aspects of data quality policy, legislation, and implementation techniques.

In recognition of the key role that courts play in the development of complete criminal-history records, a special effort was made to ensure higher levels of court disposition reporting. Specifically, during Fiscal Year 1987, discussions were initiated with national court organizations to further explore the legal, technical, and policy issues relating to disposition reporting.

In addition, BJS funded efforts to review the basic policies and assumptions underlying Department of Justice regulations (28 CFR Part 20) that implement the "privacy and security requirements" as set out in Section 812 of the Omnibus Crime Control and Safe Streets Act, as amended. Recommended revisions to basic policies reflected in the regulations were also completed.

Another document in the Information Policy series, Criminal Justice "Hot" Files, was released in January 1987. It is an extensive review of the policies and procedures affecting maintenance and dissemination of files on wanted persons and stolen property. The report also contains specific descriptions of Federal procedures for accessing FBI "hot" files.

In recognition of the impact that automated fingerprint identification systems will have on the accuracy of record checks, a study was conducted to determine the current status of such systems and to analyze the policy implications associated with increased use of automated fingerprint checks. A report on the topic was released in May 1987, Automated Fingerprint Identification Systems: Technology and Policy Issues.

The results of a 1984 survey of state criminal justice record repositories were presented in State Criminal Records Repositories (BJS Technical Report, October 1985). This survey provided the first composite picture of the number of subject records in state repositories, the number of arrests and final dispositions reported each year, the extent of automation of repository data, the legal requirements imposed on law enforcement agencies for disposition reporting, and the production of statistical reports by the repositories. The report served as the basis for public presentations during Fiscal Year 1987.

A major report in the Criminal Justice Information Policy series, Data Quality of Criminal Justice Records, was issued in 1986. The report describes statutory and common law requirements for data accuracy and discusses sanctions for failure to maintain data standards. Key issues relating to Federal and state data quality policies are also highlighted.

BJS continued to oversee activities to ensure the confidentiality of statistical and research data. These activities included developing and reviewing appropriate data maintenance and transfer procedures to support BJS Federal, state, and national programs.

#### State Statistical Program

The twofold purpose of the Bureau's state statistical program is 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 compilations and studies.

There are state-level statistical analysis centers (SACs) for criminal justice in 44 states, the District of Columbia, Puerto Rico, the Virgin Islands, and Northern Mariana Islands. These 48 SACs have been established over the years through BJS support.

They provide statistical services and policy guidance to the Governors, executive branch agencies, legislators, state and local criminal justice agencies, the judiciary, the press, and the public, as well as data to BJS for multistate statistical compilations and analyses.

State "statistical analysis center"--or SAC--is a generic name. However, many of the agencies responsible for criminal justice

statistics and information at the state level have other official names. The responsibilities and functions of these agencies vary widely among the states. Some state agencies have extensive data collection, analysis, and publication programs, while the activities of others are more limited. The organizational setting of the SACs in state agencies also varies. Many are in the Office of the Governor, but the SAC may be located in the Office of the Attorney General, the Department of Public Safety, a crime commission, a planning agency, or a public university.

In Fiscal Year 1987, grants and cooperative agreements were awarded to one state to start a new SAC, and to two states and the Commonwealth of Northern Mariana Islands to continue development of SACs that had been started recently. Partial support was given to 33 established SACs, primarily for serving as clearinghouses for criminal justice statistics. BJS also entered into 11 cooperative agreements with individual SACs for specific projects in statistical analysis and research on topics of critical importance to the states.

The Criminal Justice Statistics Association (CJSA), the national organization of SAC Directors, held a national conference for states on the use of data in the policy development process. State officials from throughout the Nation participated.

In conjunction with BJS, CJSA continued operation of a computerized index to state statistical data sources. This index aims to provide rapid access to recent applied research and statistics in the states. It is updated through an annual survey of state statistical analysis centers. Through BJS funding, CJSA maintains a catalog and library of statistical reports produced by the state criminal justice statistical analysis centers. CJSA also provides technical assistance, computer software, workshops, and publications for the state SAC directors.

In past years, BJS has supported the development of state Uniform Crime Reporting (UCR) systems in approximately 40 states to improve the completeness and quality of data submitted by local police agencies to the FBI. During Fiscal Year 1986, awards were made to 13 states to begin implementing the reporting standards of the redesigned UCR program. In Fiscal Year 1987 those states that had not received an implementation award were invited to submit grant applications for funding in Fiscal Year 1988; eleven of these states responded.

Under the state statistics program, increased BJS analysis of Offender-Based Transaction Statistics (OBTS) data provided by the states is occurring. In OBTS, offenders are tracked through the criminal justice system from arrest to sentencing. During Fiscal Year 1987, a report on white-collar crime using OBTS data from eight states and one territory was published. California,

Minnesota, Nebraska, New York, Ohio, Pennsylvania, Utah, Virginia, and the Virgin Islands provided data for the report. Work began on three additional topics, drug trafficking, 1984 offender dispositions, and 1980-1985 disposition trends. These BJS reports and other programmatic efforts have increased state involvement from eight in 1986 to 13 in 1987, with an additional three to four states anticipated for 1988.

## NATIONAL INSTITUTE OF JUSTICE

The enormous human, social, and economic costs of crime give criminal justice research a special sense of urgency and obligation, as it continues to discover and test new, practical strategies to prevent crime without compromising our constitutional values. During the fiscal year, the National Institute of Justice (NIJ), the major research arm of the Office of Justice Programs, brought efforts to learn what works against crime into sharper focus by emphasizing problem-oriented research and experimentation.

The National Institute's research program addresses major, deep-seated problems that overlap institutional boundaries of police, courts, and corrections. Research is targeted at long-standing problems, such as drugs and crime, career criminals, violent crime or the treatment of victims, as well as emerging crises such as AIDS and its implications for criminal justice. Working in concert with state and local practitioners, policymakers, and knowledgeable researchers, the National Institute stimulates innovation in research and integrated problem solving in the criminal justice field.

The value of this policy-relevant approach can be measured by the emerging practices that are making a difference in the Nation's ability to safeguard the public and concentrate criminal justice resources where they will do the most good. National Institute-sponsored research is helping shape policies to:

- \* detect and track drug use by criminal suspects;
- \* improve the capacity to make more informed judgments about whether individual defendants or offenders represent an unacceptable danger to the community;
- \* provide policymakers confronted by vexing decisions on resource allocation with information about the most cost-effective and equitable policy options;
- \* educate criminal justice professionals about AIDS and its implications for those whose duties may put them in contact with individuals at high risk for developing the disease;
- \* reduce the chances of the recurrence of violence against victims of spouse assault;
- \* reduce the number of crime victims through new strategies for deploying police and strengthening their link to the communities they serve;

- \* increase the use of alternative sanctions for offenders, such as fines, house arrest, and electronic monitoring; and,
- \* measure the effects of various approaches with greater precision and understanding of costs and benefits. (For example, National Institute research has shown that the cost incurred by releasing repeat offenders into the community is likely to be many times greater than the cost of confining them.)

#### AIDS

In response to the concerns of the Reagan Administration and under the direction of the Attorney General, the National Institute has responded with urgency to the concerns of criminal justice professionals who may come into contact with offenders and others at high risk for developing Acquired Immunodeficiency Syndrome (AIDS). The startling increase in seropositives among intravenous drug users and prostitutes indicates criminal justice workers will have a disproportionate contact with HIV-infected individuals. Since 1985, the National Institute has worked with the Centers for Disease Control and public health officials to provide authoritative medical information about AIDS to criminal justice professionals.

Because the AIDS crisis continues to affect an increasing number of individuals, the National Institute created the NIJ AIDS Clearinghouse. Criminal justice professionals can call the clearinghouse to obtain current medical information and policy guidance on AIDS. In less than six months of operation, the clearinghouse has responded to almost 1,500 requests from criminal justice officials for current information on AIDS and AIDS-related policies and procedures.

In 1985, the National Institute published the first authoritative data on the disease's ramifications for criminal justice. AIDS in Correctional Facilities: Issues and Options reported on a survey of all 50 state correctional departments, the Federal Bureau of Prisons, and 33 large city and county jail systems. As the incidence of AIDS increased during 1986 and research progressed on the nature and modes of transmission of the AIDS virus, the National Institute published a new report in Fiscal Year 1987, Update: AIDS in Correctional Facilities, 1986, which addressed many new issues faced by correctional officials. The National Institute will update this report annually.

