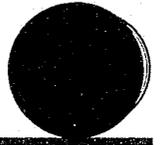


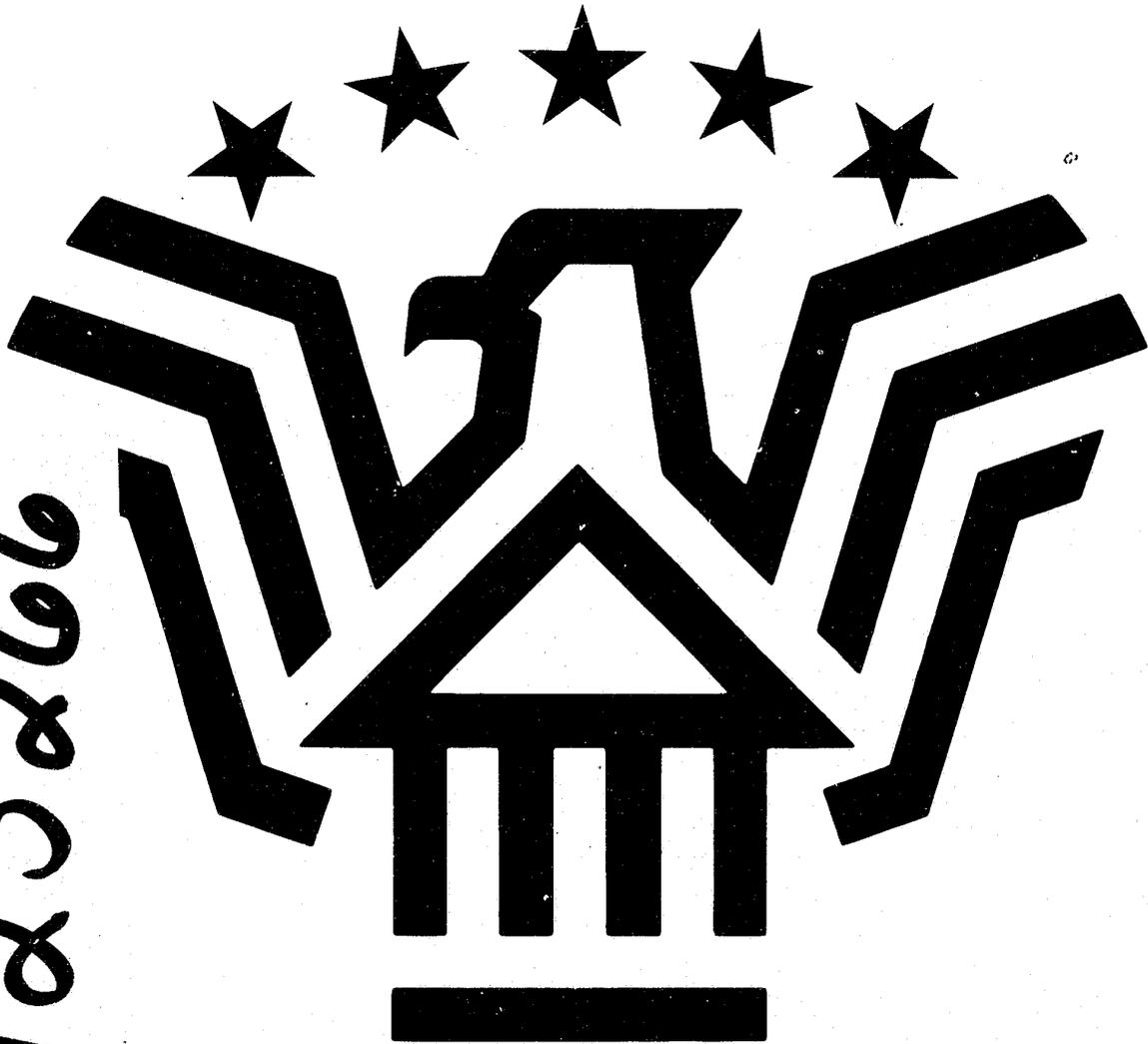
U.S. Department of Justice  
Office of Justice Programs



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# ANNUAL REPORT OF THE OFFICE OF JUSTICE PROGRAMS

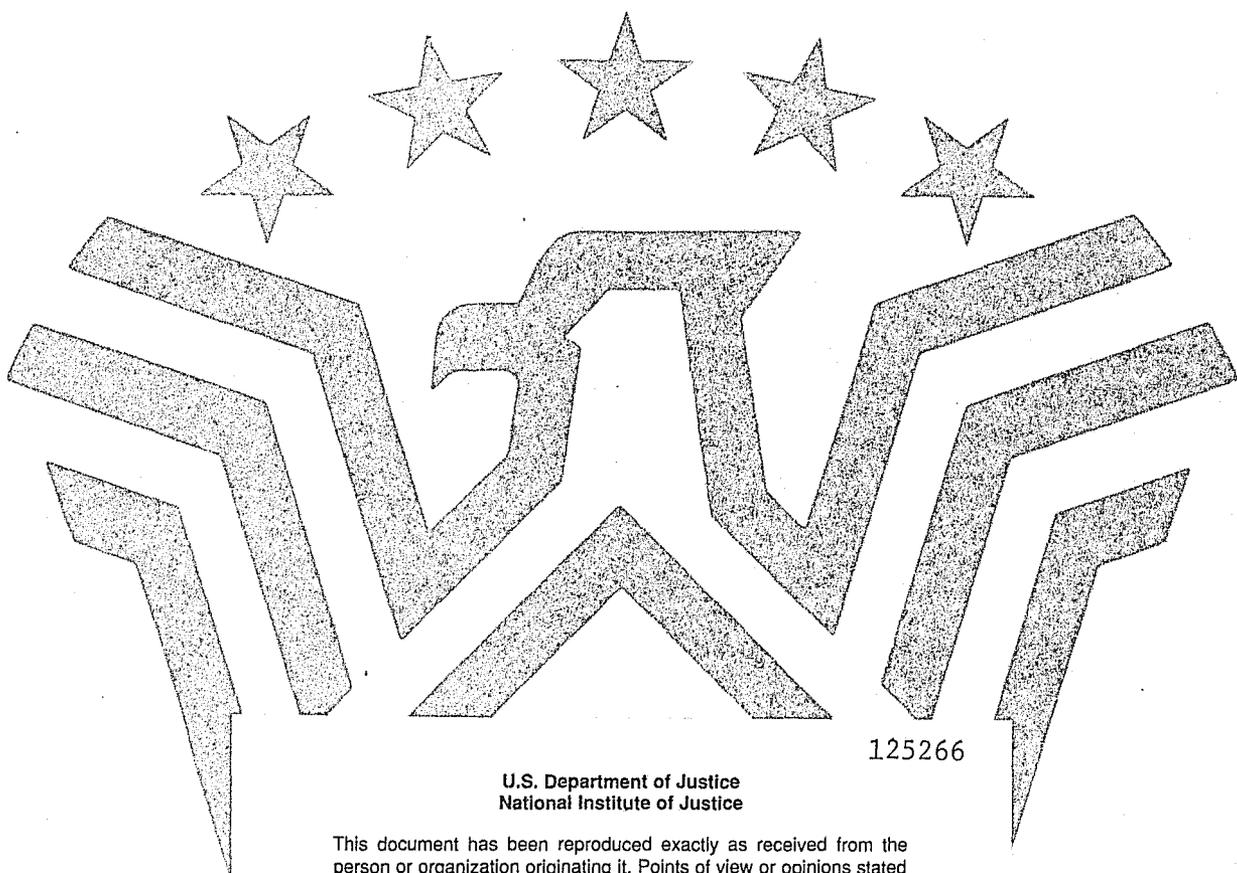
FISCAL YEAR 1989



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# ANNUAL REPORT OF THE OFFICE OF JUSTICE PROGRAMS

## FISCAL YEAR 1989



125266

U.S. Department of Justice  
National Institute of Justice

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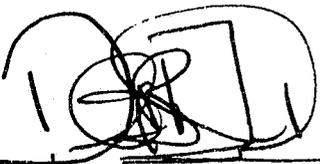
## TO THE PRESIDENT AND THE CONGRESS OF THE UNITED STATES

I am honored to present the Fiscal Year 1989 Report of the Office of Justice Programs (OJP). Part 1 of the Report responds to Sections 102(b) and 810 of the Omnibus Crime Control and Safe Streets Act of 1968, as amended, which require the Assistant Attorney General for the Office of Justice Programs, as well as the directors of the Bureau of Justice Assistance, Bureau of Justice Statistics; and National Institute of Justice, to report each year on the programs and activities under their jurisdiction. Part 2 of the Report provides additional information required by Sections 520 and 522(b) of the Crime Control Act and Sections 207 and 404 of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended. A separate report will be submitted by the Office for Victims of Crime in response to Section 1407 of the Victims of Crime Act of 1984, as amended. This report is scheduled for completion by 31 December 1990, as required by statute.

As you know, the Office of Justice Programs was created by the 1984 Amendments to the Act to serve as the principal Federal agency responsible for providing the coordination necessary to make the Nation's criminal justice system more efficient and effective. The Assistant Attorney General for the Office of Justice Programs guides the policy and promotes coordination among the five major OJP components: the Bureau of Justice Assistance (BJA), the Bureau of Justice Statistics (BJS), the National Institute of Justice (NIJ), the Office of Juvenile Justice and Delinquency Prevention (OJJDP), and the Office for Victims of Crime (OVC). While each program bureau or office retains independent authority in awarding funds to conduct the programs it sponsors, together, these components constitute a single agency whose mission is to develop, test, and implement innovative programs to improve the administration of justice in America.

This Report describes the programs and other activities sponsored by OJP during Fiscal Year 1989. With the leadership of Attorney General Dick Thornburgh and with the guidance provided by President Bush's anti-crime initiatives, during the fiscal year OJP developed programs and furnished financial and technical assistance to State and local officials which significantly advanced this Nation's fight against crime and drug abuse and improved the treatment of innocent victims of crime.

These accomplishments are largely the result of the partnerships created among the OJP components and with State and local officials across the country. Through this network, the Office of Justice Programs is helping to support some of the "thousand points of light" that improve the lives of law-abiding citizens and ensure the public safety.



Richard B. Abell  
Assistant Attorney General

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## INTRODUCTION

The Office of Justice Programs (OJP) was created in 1984 to provide the Federal leadership and coordination necessary to make the Nation's criminal justice system more efficient and effective. For the past five years, OJP has worked to form partnerships among Federal, State, and local government officials to improve the administration of justice in America, combat drug abuse, meet the needs of crime victims, and find innovative ways to address problems such as prison crowding, juvenile crime, white-collar crime, and public corruption.

The Justice Assistance Act of 1984 amended the Omnibus Crime Control and Safe Streets Act of 1968 to establish an Office of Justice Programs to coordinate the program bureaus and support offices within the Department of Justice that provide assistance to State and local criminal justice agencies. OJP is headed by an Assistant Attorney General who, by statute and delegation of authority from the Attorney General, coordinates policy, focuses OJP efforts on national priorities, and directs the general management of the five program Bureaus and 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 or Office retains independent authority for the programs it sponsors, together these five components form a partnership whose goals are to develop and implement innovative and cost-effective programs, promote information sharing, and foster improvements in the Nation's criminal and juvenile justice systems.

The Bureau of Justice Assistance (BJA) administers the Edward Byrne Memorial State and Local Law Enforcement Assistance Program authorized by the Anti-Drug Abuse Act of 1988. This program provides financial and technical assistance to States and units of local government to control crime and drug abuse and to improve the criminal justice system at the State and local levels. BJA's national discretionary grant program tests new techniques and provides training and technical assistance in program implementation. BJA also collects, analyzes, and disseminates data from drug control reports submitted by every State. In addition, BJA administers the Public Safety Officers' Death Benefits, Emergency Federal Law Enforcement Assistance, Regional Information Sharing Systems, Mariel-Cuban Reimbursement, Federal

Surplus Property Transfer, and Private Sector/Prison Industry Enhancement Certification programs.

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

The National Institute of Justice (NIJ) develops and sponsors research on crime and its control to improve Federal, State, and local criminal justice systems and evaluates the effectiveness of criminal justice programs. In addition, NIJ tests promising new approaches for dealing with crime and other criminal justice problems, provides training and technical assistance, assesses the effectiveness of new criminal justice technology, and disseminates research findings through the National Criminal Justice Reference Service, a national clearinghouse of criminal justice information.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) provides assistance to State and local governments to improve their juvenile justice systems and to 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. OJJDP's National Institute for Juvenile Justice and Delinquency Prevention sponsors research on juvenile justice and missing children's issues and provides training and technical assistance in planning, operating, and evaluating juvenile justice and missing children's programs.

The Office for Victims of Crime (OVC) serves as the Federal focal point for addressing the needs and improving the treatment of crime victims. This includes carrying out the activities mandated by the Victims of Crime Act (VOCA) of 1984, as amended, monitoring compliance with the provisions regarding assistance for Federal crime victims of the Victim and Witness Protection Act of 1982, and implementing the recommendations of the President's Task Force on Victims of Crime, the Attor-

ney General's Task Force on Family Violence, and the President's Child Safety Partnership.

During Fiscal Year 1989, the Office of Justice Programs and its components worked to ensure that OJP programs reflected the priorities set by President Bush and Attorney General Thornburgh, particularly those later outlined in the National Drug Control Strategy. These programs significantly contributed to the advancement of the Nation's fight against crime and drug abuse and improved the treatment of the innocent victims of crime.

OJP also worked to implement the provisions of the Anti-Drug Abuse Act of 1988, which created new responsibilities for the OJP components in the area of drug abuse control. At the request of the Attorney General, OJP spearheaded the Attorney General's Task Force on Felon Identification in Firearms Sales, which reported on issues that ought to be considered before implementing a national system to identify felons who attempt to purchase firearms.

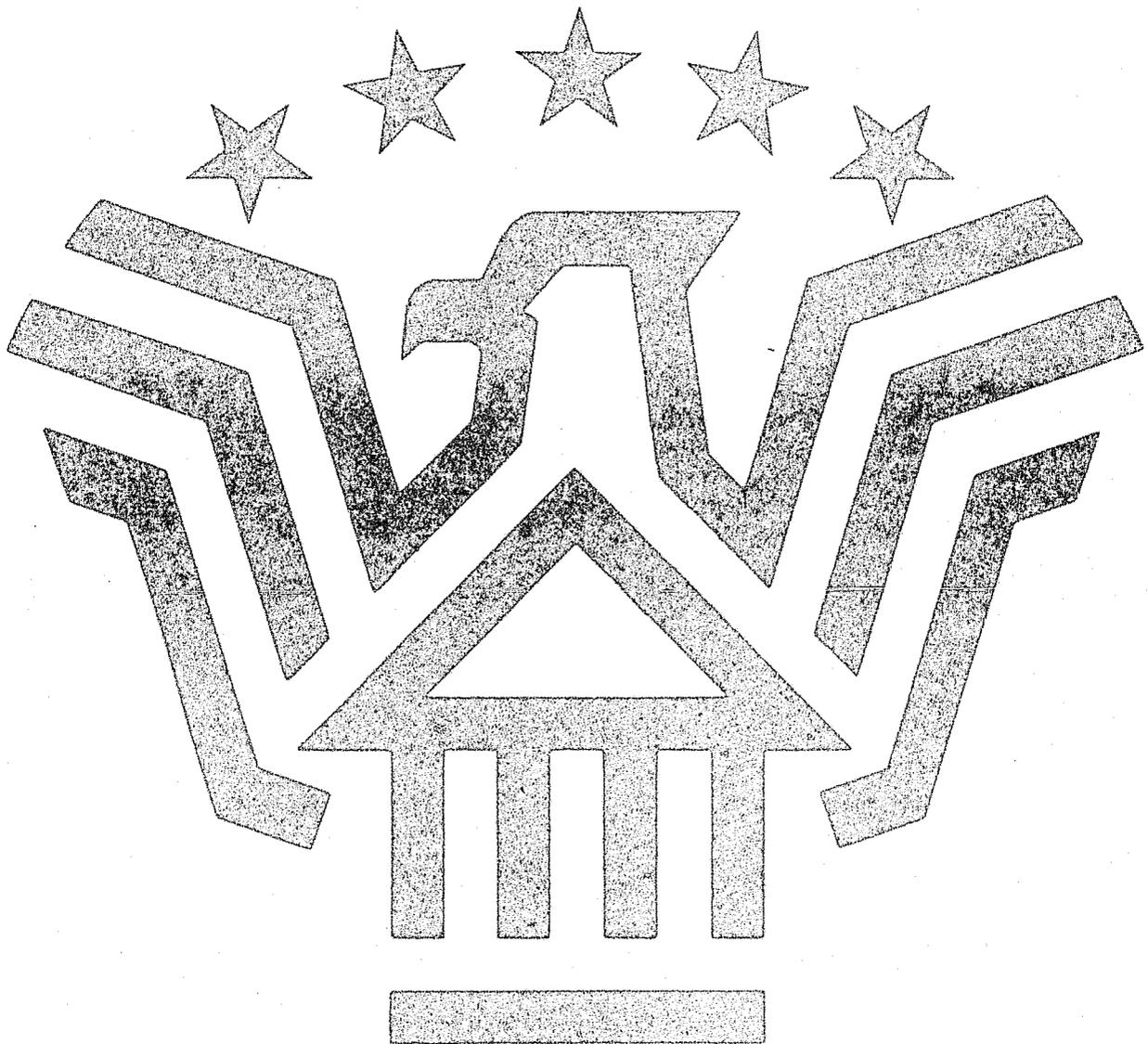
In addition, during the year the Assistant Attorney General for the Office of Justice Programs continued to improve and streamline the management of OJP and its components.

Part 1 of the following Report describes the significant programs and activities of OJP and its components during Fiscal Year 1989, the period from 1 October 1988 to 30 September 1989. Part 2 contains additional data of interest to Congress regarding each OJP component.