Another special report, AIDS and the Law Enforcement Officer: Concerns and Policy Responses, gave law enforcement professionals the evolving facts about AIDS and how to apply this information to the day-to-day realities of law enforcement operations. The report draws on law enforcement experience with

hepatitis B and other communicable diseases to help law enforcement workers carry out their duties as safely as possible. The National Institute also studied AIDS issues in probation and parole, and the results soon will be published.

In addition to answering questions, the clearinghouse will collect information developed by the Centers for Disease Control and other agencies of the U.S. Public Health Service and the Department of Justice, as well as materials prepared by professional associations.

In conjunction with the clearinghouse, the National Institute is also sponsoring publication of an AIDS Bulletin. Authored by medical and criminal justice experts, the AIDS Bulletin summarizes, in shorter format, what is known to date about AIDS and how it affects criminal justice agency policies. To date, the National Institute has published: The Cause, Transmission and Incidence of AIDS; Risk of Infection with the AIDS Virus through Exposures to Blood; Precautionary Measures and Protective Equipment; and AIDS and Intravenous Drug Use. Future issues of the AIDS Bulletin will address legal issues as well as education and training.

#### DRUGS AND CRIME

In 1986, illicit drug use and related crime cost an estimated \$59.7 billion. National Institute research reveals the dramatic increase in the cost imposed by drug abuse. It is not a victimless crime as some once thought. Its effects are felt by many innocent Americans. The enormous annual toll includes costs of treatment, illness and premature death, accidents, welfare programs, reduced productivity, and lost jobs, in addition to related crime with its costs to victims and the criminal justice system.

As difficult as the solutions to this national problem may be, National Institute research has designed strategies for increasing the attack on illegal drug use and diminishing the demand for drugs by criminals.

Tracking drug use by arrestees. Research indicates that illicit drug use accelerates individual crime careers. During Fiscal Year 1987, the National Institute launched a new Drug Use Forecasting System (DUF). For the first time, DUF offers a way to detect and track drug use trends among those suspected of crimes.

Every three months, a new sample of about 200 arrestees in each participating city provides voluntary and anonymous urine samples. Because drug use estimates will be based on urinalysis results rather than on self-reports, the DUF system offers the most objective information available on drug use by suspected criminals. DUF is already operational in 12 cities: San Diego,

Portland (Oregon), Phoenix, Houston, New Orleans, Indianapolis, Washington, D.C., New York, Chicago, Detroit, Los Angeles, and Ft. Lauderdale. At least 25 cities altogether are expected to participate in the program in 1988.

Initial data from DUF found that from 53 to 79 percent of men arrested for serious crimes in the 12 participating cities tested positive for illicit drug use.

Information on drug use trends has a host of applications. Research has shown that heavy drug use can boost an individual's crime rate. DUF will allow cities to detect drug epidemics at an earlier stage, to plan better allocation of resources for law enforcement, treatment and prevention, and to measure the impact of their efforts to reduce drug abuse and crime. At the national level, DUF will offer a far more accurate and comprehensive picture of drug use trends among arrestees.

**Other drug testing research.** Mandatory drug testing appears to be the best available method to ensure that released defendants remain drug-free and thus less likely to jeopardize public safety. New research is assessing the potential of drug screening for reducing the risk posed by convicted felons in intensive probation supervision programs.

A principal policy concern is the relationship of drug use by youths to subsequent criminal careers, as well as the role of certain drugs as gateways to drug dependency and crime. A National Institute study is analyzing a Washington, D.C., juvenile drug testing program. All juveniles arrested for serious offenses are given urine tests to detect the presence of marijuana, phencyclidine (PCP), cocaine, and heroin. Arrested juveniles who test positive will either be placed in treatment or subjected to periodic testing to ensure that they remain drug-free while in the community awaiting juvenile court action. Juveniles sentenced to probation terms are also assigned to treatment or periodic testing. The research will focus on the results of close supervision and testing to reduce both drug use and rearrest rates.

Urinalysis technology can detect drug use within two or three days of use, but analysis of a few strands of hair offers the potential to detect drug use that has occurred over a much longer period of time. The National Institute is exploring the use of this new technology to determine if it can be applied economically on a wide scale in order to expand the criminal justice system's ability to detect and monitor illicit drug use.

**Disrupting supplies.** Research has also focused on interdiction of the drug trade by disrupting supply networks. Data on state and local drug unit policies and operations and the characteristics and vulnerabilities of wholesalers are being used to determine the techniques and conditions that have led to major arrests and prosecutions.

Using one new approach drawn from the laws of commerce and economics as disincentives to effective marketing and distribution of drugs, the National Institute is analyzing police crackdowns on street-level heroin trafficking. Results from one study in Lynn, Massachusetts, indicated that disruption at the point of purchase lowered rates of both drug sales and of related property crime.

**Effects of treatment.** Much can still be learned about the effects of drug treatment programs. The National Institute of Justice, in cooperation with the National Institute on Drug Abuse, explored the impact of treatment in a national sample of clients in the Treatment Outcome Prospective Study. The research found that crime was lower after treatment, and that the savings in crime-related costs were at least as great as the cost of the treatment programs.

#### CONTROLLING CAREER CRIMINALS

Identifying career criminals requires examination of criminal careers of all offenders: what makes them start committing crimes, what makes them commit crimes at higher or lower rates at various times, and what makes them stop.

**Human Development and Criminal Behavior.** Understanding the nature of criminal behavior is severely limited by the lack of integrated knowledge about childhood, youth, and adult development. The National Institute has launched a research project, supported jointly by the John P. and Catherine T. MacArthur Foundation, to plan a long-range effort to assess the causes of antisocial behavior. The role of parental discipline in child rearing, the effect of drug use as a cause and a consequence of criminal behavior, the influence of peers on the development of delinquency, and the nature of employment and other economic influences in career choices will be considered. This long-term research will eventually lead to testing the effectiveness of intervention strategies.

**Active property offenders.** Research was undertaken to determine whether current apprehension tactics and sentencing practices are based on faulty assumptions about how offenders learn their trade, how they calculate their risks and gains, and how they go about selecting their targets. The outcome of this research could help reshape law enforcement policies against property crimes.

**Identifying Child Sex Abusers.** The National Association of Attorneys General and the American Bar Association have proposed model legislation to give employers access to applicants' criminal records of sex offenses. National Institute staff researchers are surveying public school employment nationwide to determine whether school districts are in compliance with existing state law in this area, what screening mechanisms they

currently use for job applicants, and whether the proposed model legislation would resolve current shortcomings. Preliminary results show extensive use of more informal and noncriminal justice system sources of information in employee screening.

#### **ORGANIZED AND WHITE-COLLAR CRIME**

Organized and white-collar crime, though less visible than violent predatory crime, are no less menacing to society. In recent years, members of organized crime groups, narcotics traffickers, and other sophisticated criminals have increasingly utilized "money laundering" procedures to conceal illegal profits to avoid taxation and criminal forfeiture sanctions.

Federal enforcement units have gained considerable experience in the detection and investigation of money laundering, but most state and local agencies need greater expertise to adequately respond to these ploys.

One publication prepared during the year was Illegal Money Laundering: A Strategy and Resource Guide for Law Enforcement Agencies. Specifically aimed at state and local law enforcement administrators, it will help guide them in initiating money laundering enforcement programs. The report describes the resources and skills required and provides a reference list of Federal agencies and other sources of technical assistance and case referral.

Ongoing research is examining organized crime indictments and related information of public record. Investigators and prosecutors experienced in RICO cases are being interviewed to uncover the various criminal enterprises, masquerading as legitimate business activities, that are engaged in by organized crime groups. A manual will be published explaining how these activities make organized crime vulnerable and suggest investigative and prosecutorial strategies to exploit these weaknesses. The report will recommend strategies legitimate businesses can take to prevent organized crime infiltration.

The National Institute also published the proceedings of its symposium on organized crime control policy, practice, and research. Noting the important advances in Federal legislation and law enforcement operations, participants stressed the need to adapt and apply what has been learned at the Federal level to state and local operations.

By stifling competition and/or extorting suppliers, organized crime's infiltration of certain industries imposes significant costs on both customers and firms. The National Institute publication, Racketeering in Legitimate Industries: A Study in the Economics of Intimidation, offers examples of the kind of restructuring needed within vulnerable industries to reduce the influence of racketeering on legitimate business.