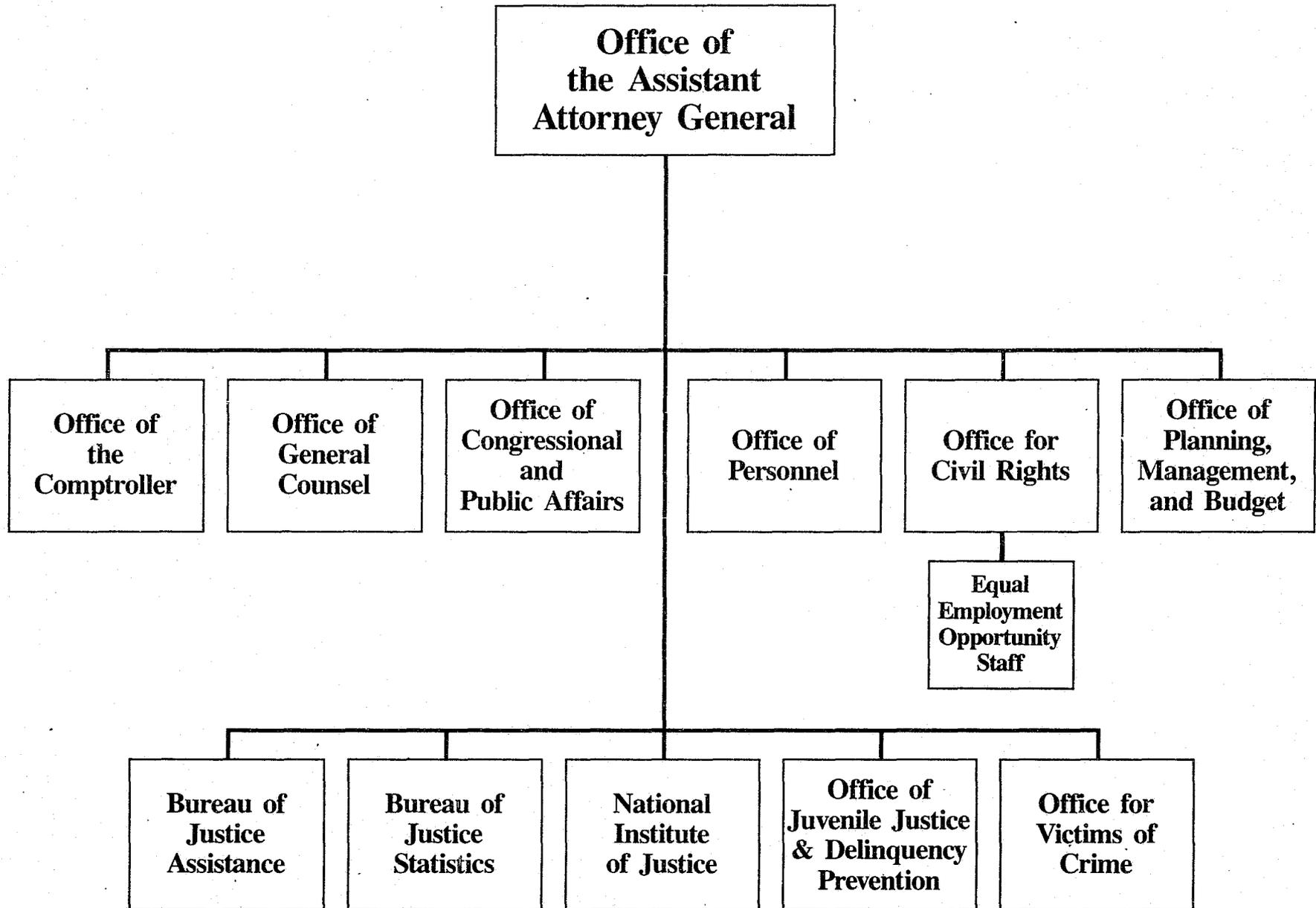
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**PART 1:**

**MAJOR OJP PROGRAMS AND ACTIVITIES**



# Office of Justice Programs



## WAR AGAINST DRUGS

The Office of Justice Programs plays a key role in the national crusade against drugs, supporting initiatives to promote zero tolerance for drug abuse and strong, effective enforcement against drug abusers and traffickers. All five OJP components work together, and in partnership with other Federal, state, and local officials, to improve drug enforcement and to reduce the demand for drugs.

### DRUG CONTROL PROGRAMS

OJP's Bureau of Justice Assistance administers the Edward Byrne Memorial State and Local Law Enforcement Assistance Program, the principal Federal program that provides financial and technical assistance to State and local governments for drug control. Authorized by the Anti-Drug Abuse Act of 1988, BJA's Formula Grant Program awarded grants totaling \$118.8 million to 56 States and Territories in Fiscal Year 1989 to enforce State and local narcotics laws and to improve their criminal justice systems. The Act allows States to set priorities for use of the Federal funds from among 21 purpose areas. In general, funds may be used for additional personnel, equipment, training, technical assistance, and information systems to improve the apprehension, prosecution, adjudication, detention, and rehabilitation of offenders, and to assist victims of crime.

In Fiscal Year 1989, State priorities for use of formula grant funds were: narcotics task forces and street sales enforcement (48 percent of the funds); corrections and drug treatment for offenders (18 percent); prosecution and enhancement of financial investigations (9 percent); and drug abuse and crime prevention (4 percent).

BJA also administers the Edward Byrne Memorial State and Local Law Enforcement Assistance Discretionary Grant Program, which tests the effectiveness of projects that are likely to be a success in more than one jurisdiction or that are national or multi-state in scope. Fiscal Year 1989 program priorities, which were developed with recommendations from criminal justice practitioners at the Federal, State, and local levels, include street-level narcotics enforcement, vigorous prosecution of drug offenders and other serious crimi-

nals, removing drug profits, reducing court delay, and testing offenders for drug use.

### Enforcement

BJA's Organized Crime/Narcotics Trafficking Enforcement projects arrested almost 7,000 high-level criminals and seized over \$256 million in cash, drugs, and property through the end of Fiscal Year 1989. Each of the 21 task forces includes representatives from a State and/or local law enforcement agency, a prosecuting agency, and the U.S. Drug Enforcement Administration. The goal of the program is to enhance the investigation, arrest, prosecution, and conviction of targeted major narcotics traffickers by coordinating and sharing information and resources. The National Institute of Justice is evaluating the task force approach. Researchers hope to determine how best to structure, implement, and operate task forces.

Two other BJA projects focused on disrupting street sales of narcotics, particularly crack cocaine. The Crack-Focused Task Forces and Street Sales Enforcement Programs made over 15,000 felony arrests and seized drugs with an estimated street value of \$48 million through the end of Fiscal Year 1989. These 18 projects, 10 of which focus on the investigation and disruption of crack trafficking organizations, began operations in late 1987 and 1988. They are designed to improve local law enforcement agencies' ability to investigate and prosecute crack and other street-level narcotics dealers and buyers.

BJA also provided training during 1988 and 1989 to more than 4,000 local law enforcement officers on new programs and techniques related to drug control. Courses included: Drug Investigation for Patrol Officers; Narcotics Street Sales and Enforcement; Advanced Narcotics Investigations; Clandestine Laboratory Investigations; and Narcotics Enforcement and Organized Gangs. In addition, comprehensive on-site technical assistance was provided to 30 agencies to improve crime laboratories' analyses of narcotics, to assess confidential funds procedures, and to examine intelligence unit analysis systems.

### Prosecution

BJA's Local Drug Prosecution Technical Assistance and Training Program is designed to address the National Drug Control Strategy's recommenda-

tion that local prosecutors become more involved in program areas such as user accountability, street-level enforcement, asset forfeiture, and deferred prosecutions. This program, administered by the National District Attorneys Association's Center for Local Prosecution of Drug Offenses, assists local prosecutors in evaluating and implementing a variety of policy and program options. The Center collects and disseminates information on effective prosecution approaches, training, exemplary programs, and model legislation.

Through a grant to the National Association of Attorneys General, BJA is helping State attorneys general make more effective use of State civil RICO (Racketeer-Influenced Corrupt Organizations) statutes to interrupt illicit drug trafficking enterprises. Unlike traditional criminal sanctions, remedies under civil RICO statutes can be used to destroy the criminal enterprise financially and to recover illicit proceeds from drug trafficking. The program also is supporting demonstration projects in Colorado and Washington State on the effective use of civil RICO laws in drug cases.

BJA's Statewide Drug Prosecution Program has expanded the capability of seven States to conduct large, sophisticated investigations and prosecutions of multi-jurisdictional or statewide illegal narcotics organizations. Initial results through June 1989, with less than a full year's operation in several States, show that 287 investigations were opened, resulting in 269 arrests and initiation of 363 prosecutions. While many cases are still in progress, by the end of June 1989, 183 persons had been convicted and sentenced to a total of 563 years in prison. Narcotics with a street value of over \$63 million and cash and property valued at over \$10 million were seized, and fines of over \$3 million were levied.

### Drug Testing

The President's *National Drug Control Strategy* recommends that drug testing become a part of the criminal justice process at every level, from arrest to incarceration to parole. Research has found that drug testing is an effective method of keeping offenders off drugs both in and out of detention. Drug tests can serve as an "early warning system" that offenders on pretrial or post-conviction release are a risk to public safety. Moreover, mandatory, random drug tests provide a powerful incentive for those under correctional supervision to remain drug-free.

Drug testing is an integral part of the successful Treatment Alternatives to Street Crime (TASC) program. TASC identifies, assesses, and refers appropriate drug and/or alcohol dependent offenders accused or convicted of nonviolent crimes to community-based substance abuse treatment as an alternative or supplement to existing justice system sanctions and procedures. TASC then monitors offenders' behavior, reporting back to the referring justice system component. Clients who violate conditions of TASC are sent back to the justice system for appropriate sanctions. During Fiscal Year 1989, BJA continued to provide on-site training and technical assistance to help State and local jurisdictions implement TASC programs. There are now 127 TASC programs operating in 25 States.

BJA's Drug Testing Standards Project is supporting a national effort through the American Probation and Parole Association to develop drug testing standards for community corrections agencies. Issues being addressed by the standards include: authorization for testing, client selection, chain of custody, confirmation of test results, and staff training. The standards will help administrators establish effective testing programs and reduce the volume of law suits resulting from improper or illegal drug testing activities. Final standards should be available by the spring of 1990.

### DEMAND REDUCTION ACTIVITIES

The Office of Justice Programs also is working on the other part of the drugs and crime equation, the demand for drugs. President Bush has said that "drug education, treatment, and prevention provide our best hope for a long-term solution, especially for our kids." OJP is helping to teach children why and how to say no to drugs through two important programs.

#### The McGruff Campaign

First, OJP continued to sponsor the National Citizens' Crime Prevention Campaign, which features McGruff, the Crime Dog, and the slogan "Take A Bite Out of Crime." The Campaign, which generates an average of \$50 million worth of free public service advertising each year, is administered through a cooperative agreement between BJA and the National Crime Prevention Council. The Council, in conjunction with OJP/BJA, develops

and disseminates crime and drug prevention materials, provides technical assistance and training, maintains a publications clearinghouse of crime prevention materials, and coordinates the activities among the 124 members of the Crime Prevention Coalition. The Assistant Attorney General of OJP serves as Coalition chairman.

During Fiscal Year 1989, the Crime Prevention Campaign expanded its drug abuse prevention activities. This included launching two new drug abuse prevention advertisements, one aimed at elementary school children, and the other at middle school students. The advertisements resulted in approximately 60,000 requests from the public for drug prevention information. The Campaign also coordinated the development of a McGruff drug abuse prevention comic book, 1.5 million of which are being distributed by the U.S. Department of Health and Human Services' Office of Substance Abuse Prevention. In addition, the McGruff Drug Abuse Prevention Kit was revised and distributed to all school districts with a population of 1,000 or less students. In 1988, the kit had been distributed to larger school districts. A special drug prevention information packet was developed and will be distributed to over 50,000 schools early in 1990.

#### The DARE Program

OJP also is supporting the Drug Abuse Resistance Education (DARE) Program. DARE teaches students in grades kindergarten through high school about the dangers of drugs, alcohol, and tobacco and ways to resist peer pressure to experiment with these substances. BJA financed training at five regional training centers in Arizona, California, Illinois, North Carolina, and Virginia for approximately 2,500 local law enforcement officers who teach DARE in classrooms across the country. DARE programs are now operating in all 50 states, reaching approximately 3 million children each year.

#### Other Programs

During Fiscal Year 1989, Phase III of BJA's Comprehensive Community Crime and Drug Prevention Demonstration Program began. Phase III focuses on incorporating drug abuse prevention into a comprehensive, cost-effective crime prevention model that is being tested in four cities: Tucson, Arizona; New Haven, Connecticut; Jacksonville, Florida; and Knoxville, Tennessee. The model programs include the involvement of law enforce-

ment and other local government agencies, businesses, community organizations, and citizens, all working together to prevent and control local crime and drug-related problems.

OJP's Office of Juvenile Justice and Delinquency Prevention initiated several programs during the year to curb drug abuse and trafficking by young people. One new program is helping communities organize and coordinate drug prevention and treatment activities. The program provided five communities with training and technical assistance to address juvenile alcohol and drug abuse, compile information about the most promising technologies in drug and alcohol abuse prevention and treatment, develop training manuals, and design and test a program to help high school students organize drug and alcohol abuse prevention activities in their schools.

Another OJJDP program will help selected Boys Clubs target their programs to prevent youth from becoming involved with gangs and drugs. The clubs will reach out to youth who are at high risk of drug and alcohol abuse or who are already involved in the sale and distribution of drugs. Another Boys Club project is establishing or improving clubs in public housing that emphasize alternatives to involvement in drug activity.

OJJDP also is supporting a National Media Campaign on At-Risk Youth, which produced a film, *High Risk Youth: At the Crossroads*, hosted by LeVar Burton, and a series of public service announcements. The campaign is based on the principle that high-risk youth are accountable for their behavior, and that families and communities are responsible for devoting their time and efforts to help youth who are at high risk of using illegal drugs.

Super Teams, a peer counseling substance abuse prevention program for high school students that uses professional athletes as mentors and role models, has been established in three schools in the District of Columbia with funding from OJJDP. In Fiscal Year 1989, four schools in Prince Georges County, Maryland, joined the program.

#### RESEARCH

The Office of Justice Programs' components last year gave priority to research to aid in the

National Strategy against drug abuse. OJP research is providing criminal justice policymakers and practitioners with valuable information to help detect drug abuse, track and disrupt drug-related crime, and treat drug-abusing offenders.

### Drug Use Detection

The Drug Use Forecasting (DUF) program, supported jointly by BJA and NIJ, provides vital information about the nature and extent of drug use among selected arrestees in 22 major U.S. cities. Since quarterly, multi-site testing began in 1987, for each testing period, among those tested, about half tested positive for at least one drug. In many cities, 7 of every 10 arrestees tested were positive for drugs. DUF uses urinalysis coupled with interviews of arrestees to collect information. Participation is voluntary and anonymous. Those tested are drawn from among persons booked at the city's central booking facility. DUF data showing the scope and characteristics of the drug problem in each jurisdiction helps local officials to better plan in allocating enforcement, treatment, and prevention resources. In addition, research underway suggests that DUF statistics may help cities anticipate other community problems. Urine test results in the District of Columbia, for example, have predicted trends in emergency room drug episodes and child abuse cases a year in advance.

An NIJ assessment of pretrial drug testing in Washington, D.C., found that information about an arrestee's drug use can serve as an indicator of criminal activity or failure to appear for trial while on pretrial release. This data provides judges with an additional tool in assessing pretrial risk to the community. When NIJ staff reanalyzed the D.C. pretrial testing data, it found that persons who failed to appear for the periodic pretrial drug testing also were likely to fail to appear in court and to be rearrested during the pretrial period. Because of the success of the Washington, D.C., program, BJA and NIJ are supporting replications and evaluations of the project in six sites: Pima and Maricopa Counties, Arizona; Multnomah County, Oregon; New Castle County, Delaware; Prince Georges County, Maryland; and Milwaukee County, Wisconsin.

The D.C. Pretrial Services Agency has implemented a similar program for juveniles. As with the adult program, initial funding came from NIJ, but the program is now supported entirely by the D.C. government. NIJ and OJJDP are conducting

an evaluation of the juvenile drug testing program, and OJJDP has published a number of reports describing program findings.

While urinalysis and blood testing provide accurate evidence of relatively recent drug use, hair analysis holds the potential for opening a wider window of detectability. Evidence of drugs such as cocaine and heroin are absorbed into the hair and remain indefinitely. NIJ is helping to refine hair analysis technology by funding projects to standardize the analysis techniques so that they will be more accessible to crime laboratories.

### Drugs and Crime

NIJ also is continuing to explore the relationship between drug use and criminal activity. An NIJ study of New York City opiate users shows a clear pattern of criminality based on levels of drug use. Users were classified as "daily" users (6 to 7 days per week), "regular" users (3 to 5 days per week), and "irregular" users (2 days or less per week). The daily users had the highest crime rates, committing twice as many robberies and burglaries as the regular users, and five times as many as the irregular users. They also committed more violent crimes than lower-level users. Daily users consumed more than \$17,000 worth of drugs per year. Even the irregular users consumed \$5,000 worth of drugs yearly.

Record homicide rates in some cities have focused attention on the role of drugs in murder cases. Definitions of a "drug-related" homicide, however, vary among jurisdictions. An NIJ project in New York established clear criteria for reporting how drugs are involved in these crimes, so that investigators can collect needed information in a uniform manner, thus providing a better framework for analysis.

### Promising Programs

Research also is discovering what works in our war against drugs. NIJ is evaluating the effectiveness of New York City's Tactical Narcotics Team (TNT), a corps of 120 officers who saturate a neighborhood with law enforcement activity such as "buy and busts" to disrupt street-level drug trafficking. Once the drug merchants move out, other city agencies quickly move in, enlisting community support to clean up the area and encouraging landlords and businesses to repair their properties.

Two neighborhoods will be targeted for the TNT approach, while a third will serve as a control.

Another NIJ research project developed criteria for identifying violent, persistent high-rate offenders to target this subclass of criminal for priority prosecution. The criteria developed made use of data that is readily available to prosecutors. Researchers were able to show that some other methods used to identify violent, persistent high-rate offenders were ineffective.

Effective drug enforcement efforts can create a conundrum for criminal justice officials. When one jurisdiction beefs up drug enforcement efforts, drug traffickers often move into surrounding areas. Police departments in Hartford, Connecticut; Kansas City, Missouri; Pittsburgh, Pennsylvania; and Jersey City, New Jersey, are participating in an NIJ program designed to track and combat such displacement. Under the Drug Market Analysis Program, all drug trafficking information in each of the four cities will be computerized and mapped to rapidly and graphically pinpoint drug hotspots. The effects of enforcement strategies to tackle target areas can be mapped as well. The mapping will give adjacent jurisdictions early warning of the movement of drug dealers so they can plan effective counter-strategies.

OJJDP has initiated a program to determine what is known about juvenile drug use and identify and evaluate promising programs for the prevention, intervention, and treatment of drug and alcohol abuse among high-risk youth. In Fiscal Year 1989, the program produced a report which identified the risk factors for involvement in drug abuse and corresponding prevention strategies. The report also evaluated drug abuse treatment services for adolescents and assessed the risks of relapse for each treatment program.

Public housing residents, like other citizens, want to rid their living environment of the scourge of drugs. Residents, housing authorities, and police officials concerned about the invasion of the drug trade in housing projects, are joining together to create drug-free public housing. NIJ has commissioned researchers to assess the extent of drug trafficking in public housing and the law enforcement response to such activity in six U.S. cities. Another project will identify and document the range of public safety approaches found at public housing facilities throughout the Nation, and prepare in-depth case studies of four public housing

sites with innovative public safety programs that could work in other jurisdictions.

More than effective detection and enforcement is needed, however, to break the cycle of drug use, crime, and incarceration. BJS surveys have shown that close to two-thirds of imprisoned offenders had used a drug regularly in the past. These data indicate that, among offenders serving time in State prisons who had ever been dependent upon drugs, 62 percent had previously been a participant in a drug treatment program, and that half of these had been in drug treatment programs at least twice. While DUF program interviews show that many arrestees express a need for treatment, screening and referral methods must be improved to ensure that offenders receive the most effective, appropriate treatment available. An NIJ evaluation of in-prison drug treatment highlighted four programs that reported success in reducing recidivism among participants. A resulting report describes what elements make the programs work and discusses issues regarding the implementation of institution-based treatment.

## INFORMATION SHARING

To provide criminal justice policymakers and practitioners with easy access to the latest information about drug-law enforcement and the justice system's treatment of both drug-law offenders and non-drug-law offenders who use drugs, BJS established, with funding from BJA, a specialized Drugs & Crime Data Center & Clearinghouse. In the past, persons in need of such data had to contact many different sources throughout Federal, State, and local governments.

The Data Center & Clearinghouse provides easy access to existing data and develops easy-to-understand analyses of the nature of the drug problem and drug enforcement efforts. The Center also is developing a comprehensive report on drugs, crime, and criminal justice, and began work on a State directory of drugs-and-crime resources. The Clearinghouse can be reached toll-free by dialing 1-800-666-3332.

## WHITE-COLLAR CRIME AND PUBLIC CORRUPTION

White-collar crime and public corruption often require criminal justice officials to employ sophisticated investigative, prosecutive, and preventive techniques. The Office of Justice Programs is helping State and local jurisdictions improve their ability to investigate and adjudicate these cases through a number of important programs.

OJP's Bureau of Justice Assistance administers the Regional Information Sharing System (RISS) Program, which is designed to enhance the capability of State and local criminal justice agencies to identify, investigate, and prosecute multi-jurisdictional organized and white-collar crime and drug trafficking. RISS supports six projects with 2,075 State and local and 125 Federal member agencies that provide training, technical assistance, and sophisticated equipment to aid in complex investigations and trials. A seventh project, LEVITICUS, targets coal, oil, and gas fraud in Appalachia. In Fiscal Year 1989, an eighth RISS project was established to investigate and prosecute gold-mining and other precious metals fraud.

Under a cooperative agreement with BJA, the International Association of Chiefs of Police completed a study during the year of drug-related police corruption. Its report, *Building Integrity and Reducing Drug Corruption in Police Departments*, provides guidance to police departments on selecting applicants for law enforcement positions, reinforcing values, and other anti-corruption efforts. An NIJ study is examining the problems faced by investigators, prosecutors, and judges in public corruption cases. The study will assess the nature and extent of public corruption, investigative and prosecutorial measures, treatment of offenders, and the adequacy of current laws.

Another NIJ study is devising strategies for the effective investigation and prosecution of corporate crimes by local district attorney offices. Researchers will collect national data on local jurisdictions' responses to corporate crimes using a mail survey of 1,500 district attorneys. Economic, social, and official crime data also will be collected and analyzed for each jurisdiction. Four jurisdictions will be selected for an intensive analysis of law enforcement and prosecutorial strategies used in corporate crime cases.

The proliferation of computers in business and at home has increased the opportunity for their criminal use. NIJ completed three projects in 1989, and published three documents reporting findings. Two looked at how jurisdictions are investigating computer-related crime. The first examined specially-established, "dedicated" computer crime units, and the second explored how jurisdictions without such units organized their investigative and prosecutorial functions to handle specific computer crime activity. A third document updated an invaluable computer crime manual originally published by the Bureau of Justice Statistics in 1979.

NIJ also began research on organized crime involvement in specialty waste disposal industries in the New York metropolitan area, including the disposal of hazardous waste, asbestos, waste oil, construction and demolition debris, and medical and infectious waste, and their incineration and recycling. By analyzing public records, examining open and closed cases, and interviewing industry, enforcement, and regulatory officials, researchers will determine the degree of organized crime involvement in these relatively new industries. The project also will attempt to pinpoint characteristics that make industries susceptible to criminal activities and provide remedies for preventing and controlling organized crime involvement.

Two studies were funded by NIJ to look at illegal activity by Asian organized crime groups. One project will examine the incidence and characteristics of extortion and related criminal victimization of Asian businesses by Asian gangs in three New York City communities. Project findings are expected to help law enforcement understand the operation of Asian criminal gangs and to limit victimization of legitimate businesses. A second study will examine the structure and operations of Asian organized criminal groups in San Francisco, Los Angeles, and New York City and analyze law enforcement efforts to control them. The results will increase knowledge about the nature of such groups, outline barriers to successful law enforcement responses, and suggest more effective enforcement strategies.

## PRISON AND JAIL IMPROVEMENTS

The paramount issue facing many State and local criminal justice officials today is the need for increased jail and prison space to house the record

inmate population. BJS surveys during Fiscal Year 1989 found that the Nation's Federal and State prison population increased by a record 7.3 percent during the first half of 1989. BJS has found that jails in 1988 were operating at 101 percent of their capacity. The Office of Justice Programs is helping State and local officials find creative ways for dealing with the prison capacity problem in a manner that enhances public safety.

### Correctional Alternatives

OJP is working to provide criminal justice officials across the country with a range of intermediate sanctions to fill the gap in correctional alternatives between simple probation and incarceration. Intermediate punishments -- such as house arrest, community service, expanded use of fines, restitution, etc. -- can provide criminal justice officials with the needed continuum of sentencing options so that offenders are held accountable for their crimes, while, at the same time, the public safety is ensured.

One alternative to traditional correctional facilities is shock incarceration, better known as "boot camps." BJA is supporting demonstrations of shock incarceration programs in New York and Texas. The programs provide a highly-structured, military-type environment for young, nonviolent, first offenders. Vocational, drug treatment, educational and aftercare services also are provided. NIJ sponsored several studies during the year to track the development and effectiveness of shock incarceration. The research found that each jurisdiction considering such a program must clearly define its goals before proceeding, and that the structure and eligibility requirements for a shock incarceration program should vary depending upon the jurisdiction's goals.

Intensive Probation Supervision (ISP) is an alternative to punishment that is being tried in a number of jurisdictions across the country. An NIJ-funded project is looking at the effectiveness of this option, which is more structured and punitive than regular probation. It is examining an ISP program in Massachusetts that targets probationers seen as most likely to reoffend under normal probation supervision. Results should help policymakers determine which offenders are best suited for intensive probation supervision.

NIJ also is exploring electronic monitoring, as part of house arrest. It is evaluating the Oklahoma

Department of Correction's House Arrest Program to determine the effectiveness of this sanction, as well as implementation and operating issues that should be considered by other jurisdictions considering such programs.

While fines have long been part of the range of sentencing options available to judges, their effectiveness as a criminal sanction has often been limited by difficulty in enforcing them. Part of the problem is that the fine is the only form of punishment implemented by the judiciary. NIJ sponsored a project that reported innovative strategies for collecting and enforcing fines.

Another NIJ project examines the use of "day fines" in criminal court. The day-fine system involves setting the fine amount in a two-step process: First, the court sentences an offender to a certain number of day-fine units according to the gravity of the offense. Then the value of each unit is set at a share of the offender's daily income. A preliminary report from the NIJ study shows that the use of day fines has increased the use of fines in sentencing criminal offenders, and that, assuming collection rates remain stable, significant increases in revenues collected from fines can be expected.

### Increasing Capacity

OJP is helping State and local jurisdictions find innovative, cost-effective ways to increase prison and jail capacity. NIJ's Construction Information Exchange continued in 1989 to serve as an information clearinghouse on low-cost, innovative correctional construction techniques. The exchange responded to more than 500 requests for information from jurisdictions seeking solutions to their corrections problems, and provided materials for distribution at several national corrections conferences.

Privately-operated correctional facilities can increase capacity and reduce the annual costs of operating prisons and jails without loss of quality or services, two 1989 NIJ studies have found. A county in Tennessee saved from 4 to 15 percent annually on prison management costs by contracting out. A second compared public and private operation of adult minimum security prisons in Kentucky and secure treatment facilities for violent and troubled youth in Massachusetts. In each case, researchers concluded that the privately-operated programs rated better for most performance indicators. Researchers concluded that private opera-

tion is a means to supplement existing operations in certain circumstances.

Through the Federal Surplus Real Property Transfer Program, BJA helps transfer surplus Federal buildings and other property to State and local governments for correctional use. Since 1985, 14 such properties have been transferred under the program.

### Other Programs

BJA also is providing technical assistance, training, and financial support to departments of corrections, legislatures, and special policy commissions or task forces in 16 States to help alleviate prison crowding by creating a balanced correctional program.

In Fiscal Year 1989, BJA awarded a grant to the American Correctional Association to help States develop Private Sector Prison Industry Programs. Such programs result in demonstrable benefits for everyone involved: for correctional systems, a means of reducing prisoner idleness at relatively low cost; for prisons, access to private-sector expertise and positive impact on the institutional environment; for inmates, a chance to acquire job skills and support themselves and their families when they return to society; for the private sector, access to a labor force that can meet rapidly changing production and service needs; and for taxpayers, funds generated through wage deductions to offset the costs of incarceration, compensate crime victims, and contribute to government revenues through State and Federal taxes.

Private sector involvement with State prison industries has steadily increased since the first seven pilot projects were authorized in 1979. BJA has certified 20 State prison industry programs (the maximum allowable under the current statute) to traffic prisoner-made goods in interstate commerce and for purchase by the Federal Government. The programs involve 38 industries employing approximately 700 inmate workers. As of 31 December 1989, inmates employed in the projects earned over \$12 million in wages and paid over \$5 million in taxes, room and board, family support, and compensation to victims. Five State applications are awaiting certification should space in the Prison Industry Enhancement program become available.

Since 1984, the National Institute of Justice has worked cooperatively with BJA to encourage growth

and improvement of private sector prison industries through a range of research, training, and demonstration activities. A June 1990 conference on private sector prison industries, cosponsored by NIJ and BJA, is scheduled for Omaha, Nebraska, one of the NIJ demonstration sites. More than 10 percent of Nebraska prison inmates work for the private sector. NIJ and BJA also developed a manual for correctional administrators, *Private Sector Prison Industries from Concept to Start-Up*, that will be an important resource for training and technical support in follow-up to the Nebraska conference.

Under the Mariel-Cuban Reimbursement Program, BJA provides assistance to the States to defray expenses associated with the incarceration of Mariel-Cubans in State facilities. Covered inmates have been convicted of a felony after having been paroled into the United States during the 1980 influx of Cubans leaving the Port of Mariel. During Fiscal Year 1989, 36 States were awarded an average of \$203 per month for each of the 2,614 inmates verified as meeting the reimbursement criteria.

### VICTIMS OF CRIME INITIATIVES

In addition to controlling and preventing crime, the Office of Justice Programs and its components are committed to ensuring that all sectors of society meet the needs of the millions of Americans and their families who are victimized by crime each year. Since 1984, with the establishment of the Office for Victims of Crime, OJP has provided Federal leadership, funding, training, and other assistance to improve the treatment of crime victims.

The Victims of Crime Act (VOCA) of 1984, as amended, created a Crime Victims Fund in the U.S. Treasury to provide Federal financial assistance to compensate and assist victims of crime. Monies in the Fund come, not from innocent taxpayers, but from fines and penalties assessed on convicted Federal defendants. In Fiscal Year 1989, \$93,559,361 was available in the Fund from monies collected in 1988, an increase of approximately \$16 million from the previous year. During 1989, deposits in the Fund exceeded the \$125 million cap set by statute for the first time. This \$125 million will be awarded in 1990. By the end of 1989, nearly \$410 million had been awarded to States and Territories to aid crime victims across the Nation.

## VICTIM COMPENSATION AND ASSISTANCE

In Fiscal Year 1989, \$44,922,000 was awarded to 42 States to support programs that compensate crime victims for medical and other costs resulting from their victimization. The amount allocated to each State is 40 percent of the compensation funds the State paid out the previous year. To qualify for funding, State compensation programs must provide coverage for medical expenses, including mental health counseling, and wage loss attributable to physical injury and funeral expenses; must promote victim cooperation with law enforcement; must offer benefits to nonresidents and victims of Federal crimes on the same basis as State residents; and may not use the grant to supplant otherwise available State compensation funds.

The 1988 Amendments to VOCA added to these requirements. In order to be eligible for funds in Fiscal Year 1991, States must provide compensation to victims of drunk driving and domestic violence and to residents of the State who are victims of crimes occurring outside the State if the crimes would be compensable crimes had they occurred inside the State and the States where crimes occurred do not have eligible crime victim compensation programs. OVC undertook a review of each State's crime victim compensation laws to identify what changes, if any, were needed in order for the State to be eligible for 1991 funds. State officials were notified of OVC's findings.

OVC also awarded \$43,492,000 to States to support State and local programs that provide direct assistance to crime victims and their families. Victim assistance grants are distributed on a population basis, with each jurisdiction receiving a \$150,000 base grant. Grants may not be used to supplant other State or local funds, and priority must be given to programs providing direct services to victims of sexual assault, spouse abuse, and child abuse. The 1988 Amendments to VOCA require that States also make grants for programs to assist previously underserved victim populations, such as victims of drunk drivers or the families of homicide victims.

## FEDERAL CRIME VICTIMS PROGRAM

A portion of the Crime Victims Fund (up to \$1.75 million) is available to support services for victims of Federal crimes. During Fiscal Year 1989,

OVC focused on developing victim assistance services for Federal crime victims in Indian country. OVC awarded grants totaling more than \$1 million to nine States to assist Indian victims of Federal crimes. The States and award amounts are: Arizona, \$250,500; Michigan, \$90,500; North Dakota, \$100,500; Oregon, \$35,500; South Dakota, \$195,500; Utah, \$50,500; Washington, \$170,500; Wisconsin, \$35,000; and Wyoming, \$75,500.

The States subgranted these Federal funds to 29 Indian tribes or tribal organizations that provide victim assistance services. Such services include crisis intervention and counseling to provide emotional support to victims following a violent crime; emergency, short-term child care or temporary shelter for family violence victims; help in participating in Federal criminal justice proceedings; and payment for forensic medical examinations. Funds also are used to train law enforcement personnel and for salaries for victim service providers.

The first national conference to identify and address the needs of Indian crime victims, "Indian Nations: Justice for Victims of Crime," was held in Rapid City, South Dakota, in November 1988. Sponsored by OVC and hosted by the South Dakota Coalition Against Domestic Violence and Sexual Assault, the conference focused on the special needs of Indian crime victims on reservations and how these needs could be met through reservation-based victim services. Conference workshops were designed to help participants develop and obtain funding for victim services.

Through an interagency agreement between OVC and the Executive Office for U.S. Attorneys (EOUSA), a special fund was created to pay for emergency services for Federal crime victims. For example, the fund was used to provide counseling and treatment services for Indian child victims who were sexually abused in multiple molestation cases on reservations; to defray unreimbursed medical costs; and to pay for shelter and other emergency needs. Requests for funds are made by U.S. Attorneys and Federal Victim-Witness Coordinators.

OVC and EOUSA also worked to develop a Victim-Witness Assistance Program Manual to help Victim-Witness Coordinators in U.S. Attorneys Offices establish victim and witness assistance programs. OVC is continuing to work with EOUSA to develop a training program for new coordinators.

OVC supported training at the Federal Law Enforcement Training Center (FLETC) for Federal

law enforcement officers regarding victim and witness responsibilities, issues, and services as prescribed by the Victim-Witness Protection Act of 1982. A training manual and videotape produced under the project were provided to all U.S. Attorneys' offices. FLETC also conducted two "train-the-trainer" seminars for Federal Victim-Witness Coordinators, five seminars for Indian law enforcement officers, and regional victim-witness training seminars for mid-level Federal law enforcement officers. In addition, OVC sponsored training for numerous teams of Federal officials on handling, investigating, and prosecuting child sexual abuse cases, including child pornography.

### NATIONAL SCOPE PROGRAMS

OVC sponsored a number of national scope training and technical assistance programs to improve and coordinate services to crime victims across the Nation. For example, OVC awarded a grant to Parents of Murdered Children (POMC) to support volunteer efforts to aid survivors of homicide victims. Fernside, a center for grieving children in Cincinnati, Ohio, received OVC funding to develop a manual to assist teachers and mental health counselors who work with children who have experienced a violent death in their family. Three training conferences also were sponsored under the grant program. In addition, during the year, OVC continued to support Paul and Lisa, Inc., a program that provides services to sexually exploited children.

On 12 April 1989, President Bush signed a proclamation declaring 9 April through 15 April 1989 as Crime Victims Week, a time when organizations across the country hold special ceremonies to recognize the problems experienced by crime victims and those who work, often as volunteers, on behalf of victims and their families. Attorney General Thornburgh presented Crime Victims Awards to seven individuals to honor their contributions to assist crime victims. The awardees are chosen each year by the Office for Victims of Crime from nominations submitted from across the Nation.

### RESEARCH

Other OJP components are supporting research programs to better understand and respond to the needs of crime victims and their families. A NIJ-sponsored study examined the impact of

State victims rights legislation. By the mid-1980s, two-thirds of the States had enacted some type of victims rights bills. The study found that the legislation had generally positive effects on criminal justice system procedures relating to victims and on victim satisfaction. The study made budget and staffing recommendations to better accommodate victim needs.

Another NIJ research project looked at problems, policies, and programs related to crime victims. Interviews with the clients of four victim service agencies showed some mismatching between victims' needs and the services provided. For example, while agencies tended to focus on counseling, clients often wanted advice on security and legal issues and help with financial costs resulting from their victimization. These results should help agencies design services that better meet client needs.

NIJ also attempted to determine the value of giving crime prevention information to victims to help them reduce their vulnerability to crime. Results show that while those provided such information do not differ in their rates of recovery from their victimization, they do often change their behavior to help prevent being re-victimized by crime.

An NIJ-sponsored study of surviving family members of criminal homicide and alcohol-related vehicular homicide victims produced disturbing results showing high levels of post traumatic stress disorder long after the incidents studied. Survivor impact was the same for both criminal and alcohol-related homicide. Results of this study should help in developing appropriate responses to the special needs of the families of these victims.

NIJ also has examined the peculiar characteristics of "celebrity stalkers", mentally-disturbed persons who seek inappropriate contact with public figures. Often these obsessions begin with extensive letter-writing and lead to attempts to approach the public figure, which can involve physical confrontation with the public figure or those nearby. The project involved extensive analysis of material written by such individuals to public figures that contained "inappropriate" content--things such as delusional notions of intimacy, beliefs that personal messages were being sent in broadcasts or public appearances, tales of extensive travel to be with the public figure, overt threats, etc. The research resulted in a model that could be applied to these writings to accurately indicate whether such writ-

ings will lead to attempts of inappropriate physical contact with the public figure.

OJJDP is supporting a program to determine what is known about victims and witnesses in the juvenile justice system. The study will identify the most promising models for serving victims and witnesses in the juvenile justice system, and provide training and technical assistance to practitioners and policymakers who will implement and test model victim-witness programs.

## FAMILIES AND YOUTH

The Office of Justice Programs is committed to ensuring that traditional family life and values--the foundations of American society--are preserved. Through its programs, OJP is helping to find ways to strengthen dysfunctional families; to prevent and control drug abuse and delinquent activity by young people; to make schools safe places of learning; to aid missing, exploited, and abused children; and to improve the juvenile justice system.