## PUNISHMENT AND CONTROL OF OFFENDERS

The burgeoning number of convicted criminals has put tremendous pressure on the correctional system. Thirty-eight states have court-ordered "caps," limiting their prison population and narrowing the disposition options available to courts. Judges are often presented with a choice between maximum control in a crowded prison, or probation, which often amounts to little or no control of a convicted felon. Research is examining this imbalance and seeking ways to broaden judges' options by testing intermediate sanctions that avoid imprisonment, but provide more certain punishment and control than traditional probation.

**Felony probation.** Intensive probation supervision (IPS) programs are being tried in a number of jurisdictions to provide more control over offenders in the community, and to keep them focused on more productive and less threatening behavior. These programs invoke strict curfews and require offenders to maintain employment, receive counseling, provide community service, remain drug and alcohol free, and make restitution to their victims.

The effects of such programs are being studied in Georgia, New Jersey, Massachusetts, and Oregon. In Georgia, evaluations found the IPS approach to be cost-effective and to pose less risk to public safety than ordinary probation. Offenders in IPS committed fewer and less serious crimes than comparison groups of regular probationers and those released from prison. Consistent with the Georgia findings, participants in the New Jersey IPS program were rearrested less frequently than those from a comparable group of prison releasees; moreover, the IPS program cost New Jersey taxpayers less than incarceration.

Use of shorter periods of incarceration intensified by very strict discipline similar to military boot camp is being assessed, particularly for older juveniles and first offenders. If this proves to be as effective or more effective than longer term regular incarceration, the approach offers another intermediate sanction for some less serious offenders.

**Electronic monitoring.** Electronic monitoring--alone or with other means of intensive supervision--may be another useful form of intermediate sanction. The National Institute has several research projects investigating the development and use of electronic monitoring, including a field assessment of the equipment's reliability. The National Institute is also supporting three experiments that randomly assign offenders to electronic monitors or to an alternative sanction to examine the efficacy of electronic monitors as a sentencing tool.

This fiscal year, the National Institute published the first detailed study about both the number of electronic monitoring

programs that currently exist and the types of offenders monitored. Two years after the beginning of the first electronic monitoring program, there were 53 programs in 21 states monitoring more than 800 offenders.

Research is also looking at major problems confronting managers of prisons and jails, including the management of death-row inmates and the control of prison gang violence.

**Prison capacity.** Prison and jail capacity problems continue to be a serious issue for the entire criminal justice system, and they can eventually result in greater risk to the public. Many serious offenders are not incarcerated, while others are released before they complete their sentences.

As prison construction costs have soared, states and localities are hard pressed to expand corrections capacity. To help deal with this critical situation, the National Institute continued to share the best available information on ways to build or expand capacity faster and at less cost through the Corrections Construction Information Exchange.

A National Directory of Corrections Construction is a compendium of designs, construction methods, and costs for jails and prisons built between 1978 and 1986. It includes information on more than 250 prison and jail construction projects totaling \$3 billion in construction costs. A Construction Bulletin describes facilities that have demonstrated new techniques and substantial time and cost savings in constructing correctional facilities.

Lease-Purchase Financing of Prison and Jail Construction explains the complexities of lease-purchase financing in clear, understandable terms. The report compares purchase financing costs with those of traditional bond financing, and it tells administrators what information they need to evaluate the potential of lease-purchase financing in their jurisdictions.

**Privatization of corrections.** Privately-operated corrections facilities are no longer a concept but a reality in some areas. With actual experience to draw on, the National Institute commissioned the Council of State Governments and the Urban Institute to examine existing contract programs as a guide for other states and localities that want to consider this option.

The report offers practical advice to jurisdictions considering privatization, including the need to pay close attention to security responsibilities, protection of inmates, state or local governmental liability, and inmate selection criteria.

The study found that states are taking a cautious approach, using private operations to supplement but not supplant public corrections. The National Institute will continue to assess the growing experience with privatization in corrections and its cost-effectiveness.

## POLICING AND THE COMMUNITY

Rising costs and increasing demands on police have created a new climate in which law enforcement must work. To help police cope with these trends, National Institute research is testing new options for providing better service while conserving resources.

Last year, the Newport News (Virginia) Police Department was the real-life laboratory for one promising approach--problem-oriented policing. This approach emphasizes analyzing groups of incidents, finding the underlying cause, and deriving solutions that draw upon a wide variety of public and private resources. Newport News police used this approach on three longstanding problems with dramatic results. Downtown robbery was reduced by 39 percent, burglaries in an apartment complex by 35 percent, and thefts in a shipyard parking lot by 53 percent.

Research is now being sponsored in three other cities to learn whether similar results will be obtained under different police management styles and with different local problems.

New strategies and policy ideas about community-based policing are emerging from the Executive Session on Policing at Harvard University. The Executive Session is funded by the National Institute and several private sources, including the Mott and Guggenheim Foundations. To disseminate the concepts, the National Institute will publish Perspective on Policing on topics such as the evolving strategy of police, managing relations with the community, community policings' impact on serious crime, drug policy and community policing, and fear of crime.

A recent study determined that 64 percent of calls to the Minneapolis Police Department last year came from just 5 percent of the identifiable addresses in that city. If recurring calls absorb police time, it is more difficult for law enforcement officers in urban areas to concentrate on more serious problems, such as narcotics pushers, dangerous repeat offenders, and serious domestic violence. The report demonstrated the need for police to analyze their workloads more carefully and to identify chronic calls that tie up a large portion of their resources.

To find out what approaches other cities with heavy repeat calls for service to police can consider, a special unit will examine all calls at each chronic site. The Repeat Call Address Policing (RECAP) unit will work with property managers, owners, and residents to solve problems and suggest ways to diminish the disproportionate amount of time and resources these calls require.

Another new police/community interactive strategy is being tested in the City of Chicago. Computer-generated maps distributed throughout the community designate where and when

specific crimes are occurring in specific neighborhoods. Results thus far indicate increases in police-community interaction and community crime prevention.

**Management.** Speculation about drug abuse on a police force can erode the integrity of departments and the public respect and trust that the vast majority of officers have earned. Yet the development of drug testing policies and implementation of drug testing procedures can involve a host of legal, ethical, medical, and labor relations issues. To help law enforcement administrators cope with these issues, the National Institute launched an effort to learn how departments are currently dealing with drug testing.

The resulting report reviewed the use of drug testing in 33 major police departments. Legal and union issues relating to testing, as well as the technology itself, are described. The report also summarizes private industry's approach to the problem and alternatives used by police administrators to deal with officers found to use drugs.

Research found that responding to domestic disturbances poses a lower risk of police officer fatalities than any other type of law enforcement activity. Contradicting the belief that intervening in disputes between family members is particularly dangerous for law enforcement personnel, the researchers found the most dangerous police assignment is responding to robbery calls. Because domestic disturbances do not pose the serious threat that was previously assumed, police managers can focus officer attention and training on improving the effectiveness of their responses to victims' needs.

Line-of-duty deaths of police officers are a serious blow to their department and the community. Because they hit the spouses, children, and parents of the slain officers the hardest, the National Institute sponsored research to help them. The study found that departments need to establish formal procedures to assist survivors and respond to their emotional and psychological needs as part of the department's responsibility. Implementing effective procedures and immediate and continuing responses by police departments have had a definite impact on the well-being of survivors.

**Police sciences and forensics.** Police are three times more likely to clear a case when forensic evidence is used. Given this figure, and despite very real advances in forensic science, its potential is still not being fully realized by criminal justice. The National Institute conducted two nationwide studies of when and how forensic evidence is used at various stages of the criminal justice process.

Researchers urged greater funding of crime laboratories with increased resources to broaden caseload capacities of crime laboratories beyond predominant analysis of drug and alcohol

evidence. The report also suggested that prosecutors should become more comfortable with scientific evidence, that it should be used more aggressively in the courts, and that its content, rather than its mere presence, should be given greater attention in the proceedings.

Another promising endeavor in the forensic community has been the movement to adapt recent scientific advances, DNA "fingerprinting" in particular, for applications in criminal justice areas. DNA (deoxyribonucleic acid) is a chemical component of living cell nuclei that, like a fingerprint, is unique to each person, and that may be obtained from samples of hair, blood, and other bodily tissues and fluids. Although accepted in civil courts in paternity issues, DNA "fingerprinting", and its potential for near-absolute identification of biological evidence to individuals, has proceeded slowly in criminal cases because of unfamiliarity and difficulty with the medically-related techniques involved.