### FAMILY VIOLENCE

OJP's Office for Victims of Crime is working to improve law enforcement's response to incidents of family violence. With funding from the U.S. Department of Health and Human Services, under the Family Violence Prevention and Services Act, OVC awarded grants totaling \$400,000 to six State and local agencies to train law enforcement officers in the appropriate handling of family violence cases. Awards were made to: the Detroit, Michigan, Police Department; the Kentucky Domestic Violence Association; the Massachusetts Criminal Justice Training Council; the North Dakota Council on Abused Women's Services; the Pennsylvania Coalition Against Domestic Violence; and the Victim Services Agency in Alabama.

OVC also awarded small grants to police departments in Rochester, New York; Pueblo and Denver, Colorado; and Monroe, Louisiana, to disseminate information to victims of family violence.

## CONTROLLING JUVENILE CRIME

OJP's Office of Juvenile Justice and Delinquency Prevention has initiated two programs to disrupt juvenile gang activity. First, the Juvenile Gang Suppression and Intervention Program identified effective, comprehensive approaches to suppress, control, and treat criminality among chronic and emerging youth gangs. It is developing model approaches to enable communities to address illegal gang activity more effectively. In Fiscal Year 1989, a literature review and a survey of gang problems and programs in 50 cities were completed, and two OJJDP reports were published releasing findings from the program.

Second, the Gang Community Reclamation Project is designed to confront the continued escalation of unlawful, violent gang activity in Los Angeles County. The project has focused on preventing and suppressing gang-related crime and treating gang offenders through intensive coordination of system and community-based resources and activities.

## SCHOOL SAFETY

OJJDP is supporting several long-running programs to ensure the safety of children in the Nation's schools. The National School Safety Center, established and supported by OJJDP, promotes 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.

An OJJDP research project is examining the effect of clear, understood, consistently enforced discipline codes on school discipline and crime problems. In Fiscal Year 1989, an evaluation of the discipline codes' impact on school discipline and safety was initiated in four schools.

Another OJJDP program, Cities in Schools (CIS), is a public-private partnership that addresses the problems of dropouts and school violence. Supported through an interagency agreement with the Departments of Labor and Health and Human Services, the program is designed to reduce school absenteeism and dropout rates by coordinating services for at-risk youngsters. In Fiscal Year 1989,

the program was expanded from 26 to 33 sites, and from 127 school settings to 158. Under a separate program, CIS developed "Burger King Academies" in 10 communities. The Burger King Corporation is in a partnership with CIS and OJJDP to support and establish these alternative schools.

Law-Related Education (LRE) is a program of instruction designed to provide students with a conceptual as well as practical understanding of the law and legal processes. Supported by OJJDP, its goal is to equip students with knowledge of both their rights and responsibilities under the law, and to foster law-abiding behavior and respect for law enforcement and the justice system. Forty-three States have used LRE curricula developed through OJJDP, and approximately 3.3 million school-age children in the country have been exposed to the curricula.

In Fiscal Year 1989, LRE grantees placed additional emphasis on drug and alcohol prevention. LRE drug education lessons are in the final stages of testing and development. These new lessons will become part of the LRE curriculum in 1990.

#### MISSING AND EXPLOITED CHILDREN

In 1984, the Congress gave to OJJDP responsibility for coordinating the Federal response to the problem of missing and exploited children. In addition, OJJDP has initiated several programs to improve the juvenile justice system's handling of abused or neglected children.

The National Center for Missing and Exploited Children (NCMEC) operates a national toll-free telephone line on which individuals can report information about missing and exploited children. It also provides technical assistance to jurisdictions trying to locate missing children, and has developed numerous publications on missing children and child exploitation. Thousands of copies of these publications have been distributed throughout the country. The Center also coordinates public and private programs that locate, recover, and reunite missing children with their legal parents.

Under an OJJDP grant to the National District Attorneys Association, the National Center for the Prosecution of Child Abuse provides technical assistance, training, and clearinghouse services to improve the investigation and prosecution of child

abuse cases and the procedures for dealing with children who have been victims of physical and sexual abuse. The Center conducted several major training conferences for multidisciplinary teams involved in the prosecution of child abuse and a specialized training effort on youth homicide. In addition, the Center provided more than 1,200 instances of technical assistance. Prosecutors from as far away as Europe and Australia have expressed interest in the program.

During the year, OJJDP continued a major research project--National Incidence Studies on Missing, Abducted, Runaway and Thrownaway Children. The studies will provide accurate and valid estimates of the number of children missing annually in the United States. In Fiscal Year 1989, preliminary estimates on the number of children kidnapped and murdered by strangers were released. These preliminary estimates are reported in an OJJDP Juvenile Justice Bulletin, *Stranger Abduction Homicides Of Children*.

OJJDP's 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, reduce delinquency, and enrich the lives of the Nation's abused and neglected children. Permanency planning efforts are estimated to have saved billions of dollars in Federal and State spending for foster care.

A related OJJDP program recruits and trains volunteers as Court-Appointed Special Advocates (CASAs). In 1989, 13,000 CASA volunteers served as advocates for more than 50,000 children, about 20 percent of the 279,000 children involved in dependency proceedings. The CASA project has encouraged the development of 376 permanency planning projects in 47 States (including 12 state-wide programs), the District of Columbia, and Puerto Rico. The National CASA Association operates a national information clearinghouse, conducts public awareness campaigns, and hosts annual national conferences of CASAs.

## IMPROVING JUVENILE JUSTICE

Through grants to participating States and Territories, OJJDP encourages State and local governments and private organizations to develop more effective education, training, research, prevention, diversion, treatment, and rehabilitation programs to prevent delinquency and improve the juvenile justice system.

Of the 59 jurisdictions eligible to participate in the Formula Grant Program, 57 participated during Fiscal Year 1989. These States and Territories received awards totaling \$45,750,000.

Formula grant funds are allocated to eligible jurisdictions according to a statutory formula based on each jurisdiction's population under the age of 18. The minimum allotment to any of the 50 States, the District of Columbia, and Puerto Rico is \$325,000, while the minimum allotment to the Virgin Islands, Guam, the Commonwealth of the Northern Marianas, and American Samoa is \$75,000. The Republic of Palau and the Freely Associated States (formerly within the Trust Territory of the Pacific Islands) also received formula grant funding in Fiscal Year 1989.

OJJDP's Serious Habitual Offender Comprehensive Action Program (SHOCAP) helps juvenile justice systems more efficiently identify, adjudicate, supervise, and incarcerate serious habitual juvenile offenders by providing relevant and complete case information that helps judges make more informed sentencing decisions. SHOCAP has provided intensive training and technical assistance to 20 communities, and is developing an approach to work on statewide SHOCAP programs.

Another OJJDP project, the Private Sector Probation Program, is testing the feasibility of private-sector probation services. Five communities awarded contracts to private organizations to administer some aspect of their probation services. For example, the Cleveland and San Francisco juvenile courts privatized their programs for status offenders. Because of the appeal of the privatization concept, the program provided technical assistance to eight States to assist them in privatizing aspects of their juvenile corrections programs.

The Juvenile Corrections/Industries Venture project is providing assistance to juvenile corrections' agencies to establish joint ventures with private businesses and industries for the vocational

training of juvenile offenders who are in secure correctional settings. During the year, a comprehensive literature review was completed and promising programs were identified and selected. The program is supported by OJJDP.

## TRACKING CRIME IN AMERICA

The Office of Justice Programs provides the Administration, the Congress, criminal justice officials, and the public with timely and accurate data about crime and the administration of justice in the Nation.

## NATIONAL STATISTICS

Since 1972, the BJS National Crime Survey (NCS) has provided annual estimates of the extent and characteristics of crimes against individuals and households. Preliminary findings released during Fiscal Year 1989 show that personal and household crimes rose 1.8 percent in 1988, reversing a declining trend that began in 1981. However, the National Crime Survey found that the proportion of U.S. households that were the target of a violent crime or theft in 1988--about one in four--remained at the lowest level since 1975. An estimated 24.6 percent of all households in the country were touched by a rape, robbery, assault, burglary, or theft during the year.

During 1989, BJS and NIJ continued a joint program that collects supplemental data on topics of interest to the criminal justice community not normally covered by NCS. Data was collected between January and June of 1989 on school crime: the extent of school crime, drug use in schools, fear of becoming a crime victim at school, and self-protective measures used by students at school. Analysis of the data will begin in 1990.

An analysis released in Fiscal Year 1989 using NCS data found that an estimated 2.2 million crime victims were physically injured every year from 1979 through 1986. An estimated 500,000 of these victims were subsequently treated in an emergency room or hospital. To provide additional information on serious victimization injury, BJS has developed a new program that would supplement the Consumer Product Safety Commission's National Electronic Injury Surveillance System (NEISS), a

nationally-representative sample of hospital emergency rooms. The BJS survey would obtain information on violent crime injuries (including child abuse, family violence, and physical assaults) that are treated in a hospital emergency room, and collect data on the victim's age, race, sex, marital status, and relationship to the offender; the type of weapon used; the extent and type of injury; whether drugs and alcohol were involved; and the hospital disposition.

BJS conducted a detailed feasibility study in half of the NEISS emergency room sample in September, 1989. In August, 1989, BJS held a two-day training conference in Washington, D.C., for emergency room staff coders to provide detailed guidance on distinguishing between intentional and unintentional injuries. Data from this study have been tabulated, and are being analyzed by BJS staff.

Little information is available about the pre-trial phase of the judicial process. To fill this void, BJS sponsored a study of the feasibility of developing a national data base covering persons who have been released pending trial. Initial work, completed in June 1986, covered the development of methodology, including the design of data collection forms, training of personnel in participating jurisdictions, and the collection of data pertaining to some 3,600 defendants in 17 jurisdictions. A report on this initial effort was completed in Fiscal Year 1987.

In the next phase of the project, data were collected in 40 jurisdictions, selected to provide a statistically representative sample of the 75 largest counties in the United States (which account for more than half the Nation's criminal justice activity). A statistically representative sample of defendants in each county was tracked for up to 12 months or until disposition. The data collected included: the offense, the defendant'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). BJS is preparing a report highlighting the findings of this phase of the project, to be issued in early 1990.

BJS issued a total of 24 reports under its National Statistics Program during Fiscal Year 1989. In addition, two new BJS programs began to produce data during the year -- the Law Enforcement Management and Administrative Statistics (LE-

MAS) Program and the National Judicial Reporting Program.

## COMPARATIVE INTERNATIONAL STATISTICS

During the fiscal year, BJS initiated several projects to examine criminal justice statistics from other countries and to make studies from other nations more readily available to scholars and researchers in the United States. These included:

- \* Creating a program in the Justice Statistics Clearinghouse to obtain from foreign governments significant statistical reports on crime and justice and translating those non-English reports that promise to be most useful to U.S. researchers;

- \* Developing a special program at the National Archive of Criminal Justice Data to obtain data tapes of significant statistical studies of crime and justice in other nations and house them at the archive for use by the U.S. research community;

- \* Providing support to establish an international electronic bulletin board permitting BJS to communicate quickly and efficiently with its counterparts in other countries and facilitating communication among scholars in different countries about ongoing research.

BJS also began work on three international studies to be published in Fiscal Year 1990: a comparison of time served in prison for the same offenses in different countries; a compilation of national victimization surveys from the 1980s analyzing their relationship to the NCS; and comparative terminology for various stages of the criminal justice system.

## FEDERAL STATISTICS

For the first time, Federal criminal justice system data has been brought together in a single resource--BJS's Federal Justice Statistics Database. It includes data from the Executive Office for United States Attorneys, the Administrative Office of the United States Courts, the Bureau of Prisons, and the United States Parole Commission. In July 1989, BJS released *Federal Criminal Cases, 1980-87*, which showed that the number of offenders convicted of Federal crimes in U.S. District courts

grew by almost 50 percent from 1980 through 1987. Federal drug convictions increased by 161 percent during the same seven-year period.

In addition, the study found that U.S. Attorneys prosecuted 74 percent more people in U.S. district courts in 1987 than they did in 1980, and the number of offenders sentenced to a prison term increased by 71 percent. Federal drug prosecutions increased by 153 percent, and the number of drug offenders sentenced to prison grew by 177 percent.

## STATE STATISTICS

Through its State statistics program, BJS helps States develop policy-relevant data to meet their own needs, as well as make state-level data available to BJS for national compilations and studies. BJS has supported establishment of State statistical analysis centers (SAC's) in 50 States and Territories to serve the information needs of State and local officials and the public and to provide data to BJS for multi-state statistical analyses.

In past years, BJS has supported development of State Uniform Crime Reporting (UCR) systems in 40 States to improve the completeness and quality of data submitted by local police agencies to the FBI. During Fiscal Year 1988, awards were made to six States to begin implementing the reporting standards of the redesigned UCR program. In Fiscal Year 1989, States that had not yet received an implementation award were invited to apply for a grant; 13 States were funded.

In April 1989, BJS released a special report, *Recidivism of Prisoners Released in 1983*, using National Corrections Reporting Program State release records linked with State and FBI criminal-history records for more than half the inmates released from all State prisons in 1983--108,580 persons. The report estimated that 62.5 percent of former State inmates were rearrested for a felony or a serious misdemeanor within three years of their discharge from prison. About 47 percent of the former prisoners were convicted of a new crime, and 41 percent were sent back to prison or jail.

BJS has stepped up its analysis of Offender-Based Transaction Statistics (OBTS) data provided by the States. OBTS tracks offenders through the criminal justice system from arrest to sentencing. In September 1989, BJS released a special report, *Criminal Cases in Five States, 1983-86*. The report

found that the number of arrests grew by 18 percent, and the number of prison and jail terms rose 28 percent during the years studied.

In earlier years, BJS analyzed OBTS data on such topics as white-collar crime and offenses against children. These BJS reports and other programmatic efforts have increased State involvement from 11 providing data to BJS in Fiscal Year 1988 to 14 in Fiscal Year 1989, with an additional three States anticipated for 1990.

## SECURITY OF CRIMINAL JUSTICE DATA

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 laws that regulate 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 action during the year in the area of privacy, security, and confidentiality focused on the issue of data quality.

BJS funded a major conference on criminal justice policy issues in the 1990s at which issues of data quality were discussed. In addition, BJS sponsored a study of the policy implications of fingerprint identification procedures as part of the BJS effort to support the work of the Task Force on Felon Identification in Firearm Sales.

BJS also published a number of documents regarding the privacy and security of information during the fiscal year. *Public Access to Criminal-History Record Information* describes legislation, regulations, and case law defining the public's right to obtain criminal-history record information and identifies issues relevant to such policies. The *Compendium of State Privacy and Security Legislation: 1989 Overview*, summarizing State privacy legislation, also was prepared for publication during Fiscal Year 1989. To assist criminal justice agencies in upgrading data quality, BJS published *Strategies for Improving Data Quality*, describing specific techniques for increasing record accuracy and completeness.

## **AUTOMATION AND IMPROVED MANAGEMENT PRACTICES**

During Fiscal Year 1989, the Office of Justice Programs continued to help improve the effectiveness of State and local criminal justice operations by supporting experimental projects, specialized training, improved technology, information sharing, and other efforts.

### **IMPROVING POLICE OPERATIONS**

An NIJ experiment in Minneapolis is assessing the deterrence value of extra, unpredictable patrol car presence each day in 55 high-crime areas. This "Hot Spots" patrol experiment is being evaluated for its effect on crime reports, calls for service, and the level of disorder at different times.

NIJ joined with the Los Angeles Police Department in a project to equip patrol officers with notebook-sized portable computers to file their reports from the scene. Officers can file reports instantaneously from squad cars, making the information available department-wide as soon as it is keyed in. Researchers have found that report-filing time was cut, leaving officers free to perform more important functions. In addition, the quality of reports improved, and officers were enthusiastic about using the laptop computers. The Los Angeles initiative grew out of a similar program in St. Petersburg, Florida, that proved successful.

The Executive Session on Policing, cosponsored by NIJ and Harvard University's John F. Kennedy School of Government with additional funding from private foundations, brings together some of the Nation's foremost leaders in law enforcement and criminal justice for a series of discussions and debates on the state of policing in America. In December 1988, the Executive Session held a conference on community policing. Fifty police chiefs, mayors, community leaders, academics, and media representatives were invited to join the regular 25 members to discuss the future of policing.

### **TRAINING**

BJA funded the establishment of National Criminal Justice Computer Laboratory and Train-

ing Centers on the east and west coasts to provide training and technical assistance in the use of computers and automated information systems. The Centers provide criminal justice personnel with an opportunity to evaluate a wide variety of computer products. Training also is provided on such systems as "D.A.'s Assistant" and the "LOCKUP Jail Management System," which was developed under a BJA grant.

An innovative NIJ program enlisted the aid of U.S. businesses to provide management training to police administrators and officers throughout the Nation. U.S. businesses spend \$30 billion a year to provide training and career advancement courses for their employees. With startup help from NIJ, "Operation Bootstrap" has enlisted scores of U.S. companies to donate seats in their management training programs to local police. Police managers gain the benefit of high-quality management training that can be readily applied to their police work, without cost to the public. The program is growing, as more corporations participate each year.

### **FORENSIC SCIENCE AND TECHNOLOGY**

NIJ research has shown that DNA analysis of hair, blood, and semen in many violent crimes can significantly aid in identifying the offender and exonerating innocent subjects. An NIJ grant to the National Academy of Sciences is helping to underwrite the work of a newly-convened committee on DNA technology and forensic science, which will assess current procedures and explore the need for standards and further research.

Other DNA research has devised a new tool to help forensic specialists overcome a problem in many cases--an insufficient quantity of body fluid to permit DNA analysis. NIJ-sponsored researchers are also working on analysis of DNA from human bone tissue. In addition, NIJ has begun work with the National Institute of Standards and Technology to develop standards on DNA technology.

In another new development, NIJ-sponsored researchers have developed the most effective method to date for improving the quality of blurred photographic images through computer technology. Using a mathematical modeling approach, the blur of a photograph caused by camera movement or an unfocused lens can be corrected to produce a clearer negative. The potential benefit for criminal justice investigations is enormous, and the utility of

such technology goes beyond criminal justice applications.

NIJ's Technology Assessment Program continued its work to bring information about criminal justice technology to courts, corrections, and law enforcement personnel. Working with the National Institute of Standards and Technology, performance standards were developed or updated for police surveillance and communications equipment, pistols, shotguns, security materials, and other equipment used in criminal justice. The standards provide agencies with a basis for evaluating equipment based on carefully considered standards of performance.

### INFORMATION SHARING

One of the mandates of OJP and its components is to disseminate the results of criminal justice programs and research. To assist in fulfilling that mandate, all five OJP bureaus support the National Criminal Justice Reference Service (NCJRS) to disseminate information and publications concerning OJP programs and other information of interest to the criminal justice community. NCJRS handled thousands of requests for information in 1989. By the end of the year, registered users of NCJRS numbered 95,350. The NCJRS fee-for-service program generated almost \$365,000 in 1989 to offset the costs of distributing criminal justice information.