The National Institute is supporting research to simplify current techniques and demonstrate their validity. Use of new technologies should eliminate the need for large sample sizes required for identification of blood or other evidence available to criminal justice investigators. Similarly, methods are being tested that do not employ radioactive isotopes. This research is being undertaken in close association not only with biological research organizations, but also with crime laboratories to provide practical case experience with the new technologies. The research also includes expanded training for laboratory personnel.

Other technological research sponsored by the National Institute includes the Paperless Information System Totally On-Line (PISTOL) and Computer-Assisted Voice Identification System (C.A.V.I.S.).

PISTOL is testing a new electronic police report, which beat officers prepare on a lap computer, easing the task of collecting data and preparing police reports at the crime scenes.

Project C.A.V.I.S. is developing an automated computerized system capable of comparing and identifying a recorded unknown voice in cases ranging from lewd and threatening phone calls to kidnapping, extortion, and murder. So far, the system has successfully discriminated among a limited homogeneous population of male speakers over random telephone transmission lines. Further research is expanding these successful techniques to a larger population.

**Spouse Assault.** Past research has indicated that in 85 percent of all family homicide cases, the police had been called to the scene at least once; in 50 percent of the cases they had been called five times or more. Current research found arresting spouse assaulters reduced subsequent violence more effectively

than approaches such as mediation or removing the offender from the home for a short period. The National Institute is continuing research in six jurisdictions to test conditions under which arrest and other police responses are the most effective.

**Special Populations.** The public repeatedly calls on law enforcement officers for assistance with people who are mentally ill, drunk in public, or homeless. The National Institute assessed the experience of 12 communities where law enforcement agencies and the social service system have formal networks to coordinate responsibility in handling these special populations. For law enforcement agencies, networking saved time, reduced danger, and increased job satisfaction.

In another project, a specialized police unit implemented an innovative series of guidelines and principles in managing mentally-disturbed individuals. The disruptive and assaultive behavior of these mentally ill men had led to repeated arrests and incarcerations and to multiple involuntary psychiatric hospitalizations. By combining crisis response and resolution, client advocacy, resource management, and social support, the approach reduced the number of arrests and involuntary hospitalizations for the mentally-disturbed young males in the study. The results suggest this model of intervention is a cost-effective means of management, acceptable and adoptable by clients, criminal justice officials, and public mental health agencies facing similar concerns.

#### COURT EFFICIENCY AND EFFECTIVENESS

Justice is discounted when the pressure to reduce court backlogs and delays results in an increase in plea bargains. Yet there has been little room in public budgets to support increases in judicial resources proportionate to the growth in caseloads. Research sponsored by the National Institute assessed six programs that use volunteer lawyers, "judicial adjuncts," to augment judicial resources. The evaluation found the use of these volunteers can increase the number of dispositions, reduce time to disposition, improve bench-bar relations, and provide attorneys with a new understanding and appreciation of the judges' role.

Research also measured the success of two New Jersey jurisdictions' efforts to reduce processing time and lower overall costs. One jurisdiction modified case disposition by screening less serious felonies within the first 24 hours and redirecting many to lesser courts. The other retained its case disposition process, but advanced information-gathering to an earlier stage where it could have a more substantial effect on subsequent case processing. Both approaches succeeded in shortening case time and cutting case costs, without affecting the quality of justice and without detrimental impact on law enforcement or corrections.

Researchers analyzed the effectiveness of rules for Federal court administration and the Federal Speedy Trial Act. Both these initiatives contributed to dramatic initial and continued reduction in the time to disposition in Federal criminal cases.

A report was prepared on the development and impact of the movement toward alternative dispute resolution. About 180 cities and towns across the Nation have established community dispute resolution centers using conciliation, mediation, and arbitration as a faster and less expensive alternative to traditional methods for diverse caseloads of relatively minor civil and criminal matters. Because these centers offer people with conflicts easy access to an impartial judge, hearing officer, arbitrator, or mediation professional, they reduce sources of potentially damaging conflicts and personal retribution. Interestingly, even when Federal startup funds for the centers had been exhausted, local communities continued to support the programs.

**Sentencing.** Courts in Europe have developed the use of the "day fine" to bring a fair schedule to the assignment of fines. Using this concept, fines have become a serious penalty in Europe, one that can be severe enough to constitute real punishment and so carry a deterrent and rehabilitative message. Preliminary research sponsored by the National Institute has laid the foundation for increased use of fines in criminal cases by assessing the concept of "day fines" and outlining improved collection and enforcement mechanisms. Continued research will assess the effectiveness of "day fines" as a viable sanction.

Sentencing guidelines have been developed and implemented in states to help reduce disparities in sentences and enhance fairness in case outcomes. Evaluation of the Minnesota Determinate Sentencing System analyzed sentencing and prosecutorial practices and surveyed criminal justice officials. The guidelines were seen as having become a fact of life. Compared to pre-guideline practice, the researchers said sentencing in Minnesota is now more uniform and predictable. Violent offenders are more likely to be imprisoned than before the guidelines were initiated.

**Search warrant practices.** In 1984, the Supreme Court ruled that the exclusionary rule need not apply to evidence obtained by law enforcement officers who acted in good faith on a search warrant properly issued but later found to be defective. A National Institute study found that, as of five months after the ruling, neither the search warrant processes nor the number and content of warrants had changed. The impact on judicial suppression of evidence was virtually nonexistent.

**Indigent Defense Programs.** Research found that state and local courts can do much to reduce indigent defense program costs. Virtually all criminal court defendants are entitled to have

publicly paid lawyers if they lack funds to hire their own counsel. A detailed study of three indigent systems recommends improved screening to precisely ascertain a defendant's assets, and systematic efforts to make those with funds contribute to their defense. These are viable and practical means of controlling expenses.

#### HELPING VICTIMS OF CRIME

Victims of crime are central in the criminal event, worthy of concern and compassion, as well as essential to the process of bringing criminals to justice.

**Victims of domestic violence.** Judges play a critical role in the criminal justice response to family violence. Research examined what information judges are given about batterers and battering behavior. The resulting report reviewed current practice and various options available to judges in hearing and deciding these cases. These include restricting the defendant's access to the victim during the pretrial period, communicating judicial concern about domestic violence to both the victim and the defendant, and considering a range of dispositional alternatives in an effort to impose sentences that reflect both the seriousness of the crime and the needs of the victims and other family members.

**Victims' rights.** Nineteen states have adopted the allocution right for victims--the right of victims to present their views at sentencing and parole hearings. A study of California courts found that less than 3 percent of eligible victims actually did appear, in part because fewer than half the victims were aware they had such a right. The study highlighted the inadequacy of notification procedures and pointed out areas for improvement. Victims regarded the right as important, but wanted information about the status of the case against the defendant as much as they wanted to participate.

**Restitution.** Restitution carries with it the moral imperative of a society based on the principles of justice. The National Institute sponsored an analysis of restitution programs to guide officials interested in developing or improving their own projects. The report addresses the complexities of developing, implementing, and maintaining working programs, using four models of restitution that are illustrative of successful efforts.

#### RESEARCH INTO PRACTICE

Research cannot be successful without communicating results to those who can put them to use. The National Institute sees this as both a responsibility and an opportunity to establish links with the wide range of audiences within the criminal justice field and to influence both policy and practice.

## Publications and Conferences

The National Institute publishes several series of concise analyses of important research findings or program implications, each designed for the individual needs and perspectives of the criminal justice audience for which it is intended.

Over 30 titles have been published in the Research in Brief series. Among the most recent are: Use of Forensic Evidence by the Police and Courts; Victim Appearances at Sentencing Under California's Bill of Rights; The Armed Criminal in America; and Predictions of Dangerousness in the Criminal Law. The Research in Action series has over 20 titles. Recent publications in the series are: Using Dolls to Interview Child Victims; Legal Concerns and Interview Procedures; AIDS and the Law Enforcement Officer; and The Effects of 'U.S. v. Leon' on Police Search Warrant Practices.

The Construction Bulletin series contain concise case studies of how states and localities have used new techniques in construction, design, financing, or planning of new prisons and jails. Titles published this year include: Acquiring New Prison Sites: the Federal Experience; Inmates Build Prisons in South Carolina; and California Tests New Construction Concepts. Issues and Practices in Criminal Justice is another publication series of the National Institute of Justice. Designed for the criminal justice professional, each Issues and Practices report presents the program options and management issues in a topic area based on a review of research and evaluation findings, operational experience, and expert opinion in the subject. The intent is to provide criminal justice managers and administrators with the information to make informed choices in planning, implementing, and improving programs and practice. Some of the Issues and Practices titles published this year are: Investigators Who Perform Well; Serving Crime Victims and Witnesses; Public Policing - Privately Provided; Cracking Down on Arson; and Caseweighting Systems for Prosecutors: Guidelines and Procedures.

Two issues of Prosecutor's Perspective, a semiannual review of prosecutor-related research, were also published under the auspices of the National Institute. The issues discussed career criminals and drug enforcement and prevention strategies.

Three more volumes were published in the Crime and Justice series. In addition to the annual review of research, two volumes presented the latest international research on specific topics, such as Communities and Crime and Prediction and Classification.

National conferences were held to share information and concerns on key issues in criminal justice. The National Institute sponsored a "Policing State-of-the-Art" conference. The third

in a series, it was conducted for 275 police executives, researchers, and other government officials. A "Judicial State-of-the-Art" conference, "Presiding in Criminal Court," was held with 250 judges, researchers, and other court-related attendees. A national symposium on community institutions and inner-city crime was also held in Fiscal Year 1987.

"Police Management Workshops" were conducted for nearly 1,000 law enforcement superior officers representing nearly 300 departments. Implementation assistance was also offered to police officials interested in Differential Police Response.

The Attorney General's Conference on "Less-than-Lethal-Weapons" also was sponsored. The philosophical and policy rationale for development of a less-than-lethal weapon was presented and followed by recommendations of the conferees.

Crime File is an innovative videotape series that outlines important research findings on critical issues for criminal justice and the public. Due to the enormous success of Crime File in the criminal justice community, the series was expanded to 32 topics from the original 22. Among the new videos are: "Drug Trafficking," "Private Prisons," "House Arrest," "Probation," and "What Works--Research and the Police." The National Institute also has produced "Crime File Study Guides," offering succinct reviews of the subjects covered in the videotape series.

#### **Clearinghouse Services**

Through the National Criminal Justice Reference Service (NCJRS), the National Institute continues to expand dissemination efforts to the criminal justice community, reaching nearly 80,000 practitioners and policymakers during the past fiscal year. NCJRS gives members of the criminal justice community access to a data base of nearly 100,000 reference materials.

The National Institute has the most successful clearinghouse cost recovery program in the government. The operation of its successful fee-for-service program has allowed NCJRS to offset operating expenses with direct benefit to the government. Fee-for-service income reduced the costs of Federal funding of NCJRS by over \$500,000 in Fiscal Year 1987 alone.

Distribution of National Institute publications is also part of the clearinghouse operation. This fiscal year, more than 800,000 National Institute documents were distributed in response to requests.

NCJRS provides clearinghouse services on a cost-reimbursable basis not only for the National Institute, but for three other Office of Justice Programs components: the Office of Juvenile

Justice and Delinquency Prevention, the Office for Victims of Crime, and the Bureau of Justice Statistics. Integrating these separate services in one clearinghouse operation realizes cost savings totaling nearly \$1 million annually.

**Technology Assessment.** The Technology Assessment Program (TAP), serves as a consumer guide for law enforcement agencies. TAP developed life-saving lightweight body armor for law enforcement agencies, and continues to assess those products that offer the optimum efficiency and economy.

The TAP program develops performance standards for products ranging from low-cost items such as batteries to big ticket purchases such as state-of-the-art communications equipment. Published standards are made available to the criminal justice community. But with on-line access to TAP findings available to law enforcement agencies, it is possible for them to receive updated information without waiting for published findings.

The TAP Information Center disseminated results of its annual evaluation of police patrol package cars as well as testing of a number of police firearms.

Development of the lightweight body armor alone has saved more than 700 lives, with estimated cost savings in the millions of dollars. This year, TAP tested samples of 10-year-old bulletproof garments issued to selected departments by the National Institute to accurately determine shelf and use life. The test results will be available in early Fiscal Year 1988.

**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 (JJDP) Act of 1974 in response to national concern about juvenile crime and delinquency. The purpose of the Act was 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 coordinates activities and directs policy 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 from Federal agencies dealing with delinquency prevention.

In order to foster new approaches to delinquency prevention and control, OJJDP provides funds through its Discretionary Grant Program directly to public and private agencies and individuals. OJJDP also provides grants to the states through its Formula Grant Program to help them carry out the mandates of the JJDP Act for deinstitutionalization of status and nonoffenders, separation of juveniles from adults in detention facilities, and removal of juveniles from adult jails and lockups.

Throughout the fiscal year, the Office's National Institute for Juvenile Justice and Delinquency Prevention sponsored research on prevention, law enforcement, adjudication, supervision, and missing children. It also sponsored training for juvenile justice practitioners and provided 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 coordinates the activities of Federal agencies and of public and private organizations targeting these aspects of missing and exploited children.

During Fiscal Year 1987, OJJDP developed and implemented a planning strategy to ensure that its programs effectively addressed the needs of the juvenile justice community. The Office evaluated its current programs and consulted with juvenile justice experts outside the agency for advice in choosing topics to address. After examining both internal and external reviews, the Office decided to focus its research and development efforts on serious juvenile crimes, statutory mandates, statistics, and missing and exploited children. It then solicited and awarded grants for 17 new projects.

## STATE RELATIONS AND ASSISTANCE DIVISION

Through the State Relations and Assistance Division (SRAD), OJJDP's Administrator encourages state and local governments and private organizations to plan, establish, operate, coordinate, and evaluate juvenile justice projects by awarding grants and contracts. 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, but in order to be eligible for formula grant funds, states must demonstrate acceptable levels of compliance with Section 223(A)(12), (13), and (14) of the JJDP Act. This Section calls for 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. While monitoring each state's compliance with these guidelines in order to determine its eligibility for formula grant funds, SRAD also provides technical assistance to help states that have difficulty achieving compliance.

### Formula Grant Program

Formula Grant Program funds awarded to eligible jurisdictions are calculated according to the size of each jurisdiction's population under age 18. The minimum allotment to any of the 50 states, the District of Columbia, and the Commonwealth of Puerto Rico is \$225,000, while the minimum allotment to the Virgin Islands, Guam, the Commonwealth of the Northern Marianas, American Samoa, and the Trust Territories of the Pacific Islands is \$56,250.

Of the 57 jurisdictions eligible to participate in the Formula Grant Program, 52 participated during Fiscal Year 1987. These states and territories collectively received formula grant awards totaling \$42,960,000. In March 1987, Nevada became the most recent state to participate.

The major emphasis of state programs has been alternatives to secure confinement for status offenders and nonoffenders and the separation of juveniles from adult offenders in institutions, with a goal of completely removing juveniles from adult jails and lockups by 8 December 1988.

States and territories participating for five or more years were required to be in full compliance with the Act's mandate on deinstitutionalization in order to maintain eligibility for 1987 Formula Grant Program funds. Fifty of the 52 participating jurisdictions have participated for five or more years. Based on data from Fiscal Year 1985, the last year for which complete data are available, 48 states and territories were in full or substantial compliance with this mandate.

With the mandate requiring the separation of juveniles from adults, 41 states and territories were in compliance, seven were making progress, and four had unresolved issues.

All states and territories were required to demonstrate at least a 75 percent reduction in the number of juveniles held in adult jails and lockups by 8 December 1985. Based on the Fiscal Year 1985 data, 19 states and territories were experiencing difficulty in achieving compliance with the jail removal requirement.

#### Technical Assistance

During the year, OJJDP continued to provide technical assistance to help states comply with the JJDP Act requirements. Nationwide assistance was provided to improve the preadjudicatory handling of juveniles and to search for alternative detention policies, practices, and facilities. Sixty-four technical assistance requests were completed or were in progress at the end of Fiscal Year 1987.

#### Audits of State Monitoring Systems

As required by Section 204(b)(7), added by Congress in 1984 to the JJDP Act, OJJDP undertook an audit of each participating state's system for monitoring compliance with the mandates for deinstitutionalization, separation, and jail removal. As of December 1987, audits were completed in 35 states and territories. Preliminary findings from the audits suggest that most states are doing a better than average job of monitoring juvenile detention centers and adult jails. Thus far, juvenile detention centers and adult jails are cooperating voluntarily, as are other state agencies authorized to monitor these facilities for compliance with state laws.

Some improvement is needed in monitoring law enforcement lockups and in applying statutory and regulatory exceptions during monitoring. With rare exception, state agencies, including the JJDP formula grant agency, are not authorized to monitor lockups.