NCJRS also operates a number of specialized clearinghouses. In conjunction with NIJ, the AIDS Clearinghouse serves the criminal justice community as a vital source of information about AIDS and its effect on the operation of the criminal justice system. A project completed in 1989 examined medical, legal, education, and operational issues regarding AIDS in probation and parole. An update of data on AIDS in the Nation's correctional system also was completed.

Under contracts with OJP components, NCJRS also operates the Drugs & Crime Data Center & Clearinghouse, the BJA Clearinghouse, the Construction Information Exchange, the Juvenile Justice Clearinghouse, the Justice Statistics Clearinghouse, and the National Victims Resource Center.

BJS supports the National Clearinghouse for Criminal Justice Information Systems, which operates an automated index of more than 1,000 crimi-

nal justice information systems maintained by State and local governments. The Clearinghouse also provides technical assistance and training to State and local government officials and issues technical publications. BJS also sponsors the National Archive of Criminal Justice Data at the Inter-University Consortium for Political and Social Research at the University of Michigan. The archive assists users whose needs are not satisfied by published statistics by providing access to computer data tapes.

### OTHER OJP ACTIVITIES

The Office of Justice Programs began or continued several other important initiatives during Fiscal Year 1989. These include the Task Force on Felon Identification in Firearms Sales, the Public Safety Officers' Benefits Act Program, and the Emergency Federal Law Enforcement Assistance Program.

### FIREARMS STUDIES

Section 6213 of the Anti-Drug Abuse Act of 1988 required the Attorney General, in consultation with the Secretary of the Treasury, to report to Congress by 18 November 1989, on a system for the immediate and accurate identification of felons who attempt to purchase firearms. To assist him in preparing the report, the Attorney General established a Task Force on Felon Identification in Firearms Sales to identify a range of options that would comply with the statute. The Assistant Attorney General of OJP chaired the Task Force, which consisted of representatives from: OJP and its Bureau of Justice Assistance, Bureau of Justice Statistics, and National Institute of Justice; the Federal Bureau of Investigation, the Immigration and Naturalization Service, and the U.S. Marshals Service; and the Bureau of Alcohol, Tobacco, and Firearms, within the Department of the Treasury.

The Task Force examined a range of issues that should be considered before implementing a felon identification system, and published a Draft Report in the *Federal Register* for public comment on 26 June 1989. The Task Force received more than 100 comments from Members of Congress, State and local officials, public interest groups, and private citizens. The Final Report will be submitted in mid-October 1989 to the Attorney General for his

consideration. BJS provided the primary staff support in this effort.

BJS is overseeing another research effort required by the Anti-Drug Abuse Act, a feasibility study of a system to immediately and accurately identify other ineligible persons who attempt to purchase one or more firearms. These include fugitives from justice, controlled substance abusers or addicts, persons adjudicated mentally ill or committed to a mental institution, illegal aliens, persons dishonorably discharged from the Armed Forces, and persons who have renounced their citizenship. Data from the study will be submitted to the Attorney General to aid in his report to Congress.

In a related area, as mandated by Public Law 100-615, BJS, through a contract with the Police Executive Research Forum (PERF), is conducting a study of the criminal misuse of toy and imitation guns. A survey was sent to all police agencies serving a population of 50,000 or more inhabitants, to all sheriff's departments with 100 or more sworn employees, and to all primary State police agencies. Site visits were made to 27 agencies. The final report is expected in 1990.

Last year, at the direction of the Congress, the National Institute of Justice also completed an evaluation of marking systems for toy guns. Federal law requires that all toy guns manufactured or sold after 5 May 1989 be marked to distinguish them from real weapons. NIJ conducted an experiment in which police officers simulated confrontations with assailants armed with unmarked pistols and with toy guns marked in accordance with Federal regulations. Only one marking system -- a transparent green water gun -- led officers to withhold their fire more than half of the time. Officer response to other markings varied significantly.

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

The Public Safety Officers' Benefits (PSOB) Program, administered by BJA, provides a Federal benefit to the eligible survivors of a public safety officer whose death is the direct result of a traumatic injury sustained in the line of duty. Public safety officers include police, corrections, probation, parole, and judicial officers, fire fighters, and rescue squad personnel.

During Fiscal Year 1989, the PSOB Program paid 249 claims totaling \$22.7 million to the wives, children, and parents of public safety officers killed in the line of duty. Of the claims approved, 166 were police officers; 68 fire fighters; 5 correctional officers; and 10 were other public safety officers. In October 1988, Congress passed legislation to increase the amount of the benefits from \$50,000 to \$100,000 per death. The amount of the benefit is adjusted annually to match increases in the Consumer Price Index.

#### **EMERGENCY ASSISTANCE**

The Emergency Federal Law Enforcement Assistance Program, also administered by BJA, provides assistance to State and local governments facing law enforcement emergencies, such as those resulting from natural disasters. In Fiscal Year 1989, \$1,100,000 was awarded to the South Carolina Department of Public Safety to assist with emergency law enforcement responsibilities related to Hurricane Hugo.

#### **PROGRAM SUPPORT ACTIVITIES**

Within the Office of Justice Programs are six Offices that provide administrative and other services to the OJP Assistant Attorney General and the program Bureaus and Offices. These are: the Office for Civil Rights; the Office of Congressional and Public Affairs; the Office of General Counsel; the Office of Personnel; the Office of Planning, Management, and Budget; and the Office of the Comptroller.

#### **OFFICE FOR CIVIL RIGHTS**

The Office for Civil Rights (OCR) monitors compliance with the civil rights responsibilities of the recipients of OJP financial assistance authorized by 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

Justice Assistance Act of 1984; Section 504 of the Rehabilitation Act of 1973, as amended; the Age Discrimination Act of 1975, as amended; Title IX of the Education Amendments of 1972; and the regulations promulgated to implement these statutes (28 CFR Part 42).

Although 96 allegations of civil rights noncompliance were received during the fiscal year, only seven 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 or jurisdiction was otherwise lacking. Technical assistance was provided to numerous agencies by telephone and on-site, if necessary. Some 122 preaward reviews were conducted on applications for OJP assistance of more than \$500,000 as required by regulation.

#### **Equal Employment Opportunity Staff**

The Equal Employment Opportunity Staff is composed of one full-time employee who serves as the EEO Officer and is responsible for establishing, coordinating, and implementing a wide range of programs to promote equal opportunity in employment within OJP. The EEO Officer is assisted by employees from other OJP offices who volunteer for the collateral duty special emphasis program. These volunteers work with the EEO Officer to administer the Federal Affirmative Employment Programs for minorities, women, individuals with handicaps, and disabled veterans. In addition, five collateral duty EEO counselors provide equal employment counseling to employees and applicants for employment.

During Fiscal Year 1989, the Staff participated in three job fairs and five minority-sponsored conferences to encourage special emphasis group members to apply for employment with OJP. These outreach efforts generated a significant response from targeted group members. The EEO staff also conducted two career development workshops and four programs to commemorate events of significance in Equal Employment Opportunity. In addition, the Annual Federal Equal Opportunity Recruitment Program (FEORP) Report and the Multi-Year Affirmative Employment Program Plan Update for Minorities and Women were prepared and submitted to the Department.

Of the total 61 employees hired during Fiscal Year 1989, 29 were from minority groups, 10 of

whom were students participating in OJP's Stay-in-School program. Seven persons were hired under OJP's Upward Mobility Program during the fiscal year.

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

The Office of Congressional and Public Affairs (OCPA) is responsible for representing OJP, the Department of Justice, and the Administration in ensuring positive relations and effective communications with the Congress, the news media, and the general public.

The Office works with Members of Congress, Congressional committees, and their staffs on legislative matters affecting OJP and the criminal justice community. It is responsible for preparing testimony and reports on bills before Congress relating to criminal justice and OJP issues, and for tracking legislation in Congress. In addition, OCPA is responsible for notifying Members of Congress of OJP grants that are of interest to a particular Member or Congressional delegation.

OCPA also works with the news media to keep them and the general public informed about OJP programs and activities. It responds to inquiries, coordinates media interviews with OJP staff, and prepares news releases about programs and reports of general and special interest. In addition, the Office arranges news conferences and briefings to announce or explain the details of significant research findings, statistical reports, and important new program initiatives. It also prepares speeches, articles, briefing material, and policy statements for the Assistant Attorney General and other OJP officials, and drafts responses to White House, Congressional, and media correspondence.

As the Freedom of Information Act (FOIA) office, OCPA is responsible for making all grants and other nonexempt documents available for inspection or possible reproduction.

In addition, during Fiscal Year 1989, OCPA provided staff support and Congressional and media liaison for the Attorney General's Task Force on Felon Identification in Firearms Sales and the National Crime Victims Week and Young American Medals awards ceremonies. OCPA also arranged a ceremony and other activities for nine law en-

forcement officers who received Attorney General's Distinguished Public Safety Service Awards.

### OFFICE OF GENERAL COUNSEL

The Office of General Counsel (OGC) provides legal advice to the Office of Justice Programs and its components. The Office represents OJP 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. OGC also advises on OJP bill reports and other related issues. In addition, it is responsible for drafting OJP regulations and reviewing audit findings.

During Fiscal Year 1989, in addition to giving advice concerning previously enacted legislation administered by OJP and the implementation of that legislation, OGC became involved in new issues relating to the Anti-Drug Abuse Act of 1988 and the National Drug Control Strategy. It also increased activity in the areas of Freedom of Information Act (FOIA), government ethics, and labor relations. In addition, OGC provided assistance to the Attorney General's Task Force on Felon Identification in Firearm Sales and began revising a legal interpretations manual for the Public Safety Officers' Benefits Act.

### OFFICE OF PERSONNEL

The Office of Personnel provides a wide range of personnel management services for the Office of Justice Programs and its components, including recruitment and staffing, position classification and position management, employee relations, labor-management relations, and employee development.

In addition during Fiscal Year 1989, the Office of Personnel established the Voluntary Leave Transfer Program; implemented drug testing requirements for all potential OJP employees; sponsored in-house training courses on business writing skills and increasing secretarial professionalism; conducted labor negotiations regarding a proposed OJP Parking Instruction; and implemented an

automated tracking system for all Standard Form 52s (Request for Personnel Action).

### OFFICE OF PLANNING, MANAGEMENT, AND BUDGET

The Office of Planning, Management, and Budget (OPMB) consists of three small OJP staffs--the Budget Staff, the Management Staff, and the Planning Staff--and the OJP Executive Secretariat. The OJP Executive Secretariat function was transferred to OPMB during the fiscal year.

#### Budget Staff

The Budget Staff plans, develops, and coordinates all phases of budget formulation, execution, and control. This includes preparation of multiyear financial plans, three annual budget submissions for two appropriation accounts, and justifications of OJP budget requests. In Fiscal Year 1989, the Budget Staff prepared and submitted OJP budgets for drug-related resources to the Office of National Drug Control Policy, a new requirement.

The Budget Staff also assists and counsels management in assessing resource needs for OJP budget requests and provides briefing material to management in preparation for budget hearings.

In addition, it analyzes budget requests from the OJP components and advises the Assistant Attorney General concerning allocation amounts; controls available funds by issuing operating plans to OJP components and monitoring obligations; and develops apportionment and reapportionment schedules, including reimbursements and allocations from other Federal agencies.

#### Management Staff

The Management Staff provides support and assistance to OJP in its coordination and management activities. During Fiscal Year 1989, the Management Staff was responsible for the following:

\*Coordinating OJP Internal Control activities, including all required reports to the Department, OMB, and GAO.

## OFFICE OF THE COMPTROLLER

\* Providing briefing material for the quarterly program management briefings presented by each of the five OJP components to the Assistant Attorney General.

\* Administering the Department's Young American Medals Program. This national program recognizes young Americans for acts of bravery and service. On 21 September 1989, in a White House ceremony, President Bush awarded gold medals to seven young Americans for their outstanding acts of bravery and service.

\* Managing OJP's Management and Productivity Improvement Program. This involved preparation of all required reports as well as representing OJP at Departmental meetings.

\* Coordinating the implementation of the requirements of OMB Circular A-76 and Executive Order 12615 within OJP. This included preparation of required reports, plans, and inventories required by the Department and OMB.

### Planning Staff

The Planning Staff develops strategic planning goals for OJP and provides support to the Assistant Attorney General and the Deputy Assistant Attorney General in coordinating activities among the five bureaus and performing special assignments. This includes the design, implementation, and evaluation of planning and program operations. During Fiscal Year 1989, the Staff worked with OJP's liaison to the Office of National Drug Control Policy to ensure that OJP's program plans and drug control budget were consistent with the National Drug Control Strategy.

### Executive Secretariat

The OJP Executive Secretariat maintains control of OJP executive correspondence. This includes tracking responses to Congressional, White House, and other types of executive correspondence for the Office of the Assistant Attorney General, providing reports to management on overdue correspondence, and ensuring the quality of executive correspondence. In addition, the OJP Executive Secretariat administers the Activity Tracking System for OJP and submits reports to the Office of the Attorney General and other DOJ Offices.

The Office of the Comptroller (OC) is the principal advisor to the Assistant Attorney General of OJP 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. OC also provides financial management technical assistance to OJP grantees.

OC is a primary monitor of the nearly \$1.8 billion in 1,600 active grants in OJP, with a broad mandate to conduct financial and compliance reviews of grants. OC received over 4,300 financial and progress reports from grantees during the fiscal year, and conducted more than 100 site visits to grantees.

In compliance with the Single Audit Act of 1984, OC provides audit control, tracking, and resolution to the Department of Justice and its components. During Fiscal Year 1989, OC received 270 external audit reports from the Department's Office of the Inspector General and closed 272 audit reports. OC's Automated Control and Compliance Examination System (ACCESS) maintains a database of 1,484 audit reports.

During the fiscal year, OC continued to strengthen cash management and fiscal integrity by providing financial management training to 592 State and local government officials and conducting 94 on-site and 567 desk financial reviews. Some \$5,281,581 was made available to OJP program offices by deobligating grant funds. Cash recovered from grantee refunds totaled \$369,694. In addition, internal control procedures continued to ensure improved cash management and to prevent waste, fraud, and abuse.

In Fiscal Year 1989, OC authorized disbursements of \$415,834,295, primarily through electronic fund transfer to letter of credit accounts. Categorical (discretionary) grants processed during the year totaled \$92,302,616, and formula grants totaled \$250,651,333. OC also administered 61 categorical grants totaling \$5,877,199 under a cross-servicing agreement with the Commission on the Bicentennial of the U.S. Constitution. This included account-

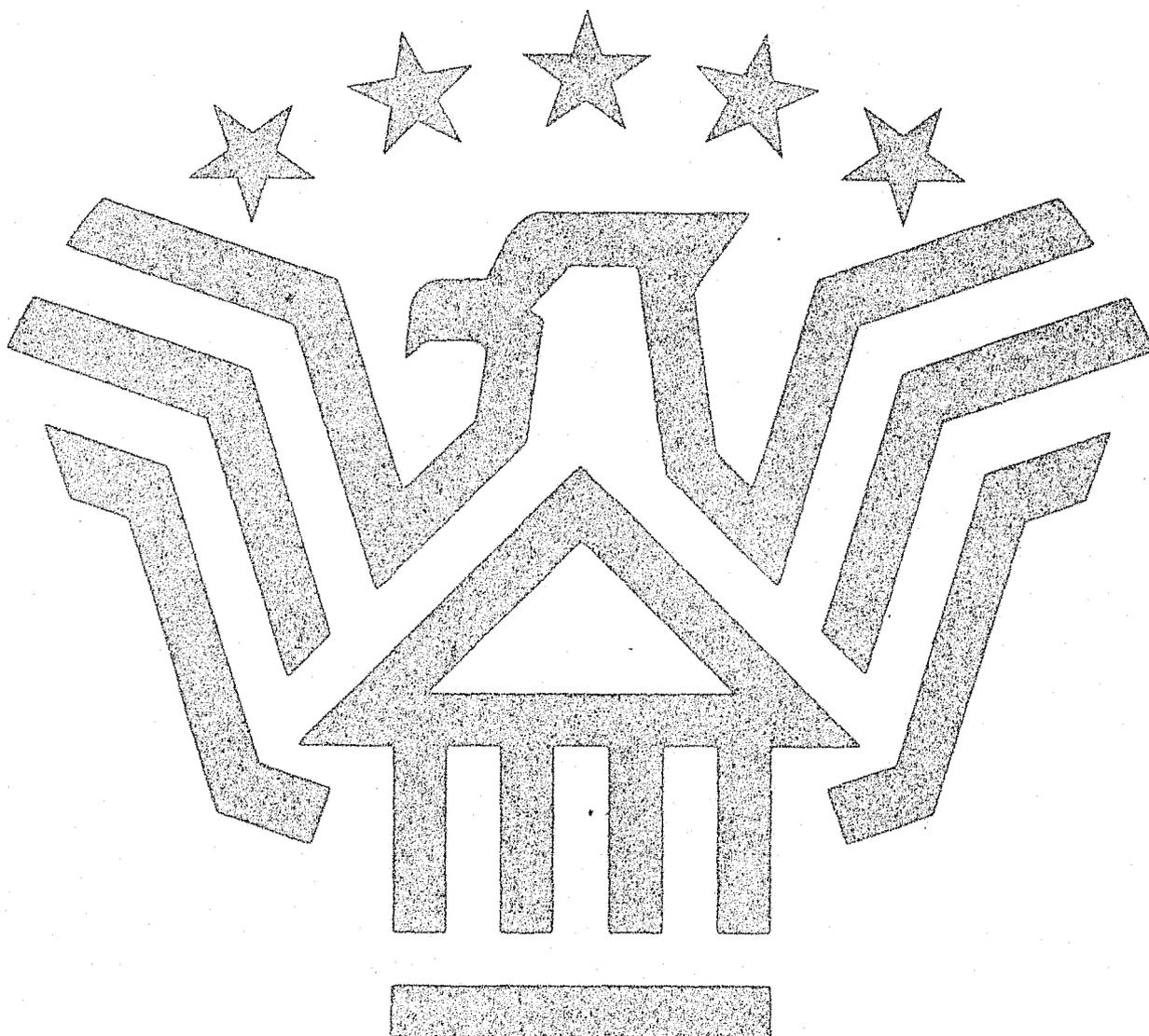
ing, financial management, and grant administration services for these projects.

As of 30 September 1989, OC had 1,081 active grants totaling \$1,219,307,421, and contracts and inter-agency agreements totaling \$87,846,528 under all OJP programs.

OC also improved the OJP computer systems during the year, revamping the Correspondence Tracking System and designing an automated master calendar. The OJP network now includes all Bureaus and Offices, and permits communication and data sharing through the network.