#### Jail Removal Initiative

To ensure that juveniles taken into custody do not suffer undue physical and psychological harm from adults or from environmental factors while in confinement, Congress amended the Juvenile Justice and Delinquency Prevention Act in 1980. The amendment specified that juveniles not be confined in adult jails and lockups, and requires states participating in the Formula Grant Program to take steps to ensure the removal of juveniles from such facilities. A program entitled, "Removal

of Juveniles from Adult Jails and Lockups: Assistance for Selected States Currently Not in Full Compliance with Section 223(a) (14) of the Juvenile Justice and Delinquency Prevention Act (JJDP) Act of 1974, as Amended," was designed to assist a selected number of states not in full compliance with this provision. Some \$1 million of 1987 discretionary money was awarded to 20 states to implement a statewide jail removal strategy designed to bring the states into full compliance by 8 December 1988.

Implementation of this initiative by the participating states will be accomplished in two steps: (1) identification of current barriers to compliance, followed by strategy development, and (2) strategy implementation. Technical assistance and training in development and implementation of the strategy are being made available by an OJJDP contractor, Community Research Associates. The technical assistance and training provided will disseminate knowledge about effective strategies used by states to achieve full compliance with the jail removal requirement.

#### Assessment of Management and Implementation of the Formula Grant Program

An assessment of the management and implementation of the Formula Grant Program was conducted by Community Research Associates between January and May 1987. The assessment examined the processes used by OJJDP and participating states to implement the formula grant provisions of the Act, in order to improve technical assistance and training by technical assistance contractors and SRAD staff.

The assessment also examined the impact of the Formula Grant Program in participating states. The assessment was a composite of 20 survey reports and interviews with SRAD staff conducted by a team of individuals with extensive experience in the JJDP Formula Grants Program.

It recommended the following, which are being implemented and slated for completion by 31 March 1988:

- \* developing a "Formula Grant Program Manual" to support program implementation by state agencies;
- \* completing the "State Representatives' Procedural Handbook";
- \* developing a "Technical Assistance Resources Manual";
- \* developing a comprehensive training plan with appropriate curricula and training schedules;
- \* developing an automated computer system and database to support program management;

- \* developing technical assistance packages for grantee-supported evaluations and program monitoring; and,
- \* developing a strategy for marketing OJJDP priority programs.

### Training of State Advisory Groups

Assisted by Community Research Associates, the State Relations and Assistance Division provided training to three State Advisory Groups (SAGs). SAGs are required by the JJDP Act to advise the Governor and state legislature on juvenile justice issues, developing a comprehensive state juvenile justice plan, reviewing and awarding grants, and reviewing the progress and accomplishments of juvenile justice programs under their plans. The training involved one-and-a-half days of onsite training for 15 to 20 persons. A three-day training seminar also was conducted in Washington, D.C., by SRAD staff for 18 new state juvenile justice specialists in December 1986.

### SPECIAL EMPHASIS DIVISION

The Special Emphasis Division provides funds to foster new approaches to delinquency prevention and control. It develops and tests approaches in such areas as drugs, the chronic juvenile offender, school crime, and child exploitation. During Fiscal Year 1987, the Division implemented or continued support of the following major programs:

**Youth Drug and Alcohol Abuse:** Introduction of Effective Strategies Systemwide is a new program that was developed to help communities coordinate drug prevention and treatment activities. The grantee will conduct a conference of selected national private nonprofit organizations to define their constituencies' needs, explain their current and planned responses, and take steps to coordinate with each other and cooperate with the Federal Government in the present effort. The grantee will also develop a community planning process to address juvenile drug abuse and provide information about the most promising technologies in drug abuse prevention and treatment. Finally, the grantee will develop and test a training program for high school students, to help them organize programs to prevent drug and alcohol abuse in their schools.

**The Serious Habitual Offender Comprehensive Action Program (SHOCAP)** provides intensive training and technical assistance to a select group of communities to help their juvenile justice systems more efficiently identify, incarcerate, adjudicate, and supervise the serious habitual juvenile offender. SHOCAP is a comprehensive, cooperative information and case-management process for police, prosecutors, and schools, and for probation,

corrections, and social and community aftercare services. SHOCAP enables the juvenile and criminal justice systems to focus additional attention on juveniles who repeatedly commit serious crimes, by attempting to provide relevant and complete case information that will help judges make more informed sentencing dispositions.

The Private Sector Probation Program demonstrates the feasibility of private-sector probation services currently provided by the public sector. Six communities have been selected to form "Juvenile Justice Partnerships" to develop and implement contracts between local public probation and private agencies. During the second 18-month period of this initiative, the National Office of Social Responsibility (NOSR) will conduct two-day regional training sessions in selected jurisdictions throughout the country to disseminate information gained from the program during the initial period.

The Private Sector Corrections Program continued operations in Fiscal Year 1987. The program is designed to test the effectiveness of innovative private sector corrections projects, compare them to more traditional corrections programs, identify effective management techniques used by private contractors, and document impediments to the effective use of innovative private sector corrections programs for juveniles.

The National Center for the Prosecution of Child Abuse, originally funded in 1985, received continuation funding in Fiscal Year 1987. The Center is 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 the procedures for dealing with children who have been victims of physical and sexual abuse. It is designed to help prosecutors dealing 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 produced a manual on the investigation and prosecution of child abuse cases that it distributed to more than 1,200 prosecutor's offices throughout the country.

Cities In Schools, a public-private partnership that addresses the problems of dropouts and school violence, is supported by OJJDP through an interagency agreement with three other Federal agencies. Funds or services are being provided by the Department of Labor, the Department of Health and Human Services, and the Department of Education. The program is designed to reduce school absenteeism and dropout rates by coordinating services for at-risk youngsters. During Fiscal Year 1987, the program was expanded to encompass youth employability, self-reliance, and independence, and it developed and maintained a working relationship with the Department of Labor's Private Industry Councils.

The National Center for Missing and Exploited Children (NCMEC) also continued to receive support during Fiscal Year 1987. The Center operates a national toll-free telephone line (800/THE-LOST) through which individuals may report information about missing children. It also operates a national resource center and clearinghouse that provides technical assistance to agencies and individuals who work with missing children programs. In addition, the Center coordinates public and private programs that locate, recover, or reunite missing children with their legal custodians, and it disseminates information about innovative and model missing children's programs, services, and legislation.

A Missing Children's Private Volunteer Organizations (PVO) initiative was supported during Fiscal Year 1987, in accordance with the Missing Children's Assistance Act, Title IV, Section 406(a)(1), (2), (3), (4). The program helps PVOs establish or expand their services to prevent the abduction and sexual exploitation of children and provide information to assist in the location and return of such missing children. The funding aims to help defray the operational costs of such services, and help PVOs become more effective in serving the needs of missing children and their families.

#### 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 monitors trends in delinquency, sponsors research to improve the understanding of the causes of delinquency and the development of criminal careers, and evaluates the effects of juvenile justice policies and programs. During Fiscal Year 1987, it focused its efforts on such issues as drugs, missing children, and serious juvenile offenders. Outlined below are highlights of major research and program development activities conducted during Fiscal Year 1987.

Research examining the etiology of delinquent behavior and drug abuse provides the framework for the development of innovative prevention, intervention, and treatment strategies. During Fiscal Year 1987, the design and pilot testing stage of the Program of Research on the Causes and Correlates of Delinquency was completed. Three interdisciplinary research teams have been collaborating on the assessment of a wide range of risk factors faced by children between the ages of six and 17. Researchers are looking beyond established delinquency correlates (such as age, race, and sex) to investigate more practical (mutable) factors such as personality characteristics, drug use, family relationships, school experience, the community environment, peer/gang associations, and juvenile justice sanctions.

OJJDP and the National Institute on Drug Abuse (NIDA) jointly funded Research on the Etiology of Drug Abuse Among Ethnic and Minority Populations. This initiative includes five research projects on the extent, patterns, and prevention of drug abuse and identification of natural support systems in ethnic and minority communities with relatively high levels of crime. The results of these studies will guide the development of strategies to encourage these communities to mobilize against drug use.

The planning and development stage of the School Crime and Discipline Research and Development Program was also completed during Fiscal Year 1987. It is designed to develop and test the efficacy of improved disciplinary policies and procedures for reducing crime and disorder in the secondary schools. It calls for developing and implementing revised policies and procedures based on a careful analysis of relevant legislation, case law, and litigation against schools. The research includes an evaluation of the revised codes, as well as an assessment of the perceived effects of previous lawsuits on discipline and crime control practices. Surveys indicate that teachers in the study schools have a generally low level of understanding of the applicable district discipline codes.

RPDD continues to investigate the areas of child abuse, sexual exploitation, runaways, and abduction. Several research projects were funded under the Missing Children's Assistance Act. The Congress has mandated that a National Incidence Study of Missing Children be conducted to provide accurate and valid estimates of the number of missing children in this country. This study will determine for a given year the number of youths under the age of 18 who are victims of abductions by strangers or of parental kidnappings, and the number of children whose whereabouts are unknown to their legal custodians because they are runaways or missing for other reasons. A cooperative agreement for the National Incidence Study was competitively awarded to the University of New Hampshire.

A research initiative on Families of Missing Children: Psychological Consequences and Promising Interventions was awarded to assess the dynamic and psychological impact the missing experience has for both the family and the child. It will also document a variety of services currently provided by missing children programs and identify promising treatment alternatives for alleviating the psychological trauma suffered by the family during the period of the disappearance and after the recovery or nonrecovery.

The Child Victim as a Witness Research and Development Program was developed 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 require 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 will first 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 strategies that appear most promising for reducing the traumatization of child witnesses in their respective jurisdictions.

**A National Study of Law Enforcement Agencies' Policies and Practices Regarding Missing Children and Homeless Youth** is designed to 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. The first phase--a national survey of police practices--was completed in Fiscal Year 1987.

**Minorities in the Juvenile Justice System** will review recent research focused on processing minority juveniles through the juvenile justice system to determine to what extent minority status influences processing decisions. It will identify gaps in existing knowledge and establish an agenda for future research and policy development.

The final report on the study of the **Impact of Juvenile Court-Interventions on Delinquency Careers** was completed during Fiscal Year 1987. This project systematically examined various levels of court intervention on delinquent behavior, attitudes of juvenile offenders, and juvenile justice costs. Although the rearrest rates declined for probationers generally, there were essentially no differences in the level of timing of rearrest across probationers receiving significantly different levels of service.

RPDD is also funding two programs involving the treatment of juvenile offenders. The **Evaluation of Private Sector Corrections Initiative for Serious Juvenile Offenders** is assessing the capability of private organizations to operate effective correction programs for chronic serious juvenile offenders. The **Effects of the Deinstitutionalization of Status Offenders** program will determine what impact the deinstitutionalization of status offenders (DSO) has had on youth, parents, the juvenile justice system, and other youth-serving agencies.

#### **JOINT PROJECTS**

The Research and Program Development Division and the Special Emphasis Division designed several new joint initiatives during Fiscal Year 1987. Below is a brief description of these joint projects.

**Promising Approaches for the Prevention, Intervention, and Treatment of Illegal Drug and Alcohol Use Among Juveniles** is designed to help communities with high rates of adolescent drug and alcohol abuse identify and review promising juvenile drug programs, develop and test program prototypes, and provide training based on the prototypes.

Another project is aimed at strengthening parenting skills. The purpose of **Identification and Transfer of Effective Juvenile Justice Projects and Services: Effective Parenting Strategies for Families of High Risk Youth** is to reduce delinquency and drug abuse in youth by providing community agencies with information and skills to implement family strengthening programs for high-risk children and youth. This project will assess existing family-oriented programs that have demonstrated significant success in decreasing delinquency, drug use, or associated risk factors. Operation manuals and training and technical assistance will then be developed and provided to community agencies to help them implement programs that strengthen the parenting skills for parents of high-risk youth.

**Law Enforcement Handling of Juvenile Offenders** is a new program designed to address the problems police agencies confront in handling serious juvenile offenders. It will develop and test model decision-making policies and procedures to improve law enforcement's identification, screening, and referral of serious juvenile offenders, especially those who are involved with drugs. It also will improve screening and referral policies and procedures for diverting serious offenders who are not involved in drug use.

**The National Juvenile Firesetter/Arson Control Prevention Program** is designed to improve the capabilities of public/private institutions and state and local jurisdictions to control and prevent acts of juvenile arson. The project will develop and test prototype programs to control and prevent juvenile arson and to rehabilitate juvenile arsonists.

**The Juvenile Gang Suppression and Intervention Program** was developed to help combat the gang activity that has been seen for some time in major metropolitan areas, and that has recently begun to emerge in smaller-sized cities as well. This program is designed to develop effective, comprehensive approaches to suppress, control, and treat criminality among both established and emerging youth gangs.

**The Juvenile Corrections/Industries Venture** project will help juvenile corrections agencies establish joint ventures with private business and industries in order to provide new opportunities for vocational training of juvenile offenders. The project will provide correctional institutions with treatment alternatives that should encourage, motivate, and provide incarcerated offenders with more opportunities for vocational training, general education, and paid employment experiences.

Such alternatives also give offenders an opportunity to become accountable for their behavior by paying monetary victim restitution or payments to a victims' fund and contributing a portion of their wages to help cover the cost of their own care.

The Demonstration of Post-Adjudication Nonresidential Intensive Supervision Programs is designed to assist the field by identifying promising and effective post-adjudication intensive supervision programs, and by demonstrating the program models in selected sites. The project will (1) identify and assess operational or effective intensive supervision programs, (2) help selected localities implement effective intensive supervision programs for serious offenders by providing intensive training and technical assistance, and (3) disseminate effective post-adjudicatory nonresidential intensive supervision program designs for the supervision of serious juvenile offenders.

OJJDP is sponsoring an Intensive Community-Based Aftercare initiative to assess, develop, test, and disseminate intensive community-based aftercare program prototypes/models for chronic serious juvenile offenders who initially require residential care. The overall goal of the program is to reduce the incidence of crime committed by chronic serious juvenile offenders who are released from secure confinement.

**Victims/Witnesses in the Juvenile Justice System** is designed to help juvenile justice agencies establish specialized programs and services for victims and witnesses. Such programs can help the system respond to victims and witnesses, assure effective administration of justice, and increase victim satisfaction with the juvenile justice system. This project will determine what is currently known about victims and witnesses in the juvenile justice system, select the most promising models for serving them, and develop training and technical assistance for practitioners and policymakers.

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

The Training, Dissemination and Technical Assistance Division (TDTAD) is the other Division that makes up the National Institute for Juvenile Justice and Delinquency Prevention (NIJJD). 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, and for courts, public and private agencies, institutions, and individuals in planning, establishing, funding, operating, or evaluating juvenile delinquency prevention programs.

Major Fiscal Year 1987 Division activities were as follows:

The Restitution Education, Specialized Training, and Technical Assistance (RESTTA) Program provides information and assistance to juvenile courts and other juvenile justice agencies for developing, implementing, and improving restitution as a juvenile justice disposition. RESTTA helps to identify the most effective program components and to upgrade programs based on the latest available knowledge about what works best. RESTTA has helped nearly 500 juvenile court jurisdictions with restitution programs. Another 500 jurisdictions have been represented at RESTTA-sponsored training events. In addition, RESTTA has produced many documents, including A Directory of Restitution Programs and A Guide to Juvenile Restitution.

The Permanent Families for Abused and Neglected Children Program focuses national attention on the need for 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. The national foster care population dropped from an estimated high of 500,000 children in 1980 to an estimated 275,000 by the end of 1985. Permanency planning efforts are estimated to have saved between \$3.8 billion in state and Federal spending for foster care between 1978 and 1982.

A related program recruits and trains volunteers as Court-Appointed Special Advocates (CASAs). In 1987, 11,500 CASA volunteers served as advocates for more than 40,000 children during placement hearings. The CASA project has encouraged the development of 254 permanency planning projects in 43 states, the District of Columbia, and Puerto Rico. The National CASA Association (NCASAA) provides a national information clearinghouse, conducts public awareness campaigns, and hosts annual national conferences of CASAs. NCASAA also develops and distributes videotapes, public service announcements, and guideline manuals.

Exploring Careers in Law Enforcement and Criminal Justice is a part of the Boy Scouts of America's national Explorer program. Law Enforcement Exploring gives America's young people an opportunity to assess their interest in and potential for a career in law enforcement or the criminal justice system. Approximately one third of the participants choose careers in criminal justice. About 42,000 youths, both male and female, are involved in the law enforcement explorer programs. In addition, an anti-substance abuse program has been initiated nationwide.

The Police Operations Leading to Improved Children and Youth Services (POLICY I) Program is a three-day seminar for law enforcement executives that introduces management strategies for increasing departmental effectiveness by integrating juvenile services into the mainstream of law enforcement activities.