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**PART 2:**  
**ADDITIONAL DATA**



## BJA REPORT ON DRUG CONTROL

Section 522(b) of the Omnibus Crime Control and Safe Streets Act of 1968, as amended, requires the Director of the Bureau of Justice Assistance to report each year to Congress concerning the following:

- \* The aggregate amount of formula and discretionary grants awarded to each State during the fiscal year;

- \* The amount of formula and discretionary grants awarded for each of the 21 purposes set forth in the Act;

- \* A summary of the information provided to BJA by each State, including the activities supported with BJA grant funds, evaluation results, and coordination with other State agencies;

- \* An explanation of how States coordinated their use of BJA funds with anti-drug efforts funded by other Federal agencies;

- \* An evaluation of programs and projects funded under the Act and of each State's drug strategy implementation.

Tables 2 and 3 in the Appendix of this Report show the distribution of BJA formula grant funds by purpose area for each State and the award amounts and locations of each discretionary grant program.

### STATE REPORTS SUMMARY

#### Impact of Drug Control Strategies

Most States report to BJA that their drug control efforts have been significantly enhanced as a result of the additional resources provided by the Drug Control and System Improvement Program. States and localities have increased their resources targeted toward drug control, State legislatures have strengthened anti-drug statutes, and arrest, prosecution, and incarceration of drug offenders, as well as drug and asset seizures and forfeitures, have all increased.

For example, Michigan used formula grant funds to assign 23 Michigan State Police officers and 68 local police officers to cooperative drug

teams. As a result, narcotics investigations have increased 52 percent since 1987, and arrests of high-level drug law violators rose 61 percent in 1988 and 12 percent in 1989. Michigan also reports that its mandatory sentencing law and intense enforcement have reduced the availability of drugs, especially cocaine, heroin and marijuana.

Delaware reports a 30 percent increase in the arrest of adult drug offenders in 1988 after having relatively stable rates for the previous five years. The State attributes the increase to the additional law enforcement officers assigned to drug enforcement during the period. Delaware also reports a 26 percent increase in referrals for prosecution, and a 19 percent increase in Superior Court filings in 1989.

Most drug arrests in Illinois are made in Chicago, where drug arrests more than doubled between 1980 and 1988, increasing from 15,121 to 33,034. An increase of 32 percent occurred between 1987 and 1988 alone. After fluctuating in the early 1980s, drug arrests in the surrounding counties rose 26 percent between 1986 and 1988. The number of defendants charged with felony drug offenses at preliminary hearings in the Cook County Circuit Court increased 159 percent between 1984 and 1988, from 9,619 to 24,907. A 56 percent increase occurred between 1987 and 1988 alone. In 1988, drug cases constituted 56 percent of the total preliminary hearing caseload in Cook County, compared to 33 percent in 1984.

From 1983 to 1988, annual arrest totals for felony drug offenses increased 168 percent in New York City, 213 percent in the suburban New York City region, and 143 percent upstate. There are nearly 15,000 drug offenders in the State prison system, an increase of over 600 percent since the end of 1980. Drug offenders account for 75 percent of the growth in the prison population since 1986. Stepped-up street level enforcement by groups such as the TNT--Tactical Narcotics Teams--in New York City and new legislation lowering the weight threshold for felony-level cocaine possession are expected to help drive the demand for prison space to more than 58,000 by April 1991 from the current population of approximately 50,000.

New Jersey reports that, after remaining stable for three years, arrests for drug offenses increased 24 percent in 1987 and an additional 29 percent in 1988. Arrests for the sale and manufacture of drugs increased 31 percent in 1987 and 39 percent in 1988.

BJA formula grant funds were used to support task forces to assist with implementation of the Comprehensive Drug Reform Act of 1987.

### State and Local Participation in Drug Control

The first statewide drug strategies developed under the Anti-Drug Abuse Act of 1986 showed that many jurisdictions throughout the country, especially in rural areas, were not actively enforcing drug laws because of a lack of resources. Many States now report a significant increase in the participation of State and local law enforcement agencies in drug control activities, as illustrated by the following examples.

Arizona reports an 80 percent increase in resources for the apprehension and investigation of drug offenses between 1986 and 1989. Most of this increase has been in the number of drug enforcement task forces, which are supported with BJA formula grant funds. State agencies increased the number of drug investigators by 56 percent between 1986 and 1989. County law enforcement departments more than doubled the number of investigators assigned to drug cases during the period, from 23 officers in 1986 to 52 in 1989, a 126 percent rise. Municipal departments also increased their corps of drug investigators by 94 percent.

Full-time narcotic enforcement officers and support staff in Michigan increased from 677 in 1988 to 932 in 1989 (including 116 Federal officers). The major thrust of Michigan's narcotics enforcement continues to be multi-jurisdictional cooperative State and local drug teams, with 18 teams covering most of the State.

In Louisiana, 77 percent of law enforcement agencies had either special drug units or officers assigned primarily to the investigation of drug cases by 1988. This represents a 10 percent increase over 1987. More than 300 officers are now dedicated to drug investigations.

### Task Forces

Almost every State used the multi-jurisdictional task force or drug unit concept as the foundation of their drug control strategy. Over 700 task forces and drug units have been established or expanded throughout the country as a result of the Drug Control and System Improvement Program. The multi-jurisdictional task force provides State and local agencies with a means of coordinating efforts to investigate highly-mobile drug traffickers and

share limited resources and expertise. Many of the task forces include the participation of State, local, and Federal law enforcement officers and prosecutors.

The Consortium for Drug Strategy Impact Assessment, a multi-State initiative to study State drug enforcement activities funded by BJA, collects and analyzes information on the drug-related operations of multi-jurisdictional cooperative law enforcement task forces. Information provided by 120 task forces that received BJA formula grant funds in nine States is included in the analysis. These States are: Indiana, Montana, New Jersey, Ohio, Pennsylvania, Texas, Utah, Virginia, and Washington.

Consortium task forces made over 13,000 drug arrests during 1988, approximately 71 percent of which involved cocaine and 21 percent marijuana. Two-thirds of the arrests were for distribution of drugs. Approximately one-third were for possession. The task forces also seized 5,243 kilograms of cocaine, 13 tons of marijuana, 12,248 doses of hallucinogens, and 448 kilograms of amphetamines, as well as assets with an estimated value of over \$14.5 million.

The particular mission of each State task force affects the number of arrests and the amount of drugs and assets seized. For example, task forces that concentrate on street-level enforcement make large numbers of arrests of drug users and low-level distributors, but seize smaller amounts of drugs and assets than task forces that target high-level drug traffickers. Task forces targeting high-level drug traffickers generally concentrate on a few long-term investigations that result in relatively low numbers of arrests and larger seizures of drugs and assets. Five percent of the task forces concentrate on coordinating drug law enforcement activities, which results in few, if any, arrests. The following table shows the primary mission of the task forces:

Street and upper-level drug offenders	55 percent
Street-level drug offenders	24 percent
Upper-level drug offenders	13 percent
Coordination	5 percent
Prosecution of drug offenders	2 percent

Most of the task forces are multi-jurisdictional in nature, although 60 percent of the task forces involve only local agencies. Approximately 18 percent involve local, State, and Federal agencies, 9 percent involve local and State agencies, and 6 percent involve State agencies only.

### Prosecution

Many States used formula grant funds to establish drug prosecution units and/or to hire prosecutors dedicated to drug cases in order to increase the number and effectiveness of drug case prosecutions. Many of these drug prosecutors work closely with the drug task forces, which results in stronger cases for prosecution. Most of the drug prosecution units utilize seizure and forfeiture and vertical prosecution in drug cases, where the same attorney is assigned to the case from start to finish.

In Arizona, as a result of the numerous inter-agency drug investigative task force operations, many prosecutors are involved in decisions early in the investigations. Prior to 1987, only two county attorneys in Arizona had deputies dedicated full time to drug case prosecutions. As a result of the development in 1987 of the Statewide Drug Enforcement Strategy and the allocation of special funds (Federal and State drug monies) by the Criminal Justice Commission, 10 of the 15 county attorneys had at least one full-time drug prosecutor in 1988 and 1989. The Maricopa County attorney received a grant to dedicate 13 deputy county attorneys and four investigators full time to drug prosecutions, and the Pima County Attorney received a grant to dedicate four deputy city attorneys full time to drug prosecutions. In the smaller counties, a deputy county attorney serves as a full-time drug prosecutor to work in tandem with interagency task forces. By 1989, there were a total of 31 full-time drug prosecutors at the local level and three full-time investigators dedicated to asset forfeiture activities, where previously there were none.

Formula grant funds in Michigan provide additional prosecuting attorneys in most jurisdictions with a population of 250,000 or more. The increase in personnel allows for the vertical prosecution of drug offenders and swift adjudication in most drug cases. Prosecutors provide 24-hour on-call service to law enforcement officers to assist in investigations, preparing and securing search warrants, and on-site execution of warrants. This ability to provide counsel is very important in the development of

forfeiture cases, inasmuch as prosecutors can make decisions relative to the seizure of property or contraband under the authority of the warrant or an otherwise legally sound basis.

### Crime Laboratories

Many States recognized in their initial state-wide drug strategies that efficient crime laboratories are critical to effective drug control efforts. Each drug arrest produces drug samples that must be analyzed before the case can be prosecuted. Many crime labs throughout the country were experiencing delays in processing that would be aggravated by the expected increase in drug arrests. As a result, crime lab enhancement programs were an integral part of many statewide strategies.

Under a BJA grant, the Consortium for Drug Strategy Impact Assessment collects and analyzes information on the drug-related workload and operations of crime laboratories. It focuses on 62 crime laboratories in 14 States that received funds under the Drug Control and System Improvement Formula Grant Program. In 1988, the crime labs in these 14 States completed 577,734 drug analyses. The requests for analyses increased 37 percent between the first and fourth quarters of 1988. Local agencies were responsible for the increase in requests.

Most of the 14 participating States identified a need to enhance the capacity of crime labs to handle the increasing number of drug analyses and to reduce the turn-around time for analyses. In 1988, the participating States reported an 11 percent increase in turn-around time, but a 23 percent increase in drug analyses.

The grants to crime labs generally supported an increase in analysts and/or upgraded lab equipment. Since most of the grants were awarded during 1988 and time was needed to hire and train personnel and to order and deliver equipment, the full impact of the crime lab enhancements should be demonstrated as the data for 1989 is analyzed.

However, as a result of a crime lab enhancement program in Delaware, the backlog of drug cases was completely eliminated and new cases are being handled expeditiously. The turn-around time for drug analyses decreased from an average of 270 days in Fiscal Year 1987 to 45 days in Fiscal Year 1988, and 30 days in Fiscal Year 1989.

## Adjudication

Court-related programs were not a high priority for funding in most States. Less than 3 percent of the Fiscal Year 1987 and Fiscal Year 1988 formula grant funds were allocated for enhanced adjudication programs. A number of States, however, established specialized drug courts or enhanced presentence investigation programs to assist the courts with processing the increasing number of drug cases. For example, in Delaware, a Dedicated Presentence Officer of Drug Cases Program reduced preparation time for presentence investigation reports by 62 percent--from 65 days to 25 days--and reduced the time from conviction to sentencing by 47 percent--from 113 days to 60 days.

## Drug Testing

The President's National Drug Control Strategy recommends that States adopt drug-testing programs "throughout their criminal justice systems: for arrestees, prisoners, parolees and those out on bail." Many States have incorporated drug testing into pretrial services, Treatment Alternatives to Street Crime, and Intensive Supervision programs.

Pennsylvania used formula grant funds to increase drug urinalysis for offenders under the supervision of the Board of Probation and Parole. The increased drug testing appears to be a factor in reducing the number of offenders who test positive for drug use. An average of 21.6 percent of the urine samples were positive for substance abuse after testing increased, compared with 35.5 percent in a similar period prior to the enhanced urinalysis program. In the Special Intensive Supervision Drug Project, where urine samples are taken more frequently, the positive rate dropped to an average of 11 percent.

Arizona's 1987 comprehensive drug legislation authorized the Supreme Court to develop a statewide, systemwide, post-arrest, pre-release, pretrial drug testing plan for arrestees and submit the plan to the Arizona Criminal Justice Commission for approval and implementation. The plan has been submitted, but the enormous projected costs involved and the overall lack of funding has delayed action. However, a number of drug testing programs are in place in the State. The 1987 State drug legislation mandated that drug offense probationers be tested for drugs on a regular basis, at

least once weekly. This program has been implemented with the assistance of formula grant funds.

## Corrections/Treatment

Most States are facing prison and jail capacity problems, which are heightened by the growing number of drug offenders and mandatory sentences. Most States also report that treatment services in institutions and in the community do not adequately meet the needs of the 70 to 90 percent of the offenders who have substance abuse problems. Almost all of the formula grant funds allocated by the States for detention, rehabilitation, and treatment, therefore, have been used to develop or enhance drug treatment services or alternative sanctions programs, rather than to expand prison or jail capacity.

New York provided formula grant funds to the State Department of Correctional Services to fill gaps in the delivery of services in the Department's Comprehensive Substance Abuse Treatment Program. Staff were hired to provide assistance and counseling to drug-dependent offenders at 12 correctional facilities. Approximately 4,200 drug-involved inmates will receive services.

Pennsylvania established a Treatment Alternatives to Street Crime (TASC)/State Correctional Institutions (SCI) Pre/Post Release Project. The goal of the program is to reduce the number of substance-abusing parolees who reenter State correctional institutions for parole violations or for committing new crimes. The program targets inmates about to be released to counties with existing TASC programs. It is designed to assess the treatment needs of approximately 750 inmates, refer approximately 500 parolees to appropriate treatment, test parolees for drug use, monitor their progress during treatment, and develop and implement aftercare support groups.

## COORDINATION OF DRUG ABUSE ENFORCEMENT, EDUCATION, PREVENTION, AND TREATMENT PROGRAMS

The Bureau of Justice Assistance has initiated a number of activities designed to encourage coordination among the criminal justice, education, and treatment communities. During Fiscal Year 1989, BJA cosponsored three regional drug seminars with the Departments of Education and Health and

Human Services. The seminars, attended by State drug education, treatment, and criminal justice policymakers, were designed to encourage interdisciplinary cooperation and coordination within the States.

These policymakers were provided with state-of-the-art information, presented by national experts and State practitioners, on interdisciplinary programs and issues. Participants also had an opportunity to meet with other representatives from their State to address the issues presented throughout the seminar and to develop an action plan for their State. For a number of States, this was the first time that representatives from the education, treatment, and criminal justice agencies met to discuss ways to address the drug problem.

BJA also encouraged States to establish drug policy boards to develop statewide drug enforcement strategies. BJA recommends that the boards include broad representation from the criminal justice system at the State and local levels, that the education and treatment communities be represented, and that the United States Attorney be included on the board to provide coordination between Federal and State drug control activities. Policy boards were established by over 80 percent of the States.

Many of the programs implemented by BJA and the States are built on or result in interdisciplinary and intergovernmental coordination and cooperation. For example, the Drug Abuse Resistance Education (DARE) program and many of National Crime Prevention "McGruff" Campaign's activities place law enforcement officers in the classroom to teach drug use prevention. Drug-free school zones established in many States require law enforcement and schools to work together to establish policies and procedures to deal with drug law violations near schools.

BJA has worked closely with the National Association of State Alcohol and Drug Abuse Directors (NASADAD) to assist the States to develop drug treatment services for defendants and offenders. Many States have implemented Treatment Alternatives to Street Crime (TASC) programs, which bridge the gap between the justice system and the treatment community. The goal of TASC is to interrupt the drug-using behavior of offenders by linking criminal justice system sanctions to the therapeutic processes of drug treatment programs. In a number of States, corrections agencies are also working with the drug treatment

agencies to provide drug treatment services within prison and jail facilities.

Most of the task forces established within the States include the active participation of several local agencies or local and State agencies. Law enforcement and prosecutorial agencies work closely together in many task forces to ensure that complex investigations are properly conducted and prosecuted. Many also include the participation of Federal agencies, such as the Drug Enforcement Administration and/or United States Attorneys.

The Drug Enforcement Administration (DEA) and BJA are working cooperatively to provide training to State and local law enforcement officers regarding clandestine laboratory investigations and officer safety. DEA has assigned agents to participate in the BJA-funded Organized Crime/Narcotics Trafficking Task Force Program and in many of the multi-jurisdictional task forces operating in the States under the Formula Grant Program. DEA encouraged its field offices to assist the States in defining the drug problem in their States and in developing their drug strategies. DEA agents also serve as members of the drug policy boards in a number of States. In addition, BJA and DEA worked together to develop training and a resource manual for DEA's demand reduction coordinators.

Through an interagency agreement with BJA, the Federal Bureau of Investigation (FBI) is providing Financial Investigation Training to State and local investigators. BJA has worked with the FBI to ensure that the drug data which BJA recommends be collected by the States is consistent with the changes in the Uniform Crime Report (UCR) system. BJA and the FBI also have worked closely in the area of crime and drug prevention. In April 1988, McGruff, the Crime Dog, became a part of the FBI tour. The "No Show" drug prevention video is shown to the more than half million people who take the tour annually. In addition, posters and crime prevention materials are provided to the public at the FBI's expense. The FBI is an active member of the Crime Prevention Coalition, participates in crime prevention month, and features crime prevention articles in its newsletter.

## PROGRAM EVALUATION

During Fiscal Year 1989, BJA implemented an expanded evaluation program reflecting the new mandates of the Anti-Drug Abuse Act of 1988.

BJA's evaluation program pulled together the substantial evaluation activities already in place by establishing stronger planning, coordination, and reporting procedures to produce an integrated evaluation program.

BJA has developed a full range of evaluation options, beginning with ongoing monitoring activities, through implementation and design studies, to comprehensive evaluation research. This strategy permits the Bureau to ensure that an appropriate and cost-effective evaluation component is established for each project under the Formula and Discretionary Grant Programs.

BJA's evaluation plan consists of the following components:

**Evaluation Guidelines** are developed to provide guidance to the States and other BJA grantees in conducting and reporting on evaluation activities. The first document, *Evaluating Drug Control and System Improvement Projects*, which established the overall framework for the evaluation program, was published in August 1989. Other documents covering useful evaluation approaches and methods are planned for publication in Fiscal Year 1990, including: *Monitoring Activities of the Drug Control and System Improvement Program* and *Developing Statewide Drug Control Strategies*.

**Enhancement of Evaluation Capabilities at the State Level.** BJA recommends that an evaluation capability be established at the State level to coordinate and economize evaluation activities. BJA assists States to develop and improve this capability.

**Documentation and Dissemination of Evaluation Results.** BJA publishes *Program Briefs*, *Implementation Manuals*, and other materials to document and disseminate the results of evaluation findings. A new *Special Analysis Series* to highlight and disseminate evaluation and assessment results of national and State projects also is being developed.

The National Institute of Justice (NIJ) assists BJA in coordinating individual and joint evaluation efforts to make the best use of limited resources for planning, designing, and conducting evaluations. During Fiscal Year 1989, 14 national-level evaluations were initiated by NIJ covering BJA's Formula and Discretionary Grant Programs.

The Consortium Drug Strategy Impact Assessment is a BJA-sponsored effort designed to develop

standardized evaluations of drug control efforts at the State level. Direct State participation in the Consortium increased from 15 to 28 States in Fiscal Year 1989, but all States profited from its activities through Consortium workshops and publications. The Consortium defines, collects, and analyzes information on drug control efforts, and recommends ways to provide policymakers at the Federal, State, and local levels with information on the effectiveness of State drug control strategies.