The Police Operations Leading to Improved Children and Youth Services (POLICY II) Program builds on the management principles of POLICY and demonstrates step-by-step methods by which these principles can be implemented to improve police productivity in juvenile justice. This workshop is designed for midlevel managers in a police department.

The Child Abuse and Exploitation Investigative Techniques Program is for law enforcement investigators who investigate child abuse, sexual exploitation of children, and missing children cases. It teaches state-of-the-art investigative techniques for building a case for prosecution.

The School Administrators for Effective Police Probation and Prosecutors Operations Leading to Improved Children and Youth Services (SAFE POLICY) Program is designed to bring together school leaders and law enforcement, prosecution, judicial, and probation personnel to share information, cooperate, and coordinate efforts to improve school safety, supervision, and delinquency prevention.

The Training and Technical Assistance in Organization and Administrative Management for Private Voluntary Organizations (PVOs) Involved with Missing and Exploited Children project of the Institute for Nonprofit Organization Management (INPOM) provided training and technical assistance to missing children's PVOs. During the year, INPOM conducted eight regional training programs--attended by 161 individuals from 99 agencies--and a four-day national conference.

The TDTAD also supports the Juvenile Justice Clearinghouse. During Fiscal Year 1987, there was an increased emphasis on disseminating information about OJJDP programs. The Clearinghouse mailed more than 12,000 copies of the 1987 Program Plan and 16 requests-for-proposal program announcements. The Clearinghouse also distributed more than 66,000 documents to the juvenile justice community.

In addition, special information packages and database searches were developed for state legislators, Congressional staff, researchers, trainers, and practitioners. Strong support of the technical assistance and training program was continued during 1987 with the increased use of the fee-for-service program to provide training information at a reasonable cost to practitioners and local training agencies on programs developed by OJJDP grantees. An automated calendar of events and increased workshop and conference support programs round out the Juvenile Justice Clearinghouse information dissemination program.

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 to establishing "National School Safety Week" and being responsible for the designation of the 1985-1986 school year as "America's Year of School Safety," the National School Safety Center has produced several films and public service announcements that have received more than 10 national and international awards for excellence. Their award-winning news journal, "School Safety," has been published 10 times (over 1,000,000 copies) and has been distributed to educational, legal, judicial, and law enforcement personnel, as well as members of Congress.

Law-Related Education (LRE) is a program of instruction designed to provide students with a conceptual as well as a practical understanding of the law and legal processes and to equip them with knowledge of both their rights and responsibilities. LRE materials provide a foundation for improved citizenship skills, enhanced ability to work within the legal system to settle civil grievances and to deal with criminal problems, reasoned understanding of the basis for rules, and favorable attitudes toward law enforcement and the justice system. Thirty-four states so far have joined the national program in implementing LRE statewide.

#### CONCENTRATION OF FEDERAL EFFORT PROGRAM

Through the Concentration of Federal Effort (CFE) Program, the Administrator of OJJDP coordinates Federal juvenile delinquency programs and activities that include cofunding projects, sharing information and technical assistance on promising approaches, and conducting quarterly agency briefings to avoid program overlap and duplication.

At the core of the CFE Program is the Coordinating Council on Juvenile Justice and Delinquency Prevention, which is operated and administered by OJJDP. The Council is responsible for coordinating juvenile delinquency programs and, in consultation with the Advisory Board on Missing Children, all Federal programs relating to missing and exploited children. During Fiscal Year 1987, the Council responded to President Reagan and his Administration's concern about drug abuse by developing a strategy to coordinate programs for youth. A number of significant projects and activities were implemented during the year.

Following is a brief description of some of the joint activities that have been initiated by the Coordinating Council this year:

- \* OJJDP and the National Institute of Justice (NIJ) are working together on several projects, including a program to assess the relationship between drug and alcohol abuse and delinquent behavior over time. The results will demonstrate the value of urine testing as a basis for determining appropriate intervention strategies for high-risk youth.

- \* NIJ and OJJDP are also discussing cosponsoring research on drug abuse patterns of inner-city youth. The results could be used to establish drug abuse prevention and control strategies for high-risk youth.
- \* The National Highway Traffic Safety Administration and OJJDP are funding a project to develop effective screening instruments to detect young drivers who may be involved in drug and alcohol abuse.
- \* NIJ and the Department of Education are sponsoring a "safe schools" program (initiated by OJJDP through the Coordinating Council) to help school administrators improve the safety of their school by combatting drug abuse and trafficking.
- \* OJJDP and the Bureau of Justice Assistance are funding a project of the Congress of National Black Churches to involve communities in the fight against drugs by encouraging the residents of high-risk communities to work together to decrease the demand for drugs, particularly among young people, and to end drug trafficking and crime.
- \* OJJDP and the Boys Clubs of America are working to establish Boys/Girls Clubs in public housing projects to help teach youth how to say no to drugs. OJJDP is working with the Department of Housing and Urban Development on this project.

#### MISSING 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 third year of the program.

Funding begun in prior years continued in Fiscal Year 1987 for several research and development projects: (1) Police and Missing Children: Findings for a National Survey, (2) Child Victim as Witness, (3) Psychological Consequences of Abduction and Sexual Exploitation, and (4) National Incidence Study on the numbers of missing children.

Other continuing priorities include assistance to state clearinghouses for missing and exploited children and assistance to nonprofit missing children's organizations. OJJDP also announced that funding will 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, and for the Institute for Nonprofit

Organization Management, which serves as a national resource center for and provides training and technical assistance to nonprofit missing children's organizations.

New program priorities include: (1) prevention; (2) training for local officials in preventing and responding to the exploitation of children; (3) training and policy development for law enforcement administrators and judges on missing and exploited children policies and procedures, and (4) comparative systems responses to the return of missing children to their families.

In addition, during the year, the Attorney General's Advisory Board on Missing Children prepared its annual comprehensive plan, which was submitted to the President and the Congress. This Board advises the Attorney General and the OJJDP Administrator on issues related to missing children and on Missing Children's Program priorities.

## OFFICE FOR VICTIMS OF CRIME

The Office for Victims of Crime (OVC) develops and directs programs to facilitate state implementation of the recommendations of the President's Task Force on Victims of Crime, the Attorney General's Task Force on Family Violence, and the President's Child Safety Partnership. 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 assistance they deserve.

The Office also is responsible for administering the Crime Victims Fund established under the Victims of Crime Act (VOCA) of 1984, as amended. Approximately \$208 million has been deposited in the Fund since 1984. Grants from this Fund are made to the states to support state victim compensation programs and projects that provide direct assistance to crime victims. The Crime Victims Fund is financed by fines and penalties assessed on convicted Federal defendants, and thus is not a burden to taxpayers. In Fiscal Year 1987, more than \$28 million from the Fund was awarded to states having active victim compensation programs, and approximately \$31 million in grants was awarded to all the states and territories to enhance public and private nonprofit programs that provide assistance directly 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 of Crime Task Force and the Family Violence Task Force recommendations. This strategy recognizes that the bulk of the Task Force recommendations can be implemented only at the state and local levels.

One of the Office's first priorities, therefore, was to develop and implement training packages to help law enforcement officials and prosecutors become more aware of victims' needs, and to help them better serve victims while performing 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, and the National Organization of Black Law Enforcement Executives.

Another priority was to develop 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. OVC also is continuing 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 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 6,300 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. OVC also is working closely with the Executive Office for United States Attorneys and with U.S. Attorneys' offices across the country to improve services to Federal crime victims.

During the year, the Office's National Victim Initiative Division concentrated its efforts on the spouse abuse, child abuse, and child molestation aspects of family violence. In this regard, a cooperative agreement continued 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 National Victims Initiative Division has led an effort to involve other agencies and organizations in both the private and public sectors in family violence issues. Division

staff also have worked closely with the Bureau of Justice Assistance in evaluating grant applications for child sexual abuse prosecution and domestic violence intervention programs.

The National Victims Initiative Division provided direction, staff support, and other assistance to the President's Child Safety Partnership. The Partnership--comprised of leaders from the corporate, public interest, and 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 were 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 presented its report to the President on 5 November 1987 with recommendations for future action. The National Victim Initiative Division will continue to assist the Partnership members in carrying out ongoing projects related to child safety issues.

The National Victims Initiative Division also handles special assignments and develops Office projects and initiatives relating to victim issues, for example, by chairing the Working Group on AIDS and Victims of Crime. Also, the Office of the Director of OVC chairs the Research and Development Review Board's Committee on Victims of Crime.