BJA's Performance Evaluation and Assessment System is designed to establish a national database of information that can be used to assess the overall impact of drug control and system improvement efforts. Annual Project Report forms, developed by BJA, are used to collect performance data from individual projects. These forms were updated during 1989 to correspond to the 21 purpose areas authorized by the Anti-Drug Abuse Act of 1988.

**Evaluation Cluster Meetings and Conferences** have been conducted to help States evaluate their drug control strategies and programs. BJA evaluation staff have provided technical assistance to the States through a series of evaluation cluster meetings. An annual evaluation workshop was conducted by the BJA-sponsored Consortium for both Consortium members and representatives from nonparticipating States. BJA and NIJ are planning a National Conference on Evaluating Drug Control and System Improvement Projects, which will be held in Washington, D.C., in June 1990.

The purpose of BJA's evaluation program is to appraise the manner and extent to which Discretionary and Formula Grant Programs are achieving the performance goals stated in the original application and are of proven effectiveness.

Many States are using formula grant funds to establish an evaluation capability at the State level. In addition, many States require that each formula grant award include an evaluation component. Since some States have to date only allocated funds to support projects, such as multi-jurisdictional task forces, which have already been extensively evaluated, evaluation efforts have been limited to completing Annual Project Report forms and monitoring to determine the extent to which an individual project has met its objectives.

Major evaluations have been initiated under the cooperative BJA/NIJ evaluation plan in the following program areas:

Community Responses to Drug Abuse Demonstration

Asset Seizure and Forfeiture

Focused Offender Disposition

Intermediate Sanctions for Drug Offenders

Drugs in Public Housing

Focused Substance Abuse and Street Level Enforcement

Multi-jurisdictional Task Force Models

User Accountability

Treatment in a Jail Setting

Drug Testing and Intensive Supervision

Innovative Drug Prosecution

Treatment Alternatives to Street Crime

Innovative Local Programs

## **BJS REPORT ON STATE STATISTICAL ANALYSIS CENTER (SAC) NARRATIVES**

This section reports on State statistical analysis activities from 1 October 1988 to 30 September 1989. It presents an overview of criminal justice data resources available at the State level.

BJS provides financial support to State criminal justice statistical analysis centers (SAC's) as described in Part 1, but many of these agencies operate largely without Federal funding. Consequently, many of the activities cited below were accomplished without Federal support.

For this section, each SAC was invited to submit a short narrative description of its activities.

The following SAC's submitted reports:

Alabama  
Alaska  
Arizona  
Arkansas  
California  
Colorado  
Commonwealth of the Northern Mariana Islands  
Commonwealth of Puerto Rico  
Connecticut  
Delaware  
District of Columbia  
Florida  
Hawaii  
Idaho  
Illinois  
Indiana  
Iowa  
Kansas  
Maryland  
Massachusetts  
Michigan  
Minnesota  
Mississippi  
Missouri  
Nebraska  
New Hampshire  
New Jersey  
New Mexico  
New York  
North Carolina  
Ohio  
Oklahoma  
Oregon  
Pennsylvania

Rhode Island  
South Carolina  
South Dakota  
Texas  
Utah  
Vermont  
Virginia  
Washington  
Wisconsin

Four tables showing the issues on which the SAC's produced data and the scope of SAC activities and functions appear in the Appendix to this Report.

### **STATE NARRATIVES**

#### **Alabama**

The Statistical Analysis Center (SAC) is a component of the Alabama Criminal Justice Information Center (ACJIC). The ACJIC is an independent State agency charged with operating and maintaining an information system for the criminal justice community.

Alabama's SAC is responsible for compiling statistics on the nature and extent of crime, compiling data for planning, and publishing statistics on the level and nature of crime and the general operation of agencies within the criminal justice system in Alabama.

Alabama's SAC is involved in the State Uniform Crime Reporting (UCR) redesign currently under way. The SAC shows local agencies the benefits of an incident-reporting system by providing computer services such as crime-by-sector breakdowns and data on shifts, manpower, and caseloads. These services benefit administrators and investigators in local police departments.

The Alabama SAC also was involved in a management study for a local police department. This was an extensive review of its operations with recommendations for improvement.

The Alabama SAC met with representatives from the Alabama Department of Forensic Sciences (ADFS) to work on a project whereby the ADFS will forward drug information to the SAC for trend studies.

In addition to the many special reports pro-

duced for local agencies, the SAC published two major reports during the year: *Crime in Alabama 1988*, and *IBR: A Management Tool*.

## Alaska

The Alaska Justice Statistical Analysis Unit (SAU) operates as part of the Justice Center at the University of Alaska, Anchorage.

During 1989 the program:

- \* released BJS report summaries to all major justice agencies, newspapers, and other media throughout Alaska;

- \* published and distributed statewide the *Alaska Justice Forum*, a quarterly publication designed to provide current national and State statistical information on justice-related issues to Alaska agencies, officials, and others concerned with the justice system;

- \* responded to requests from legislators, other public officials, and the press for research information on a variety of justice issues ranging from capital punishment to the certification of corrections officers.

During the year the SAU, in conjunction with the Justice Center, also focused on several major research projects:

- \* The *Alaska Justice Data Base Directory*, a research catalog of all major data bases in Alaska justice and social service agencies, was expanded and released statewide. The directory, which was originally published in 1988, represents the first attempt in the State to identify and detail all data bases relevant to justice issues. Work has begun on another expansion to be released in summer 1990.

- \* *Urban vs. Rural Conviction Differences*, a study utilizing Offender-Based Transaction Statistics (OBTS) data to examine geographically related disparities in the functioning of the Alaska justice system, was released.

- \* Work on a study of repeat offenders, utilizing OBTS data tapes, was begun.

- \* Work on an annotated Justice Center bibliography was begun.

The SAU continued to expand its data bases during Fiscal Year 1989 by completing compilation of the 1987 OBTS data tapes and continuing to assemble the 1988 data, as well as revising the OBTS program to include misdemeanor information and references to Alaska statutes; archiving data collected by the Alaska Judicial Council in various research projects relating to the Alaska court system; and continuing acquisition of Department of Corrections inmate population statistics.

## Arizona

During Fiscal Year 1989, the Arizona Statistical Analysis Center (SAC) continued to function as a clearinghouse for crime information and statistics, responding to a number of inquiries from the media and legislators for explanation and analysis of crime trends. It also was partially responsible for disseminating and interpreting State Uniform Crime Reporting (UCR) data.

The SAC continued its study of major criminal justice issues in the State. Much of the research focused on traffic safety, as work continued on research evaluating the impact of Arizona's recently increased minimum drinking age on traffic crashes and casualties among young drivers. In addition, the unit conducted an interrupted time-series impact assessment of the 65 mph speed on the State's rural interstate highways. A report of the research was published.

The SAC also investigated other crime issues during the year. Research examining the effect of economic cycles on crime in the State and at the national level continued. A research study also was initiated to assess the contribution of different interest groups and their effect on the strictness of handgun controls in the United States. In other research by the unit, trends in Arizona's population, economy, traffic, environment, and crime rate were examined, and short-term forecasts developed, to provide law enforcement agencies in the State with information about future impacts on their resources. This report will be published in Fiscal Year 1990. The SAC also conducted a survey of the State's jail facilities, and the results will be published sometime during Fiscal Year 1990. Finally, a study of Arizona legislation enacted in 1982 to deter offenders on supervised release from committing further offenses was completed and published in Fiscal Year 1989.

## Arkansas

The Statistical Analysis Center (SAC) is a component of the Arkansas Crime Information Center (ACIC). The ACIC is an independent State agency that is the central access and control agency in Arkansas for input, retrieval, and exchange of criminal justice information in the National Crime Information Center (NCIC) and the National Law Enforcement Telecommunications System (NLETS). The ACIC is responsible for coordinating all Arkansas user agencies with NCIC and NLETS, and for collecting data on the nature and extent of crime. It administers the State Uniform Crime Reporting (UCR) program and published three reports during 1989:

*Crime in Arkansas 1988* - This annual report provides an overview of crime based on statistics submitted by law enforcement agencies as part of the UCR program. It includes the number of arrests and incidents known and reported by law enforcement agencies, and a statewide summary of supplemental information about rape, including victim and offender data, time/place of occurrence, weapon used, and victim/offender relationship. However, it does not include data on prosecution, adjudication, or corrections.

*Arkansas Crime Poll 1988* - This report contains the results of a questionnaire mailed to a random sample of 1,500 citizens in all 75 counties requesting their views on: the effectiveness of criminal justice; fear of crime; punishment; crime events during the year; selected current issues; and Arkansas residents' perception of problems within their community.

Of the 760 citizens responding, 52 percent felt the crime problem had become worse in their community over the past three years, and 65 percent indicated they would be willing to support an increase in taxes for more drug enforcement investigators to improve police services. Drug abuse was indicated as the most serious problem in their community. More severe penalties were recommended as the main solution to the crime problem.

In addition, the survey found 13.7 percent had marked their possessions so they could be identified if stolen, and 51 percent were in favor of house incarceration for nonviolent crimes.

*Quarterly Crime Summary* - This quarterly report portrays the level of crime reported by law enforcement agencies during the quarter and for

previous reporting periods.

## California

The Bureau of Criminal Statistics (BCS) of the California Attorney General's Office is statutorily mandated to compile, analyze, and publish data on crime, criminals, and the criminal justice system. This is a summary of major projects, activities, and accomplishments that have contributed to the development of criminal justice law and policy in California.

The Statistical Analysis Center (SAC) uses data collected, compiled, and maintained by the Statistical Data Center (SDC). Data sets include crime, arrests, processing of adult and juvenile offenders, local detention facility counts, criminal justice agency expenditure and personnel, death in custody, and domestic violence.

In addition, each year BCS answers more than 3,000 requests for statistical information from the Governor, the legislature, county, State, and Federal agencies, researchers, and the public. These range from providing individual crime statistics to literature searches, special computer runs, and extensive analysis of BCS and other data.

BCS published 14 reports during 1989, including an *OUTLOOK* report on a topic of special interest, six annual reports on crime and delinquency in California, two monographs on criminal justice research projects, two *FORUM* reports discussing the findings of research projects sponsored by the Attorney General's Criminal Justice Targeted Research and Collaborative Study Programs, and three BCS reports.

BCS also maintains an Adult Criminal Justice Statistical System (ACJSS) longitudinal file. In July 1988, this file contained accumulated criminal-history information on almost 2.6 million persons whose first arrest occurred on or after 1 January 1973. The data base, updated quarterly, includes information about each California arrest reported to the California Department of Justice, regardless of whether or not a final disposition was received. The file can be used to select cohorts of arrestees for special studies on such topics as recidivism, offender characteristics, and offense patterns.

In 1984, the California Attorney General initiated an ongoing program to fund one-year research projects in the field of criminal justice

undertaken by doctoral candidates and postdoctoral research fellows. The program is designed to accomplish greater and more sophisticated analysis of BCS data by working more closely with the academic community and allied practitioner agencies. Projects in 1989 included studies of white-collar crime, domestic violence, child abuse, medical fraud, and automobile theft in Los Angeles from 1904 to 1987.

In 1986, the Attorney General's Office and the University of California began a collaborative research effort on critical criminal justice policy issues. An initial publication on sentencing trends was released in early 1987. In 1988, two collaborative projects were completed. One studied the connection between gang membership and drug activity; the other surveyed criminal justice agencies on corrections policy.

### Colorado

The Colorado Statistical Analysis Center (SAC) is part of the Research Unit in the Division of Criminal Justice, Department of Public Safety. The Colorado SAC, as an agency independent of operational responsibilities, provides objective analysis of correctional issues from a systems perspective to the Governor's Office, the Colorado General Assembly, the Department of Corrections, the Judicial Department, and other criminal justice agencies and professionals. Major SAC activities during the year are included below.

Data are collected from a representative sample of Colorado judicial districts to provide information on felony court processing to the legislature, the Governor's Office, the Judicial Department, the Department of Corrections, and others. Comprehensive data are collected on offender and offense characteristics, as well as on case disposition. This is the only data base in the State developed specifically for policy analysis from a criminal justice system perspective.

The Division of Criminal Justice administers the State's Community Corrections and Juvenile Diversion Programs. The data for program intakes and terminations are provided by the service providers, who complete and mail in a data collection form developed by the Research Unit. The form is completed for every client at termination from the program. The data are used for quarterly reports, as well as an annual report describing activities, client profiles, and program performance for Com-

munity Corrections and Juvenile Diversion intakes and terminations.

In 1987, the Colorado Legislature named the SAC as the responsible agency for preparation of prison population projections. The projections are based on a modified demographically disaggregated model to project admissions and on a propagation matrix (using Lotus 1-2-3) to simulate inmate population flow. Data sources include the felony processing data base as well as data on age, ethnic group, and sex-specific admissions and length of stay obtained from the Department of Corrections, the Judicial Department, and the Parole Board.

The projections, updated semiannually, are used for correctional planning by all State agencies. They are presented to the Joint Budget Committee of the State legislature, the Governor's Office, the Department of Corrections, and other interested parties.

The SAC also sponsors the Annual Conference, a forum for providing the results of the data collection and analysis to the field. (Because there is no automated criminal justice data base adequate to meet the data needs of the State, the Colorado SAC travels to district courts, community corrections centers, and the State prison to manually collect data from individual case files.) The research produced by the SAC is used to develop an agenda around a particular issue that is of interest to criminal justice professionals and practitioners statewide. The 1989 theme, "Surveillance and Treatment," was based on a recidivism study funded by BJS, a self-reported offending rate study funded by the National Institute of Justice, and a report on community corrections regressions funded by the Colorado Legislature. The 1989 conference was attended by almost 200 criminal justice professionals from throughout the State.

Two-page bulletins are published periodically to report the results of recent studies. Each bulletin addresses a single issue of interest to the criminal justice community. Topics of recent bulletins include 1989 prison population projections and public attitudes about crime prevention.

The SAC also is monitoring implementation of parole risk assessment guidelines. A structuring guidelines system, based on an actuarial risk assessment scale, was recently completed by the Research Unit and is in its initial implementation stages. The SAC is monitoring implementation progress by collecting and analyzing data on all offenders seen by the Parole Board. The results, showing the

percentage of inmates paroled by risk level as well as other criteria, are presented to the Colorado Parole Guidelines Commission and the State legislature.

Public opinion surveys were conducted in four Colorado judicial districts in an attempt to answer the question, "How does public opinion affect correctional policy?" Surveys were mailed to a random sample of 800 registered voters in each district. Criminal justice officials were also surveyed, and the felony processing data were used to compare responses about sentencing to actual sentencing policy. Two major reports were published from this survey: *The Effect of Public Opinion on Correctional Policy* and *Attitudes Toward Crime: A Survey of Colorado Citizens and Criminal Justice Officials*. The results of the survey have been presented at the Annual Conference, to the legislature, to various public interest groups, and at the 1989 Criminal Justice Statistics Association (CJSA) Annual Conference.

#### **Commonwealth of the Northern Mariana Islands (CNMI)**

The CNMI established its Statistical Analysis Center (SAC) during Fiscal Year 1986 as a division of the CNMI Criminal Justice Planning Agency (CJPA). The CJPA was created through an Executive Order establishing the agency as the Commonwealth's criminal justice planning agency, and designating it as the State agency responsible for administering programs funded by the Federal Omnibus Crime Control and Safe Streets Act of 1968, as amended. The CJPA administers grants from the Office of Juvenile Justice and Delinquency Prevention (OJJDP) Formula and Special Emphasis for Insular Areas, Bureau of Justice Assistance (BJA) Drug Control and System Improvement Formula, Office for Victims of Crime (OVC) Victim Assistance, and Bureau of Justice Statistics (BJS) SAC programs.

The SAC is also a member of the Coordinating Committee, which is responsible for the development and implementation of CNMI's Criminal Justice Information System (CJIS). The CJIS is a project that will automate a significant portion of the CNMI justice system, and will enable the SAC to track offenders and offense-based data from apprehension to prosecution to adjudication to final disposition. The CJIS project was funded by grants from the U.S. Departments of the Interior and Transportation (Highway Safety), and is being

coordinated by a Coordinating Committee comprised of the SAC director, the director of the Department of Public Safety, the public defender, the attorney general, and the presiding judge of the CNMI Superior Court. The SAC has contributed immensely to the formulation and development of the CJIS configurations/designs, including vital parts of the Request for Proposals (RFP). The SAC also was directly involved in the review and selection of the system to implement the CJIS.

Although not formally published as SAC reports, the lengthy narratives on CNMI's grant applications for the Drug Control and System Improvement (Anti-Drug Abuse Act) and the Office of Juvenile Justice and Delinquency Prevention grant funds were direct products of the SAC.

The SAC also publishes a quarterly newsletter, the *CNMI Justice Bulletin*, sent to all justice system practitioners and policymakers in the CNMI, regional governments, and selected subscribers on the U.S. mainland, including other SAC directors. The newsletter provides the most current justice system statistical analyses, news from the various agencies, and national-level justice system developments. It also has several regular educational features introducing the reader to the use of available technology and promoting crime prevention activities.

The SAC functions as the local contact for State and Federal justice-related information, including local crime analysis and State-level crime and non-crime statistical information. The SAC also was busy reviewing and commenting on justice-related legislation and visiting various schools and police departments to educate students, staff, and policymakers on the rapid growth of the CNMI and its impact on crime.

#### **Commonwealth of Puerto Rico**

The Statistical Analysis Center (SAC) in Puerto Rico was established within the Criminal Justice Information System (CJIS), an independent agency of the Commonwealth Department of Justice.

The SAC's main objective is to compile, analyze, and publish statistics pertaining to the four agencies of the Commonwealth criminal justice system: the Departments of Justice, Police, Corrections, and Courts. Another significant role is to conduct research on criminal justice issues to assist the Executive in the policymaking process.

The SAC is responsible for analyzing and generating reports using criminal-history information from the CJIS. It publishes a monthly bulletin addressing computerized history system data, prepares *Crime Report in Puerto Rico*, a quarterly report on crime statistics pertaining to the four agencies, and will publish the *Study on Drugs and Criminality* in 1990. This research study was conducted to help the Governor and policymakers in decisionmaking.

The SAC also provides technical assistance and criminal justice statistics to legislators, university students, criminal justice agencies, and personnel from other public agencies in Puerto Rico and the United States. In addition, it was awarded a new grant (Cooperative Agreement) to support its efforts to improve criminal justice statistics in Puerto Rico (BJS Program SAC-1).

### Connecticut

The Connecticut Statistical Analysis Center (SAC) is in the Management and Justice Planning Division of the Connecticut Office of Policy and Management. The SAC provides technical assistance funding and technical assistance to criminal justice agencies. In addition, it awards and administers Justice Assistance and Office of Juvenile Justice and Delinquency Prevention (OJJDP) grants, as well as a new State drug enforcement and education grant program.

The SAC also monitors implementation of and coordinates efforts to evaluate Connecticut's tough new family violence legislation, including funding and direct staff participation in research activities. Other activities include updating criminal justice computer model caseload projections to reflect current trends in arrest and judicial processing, and providing staff support for the Connecticut Prison and Jail Overcrowding Commission, including preparation of an annual report to the legislature and subcommittee reports.

The SAC provided staff support for the Governor's Task Force on Justice for Abused Children and its followup Focus Group, as well as the Family Violence Inter-agency Coordinating Committee. In addition, during the fiscal year the SAC updated a five-year report on current issues in Connecticut's criminal justice system; conducted legislative briefings on the seriousness of the prison and jail overcrowding problem in Connecticut; and held training seminars on new criminal justice legislation for

judges, prosecutors, bail commissioners, defense attorneys, corrections and community corrections staff, and other key criminal justice personnel.

### Delaware

Delaware's Statistical Analysis Center (SAC) is the research and analysis branch of the Delaware Criminal Justice Council. The Criminal Justice Council membership includes the chief justice, the attorney general, the public defender, the commissioner of corrections, the colonel of the State Police, the director of juvenile rehabilitation, and an appointee of the Governor.

The SAC publishes an annual *Crime in Delaware* report that summarizes information relating to crime patterns, trends, costs, and victimization. Also planned are a brief quarterly update and special crime analyses. These reports are prepared in conjunction with the State Bureau of Identification.

Three special reports were prepared to assess the degree and nature of illicit drugs in Delaware. Two of the reports focused on the nature and extent of the problem in Delaware, and the third report examined the impact of adding 10 new undercover agents to the State Police. In conjunction with the Medical Examiner's Office, a data base is being computerized to analyze illicit drugs examined by the medical examiner. This data base has already proven helpful for assessing changes in the State's drug laws.

In conjunction with the community, city, State, and National Institute of Justice, the SAC is implementing an evaluation of the effectiveness of the Eastside Wilmington anti-drug abuse program. This program is notable for its level of community involvement and the unique relationship between law enforcement and the community.

The SAC provided pre- and postsentencing evaluation in a joint SAC and Criminal Justice Council effort to study the implementation of the Sentencing Accountability Program in Delaware. The sentencing program emphasizes the incarceration of violent offenders and the deinstitutionalization of nonviolent offenders. The evaluation identified areas of success and other areas for which changes are being implemented to reach the original goals.

The SAC also provided an impact analysis for

the Truth in Sentencing Legislation. This bill, which has become law, provides guidelines for proportionate sentencing based on the severity of the crime at conviction, the standardization of good time credits, and the elimination of parole.

In the area of corrections, the SAC has produced a jail and prison population forecast that uses a components-of-change model and takes into account the following causes of population change: the at-risk population, sex change in historical admission rates, and length-of-stay patterns for 14 classifications of crime. The forecast is produced for the period from 1989 to 1995.

### District of Columbia

The District's Statistical Analysis Center (SAC) is a unit in the Office of Criminal Justice Plans and Analysis (OCJPA). This Office provides staff support in the criminal justice area to the mayor and the city administrator/deputy mayor for operations.

Staff support functions include analyzing criminal justice data, policies, and issues; gathering and compiling information and data from operating agencies; preparing written reports and studies; developing legislation; and drafting government rules, regulations, and Executive Orders.

The SAC prepares and disseminates an annual statistical report on crime and arrest trends in the District of Columbia, as well as special studies. It conducts ongoing research relating primarily to correlates of crime and descriptions of the offender population, and analyzes criminal-justice-related legislation. It also is involved in the development of a computerized criminal justice management information system, including a computerized criminal-history file. In addition, the SAC provides technical assistance to other agencies in helping to improve data analysis capabilities, and operates and houses the State repository for criminal-justice-related drug data and information.

In Fiscal Year 1989, SAC accomplishments included:

- \* publishing the *1988 Crime and Justice Report for the District of Columbia*, which provides statistics about trends in crime, arrests, prosecution, convictions, corrections, and parole;

- \* publishing a report entitled, *Homicide in the District of Columbia*, a study that determines patterns of homicide, including locations and times, weapons and methods used, characteristics of victims and assailants, motives, and victim-assailant relationships;

- \* preparing the District of Columbia drug enforcement block grant application to the Bureau of Justice Assistance, including assisting in the development of the District's drug enforcement strategy; and,

- \* preparing position memoranda on a wide range of legislative proposals, including parole reform, victim rights, and speedy trial provisions.

### Florida

The Florida Statistical Analysis Center (SAC) is part of the Division of Staff Services, Florida Department of Law Enforcement (FDLE). With support and authorization from the legislature and initial funding from BJS, the SAC became operational in April 1986. The primary responsibility of the Florida SAC is to improve the effectiveness of policymaking, program development, and planning by providing data and interpretive analysis of data concerning crime, the criminal justice system, and related issues.

The Florida SAC, with support from FDLE's Data Center, provides technical assistance in the collection, analysis, and dissemination of criminal justice statistics throughout the State. The SAC has built an automated data base for applied statistical modeling of the criminal justice system, and has filled numerous data requests from researchers and planners throughout the State.

During Fiscal Year 1989, the SAC published the *1989 Florida Directory of Automated Law Enforcement Information Systems*, which summarizes the microcomputer and mainframe computer systems currently being used by police departments, sheriff's offices, and clerks of the court throughout Florida. The directory is a useful research instrument for criminal justice agencies that anticipate upgrading or initiating an automated system. The SAC updates the directory every other year.

The SAC publishes a quarterly criminal justice newsletter that:

\* focuses on issues pertinent to criminal justice researchers and policymakers in Florida;

\* describes advancements in the capabilities of the FDLE and the Florida SAC to assist local, State, and Federal agencies;

\* presents the SAC's research agenda and data base updates; and,

\* describes pertinent U.S. Department of Justice studies that are expected to affect Florida's criminal justice community.

In addition to the activities reported above, during Fiscal Year 1989, the Florida SAC supported criminal justice researchers in the State university system, participated in the National Drug Consortium, and assisted the Governor's Crime Commission, exploring the feasibility of a Criminal Justice Authority in Florida.

## Hawaii

The Hawaii Criminal Justice Data Center is part of the Department of the Attorney General. The Data Center is responsible for collecting, storing, disseminating, and analyzing criminal justice data. The Data Center is mandated to develop systems and provide structure to support criminal justice information systems, provide statistical research and data analysis, and publish reports that provide the public with a clear view of the criminal justice system.

The Data Center also operates the State Uniform Crime Reporting (UCR) program; conducts research in all areas of the criminal justice system, from arrest to appeals, covering juveniles and adults; and is the lead agency involved in the development of the Criminal Justice Information System (CJIS) and the Automated Fingerprint Identification System (AFIS). The Data Center operates and maintains the Offender-Based Transaction Statistics/Computerized Criminal-History (OBTS/CCH) system for the State, and is responsible for the civil identification or State ID program, the criminal identification program, expungement of arrest records, and criminal-history records clearance. In addition, the Data Center provides information to State and local criminal justice agencies, as well as other agencies and the public.

The Data Center completed two major research studies during the fiscal year. The *Controlled Sub-*

*stances-Related Deaths* study analyzed information from the death certificates of persons whose deaths were ascribed to drug use. Persons who died from 1984 through 1988 were studied. The final report in the juvenile arrestees study series also was completed. It compares juveniles arrested for several of the most serious offenses to juveniles arrested for other, nonstatus Uniform Crime Reports (UCR) offenses. Juveniles apprehended for the specific crimes of robbery, shoplifting, and other theft, the largest groups comprising the serious and other UCR offense groups, were also compared.

The Hawaii Legislature passed a bill establishing an Automated Fingerprint Identification System (AFIS) within the Data Center. Currently, fingerprint identification is handled primarily at the local level, with Data Center assistance for the smaller counties. AFIS will centralize the identification function at the State level for a more uniform and efficient system. The Data Center is currently developing the project, with full implementation expected in early 1990.

The identification of ongoing problems associated with the Offender-Based Transaction Statistics/Computerized Criminal History (OBTS/CCH) system led to a study by the Hawaii State Legislative Auditor in 1988-89. As a result of this study, the Department of the Attorney General obtained initial funding to contract with a consultant to assist in implementing the recommendations contained in the Auditor's report. This project is expected to continue for several years before the OBTS/CCH project can achieve its full potential.

## Idaho

The Idaho Statistical Analysis Center (SAC) is located in the Support Services Bureau of the State Department of Law Enforcement (DLE). The mission of the SAC is to provide statistical support for the criminal justice community and to provide statistical information relevant to law enforcement for use by the legislature and the Office of the Governor. Following is a description of SAC activities during the period.

The report on sexual abuse in Idaho was completed. The study, begun in 1987, provides information to law enforcement personnel as well as community organizations on the nature and extent of the problem in the State. To date, 750 copies have been made available to interested parties.

The staff is completing evaluations for the two-year survey of response to calls for service by county sheriff's offices. The study will evaluate information on response time, type of incident, assistance from other agencies, use of delayed response, and the effect of recordkeeping on information retrieval. Results will be made available along with recommendations to enhance the efficiency of resource allocation (manpower, time, and economics).

The SAC has been designated as the State agency responsible for developing and implementing the evaluation process in support of Anti-Drug Abuse Act grant funds. Data collection and evaluation are ongoing. Shortly, entry of three years of data will be completed and available for analysis.

In addition to SAC projects, the SAC continues to support other Bureau personnel through application development, graphical workup of data, and other task-specific uses. Some of the applications developed were a comp-time tracking system and an inventory control system.

## Illinois

The State legislature has mandated the Illinois Criminal Justice Information Authority to improve the quality of criminal justice information throughout Illinois. In response to that mandate, the Authority undertook numerous statistical and information system projects during Fiscal Year 1989. These projects can be generally classified into two categories: research and analysis, and information system development and operation.

The Research and Analysis Unit of the Authority consists of three centers, each fulfilling a distinct criminal justice information role:

\* The Information Resource Center (IRC) collects, maintains, analyzes, and distributes criminal justice information, both statewide and nationally, and develops research reports on various criminal justice issues.

\* The Statistical Analysis Center (SAC) analyzes, tests, reports on, and develops statistical and research methods to facilitate policy and administrative decisions for criminal justice agencies; provides expert advice on methodological issues; and develops research reports on various criminal justice issues.

\* The Management Operations & Audits (MOA) Center monitors and works to improve the quality of criminal-history record information (CHRI) maintained by Illinois repositories, and provides technical assistance to criminal justice agencies relative to information policy issues.

The agency's IRC, a clearinghouse for criminal justice information, continued to expand its capabilities through use of student interns and development of new data base management techniques. The number of information requests received and handled by the IRC increased substantially from the previous year. Work was completed on a research bulletin on crowding at the Cook County Jail and a *Compiler* article devoted to the role of drug-testing laboratories in the prosecution of drug cases. These publications were distributed in Illinois and nationally.

A critical new IRC initiative is the Drug Information Network. This project collects and analyzes data from a wide range of criminal justice agencies to document the nature and extent of the drug problem in Illinois. The expanding data base generated by the project now supports policy and program development for drug abuse and enforcement throughout the State. Other current projects include the development of a Statistical Array Storage System (SASS) to house the complete researchable data base of the agency, and a project to explore the interface between the educational and criminal justice systems, examining how educational issues impact both clients and professionals in the criminal justice system.

SAC staff distributed the new Spatial and Temporal Analysis of Crime (STAC) package and *Users' Manual* to over 90 organizations, and worked with the Criminal Justice Statistics Association (CJSA) to hold a training class on using STAC. Advice on time-series methodology and the use of a time-series package was provided to a number of agencies, and a time-series methods course was taught at the CJSA national computer lab and training center. At the request of the Cook County Jail, the SAC designed and implemented a detailed analysis of the effect of "I-bond" releases on the jail population, and is currently developing two reports summarizing the results and documenting the methods used.

SAC staff collected, documented, and analyzed detailed economic data for Illinois criminal justice, including sources of revenue, expenditures, and

employment data yearly from 1970 at the State, county, and municipal levels, and for very specific components of the criminal justice system. A guide to the data, and to the methodological problems confronted by the project, is under development. The initial results were presented at the annual American Society of Criminology meeting and will appear in more detail in *Trends & Issues 1990*.

During 1989, the MOA Center continued to act as a liaison to criminal justice agencies by providing them with technical assistance on information management issues. A variety of criminal-history record information (CHRI) legal, policy, and operational issues, including the development, implementation, and evaluation of several federally-funded programs aimed at improving the identification and processing of serious repeat offenders, were addressed. In addition, coordination and oversight of the State's fingerprint facsimile network also continued to be a major responsibility of the Center.

The Center's primary focus during the year was completing the 1988 computerized criminal history (CCH) audit. This audit examined the quality of CCH data and assessed the State's central repository's compliance with State and Federal legal requirements governing the quality, security, and privacy of CHRI. This audit also provided an overview of the recently redesigned CCH system, and a preliminary assessment of the impact of the new system on data quality.

All three centers in the agency's Research and Analysis Unit worked together to develop a comprehensive overview of the criminal justice system in Illinois, including historic, current, and projected trends in all criminal justice components within the State. The final report, *Trends & Issues 1990: Criminal and Juvenile Justice in Illinois*, is scheduled for publication in the early spring of 1990. *Trends & Issues* is published annually and distributed statewide and nationally.

The Information Technology Unit (ITU) is responsible for maintaining the Authority's network of hardware and software systems. To support the operation and development of information systems, ITU consists of five different centers:

- \* The Systems Development Center is responsible for the design, development, and maintenance of application software.
- \* The Quality Assurance Center is responsible for the coordination of systems and adherence

to standards.

- \* The Telecommunications Center is responsible for the hardware and software that maintain communications between systems and components of the Authority's network.

- \* The Microcenter is responsible for microcomputer support and development, and provides walk-in facilities to demonstrate microcomputer hardware and software.

- \* The Systems Operations Center is responsible for the operation and maintenance of the Authority's computer facility.

The ITU combines the skills of these five centers to support two of the major information systems operated by the Authority. Those systems, CIMIS, and RAPS, are described below.

The Correctional Institution Management Information System (CIMIS) is an automated management information system designed to support State and county jail facilities with timely, accurate, and accessible inmate information. CIMIS provides jail facilities of any size with a means by which their correctional staff can reduce paperwork and permit the sharing of information with other criminal justice agencies. CIMIS automates the receiving and booking process, and generates arrest and booking reports. CIMIS maintains personal information about inmates, including medical information, personal identifiers, arrest records, and specialized administrative warnings, such as gang affiliations. The automated system allows identification and classification of inmates being booked, especially serious repeat offenders. Prior information entered on repeat offenders can be retrieved, eliminating or reducing data entry.

The Rapid Automated Prosecution System (RAPS) is an automated information management system designed to automate many of the activities of a prosecutor's office, regardless of the size of the caseload. The system collects and stores detailed information on all cases, both active and closed. This information enables prosecutors to:

- \* devote more time to prosecuting cases by automating the management of case record information with the generation of schedules of upcoming events and case calendars;
- \* improve the efficiency and effectiveness of their offices by increasing the use of automated

text processing;

- \* improve victim/witness support via the automatic generation of case notification and disposition letters;
- \* manage their office workload by providing notices and reports required by law and by analyzing office workloads and productivity; and,
- \* maintain local criminal-history files on offenders prosecuted by any participating RAPS agency.

The Police Systems Unit (PSU) of the Authority is responsible for the development, expansion, and support of the Police Information Management System (PIMS). PIMS is an automated management information system designed to provide law enforcement agencies with: arrest and charge information about all persons arrested by an agency; arrest, property, crime analysis, and vehicle information of other participating PIMS agencies; calls for service, including names, property, and vehicles; and the ability either to inquire about any of the information gathered in the system or to search for information given on any set of criteria.

The Police Systems Unit also continued work in Fiscal Year 1989 on the Area-Wide Law Enforcement Radio Terminal System (ALERTS) project. ALERTS is a multi-county, mobile (in-car) computer data terminal system for local law enforcement agencies in Illinois. Implementation of this project by the Authority is making mobile data terminal technology available to many law enforcement agencies that could otherwise not afford it.

## Indiana

The Center for Criminal Justice Research and Information is part of the Indiana Criminal Justice Institute and is comprised of two formerly separate entities: the Indiana Statistical Analysis Center (SAC) and the Research and Information Consortium, which consists of academic researchers from Indiana colleges and universities.

The Center's mission includes: compiling, analyzing, and disseminating data that support criminal justice decisionmaking in Indiana; conducting policy research on issues confronting criminal justice agencies in the State; and improving the link

between the practitioner and university research communities for the benefit of Indiana's justice system.

The Center continued to participate in a project with 28 other States to collect data on drug activity and drug enforcement from crime labs and multi-jurisdictional drug task forces. Supported by the Bureau of Justice Assistance and the Criminal Justice Statistics Association, the project is designed to provide baseline information for future assessment of the impact of the Federal Anti-Drug Abuse Program in the States. Data gathered in the project are helping Indiana gain a better understanding of drug problems within its boundaries and develop strategies for dealing with these problems. Quarterly data for 1986, 1987, 1988, and the first two quarters of 1989 are available for the crime labs. Quarterly operations data are available for 1988 and the first two quarters of 1989 for Indiana's multi-jurisdictional drug task forces. A report is available on the 19 multijurisdictional drug task forces operating in the State during 1988. The report is based on the quarterly data and a survey of task force directors conducted in the fall of 1989.

During 1987-88, Indiana used Anti-Drug Abuse funds to support apprehension, crime lab enhancement, rehabilitation and treatment, and other projects throughout its criminal justice system. The Center for Criminal Justice Research and Information is coordinating formal evaluations of three of these projects: two multijurisdictional drug task forces with different organizational and management structures; an intensive supervision probation project for nonviolent drug offenders; and a computer-assisted substance abuse identification and treatment project being implemented in the Department of Correction (DOC).

These projects were selected for evaluation because of their potential for replication in other jurisdictions or their potential for improving the management of Indiana's criminal justice system. The evaluations will provide guidance to law enforcement units considering implementing these types of projects and policymakers involved in drug-project funding decisions and development of Indiana's drug strategy. The task force evaluation report will be available in the spring of 1990. The intensive supervision probation evaluation report will be available in the fall.

During 1988, the Indiana Criminal Justice Institute received a two-year grant to implement an incident-based crime reporting (IBR) system in the

State. The Center is managing the project. A policy advisory board including representatives from the Indiana Association of Chiefs of Police, the Indiana Sheriffs' Association, the State Police, the Indiana Prosecuting Attorneys Council, the Indiana Law Enforcement Academy, and Indiana University has been formed to provide advice and guidance to the Institute and the Center. Committees are being formed to determine which data elements will be included in the IBR system, to develop software for managing and reporting IBR data, and to organize IBR training for law enforcement officers and reporting agencies.

In cooperation with the Indiana Sheriffs' Association and the Indiana Association of Chiefs of Police, the Center sponsored a two-day seminar on microcomputer technology for law enforcement and other criminal justice professionals. SEARCH Group, Inc., presented the seminar to about 70 participants from various parts of the State. The seminar was held in response to a survey of law enforcement computer needs that was conducted earlier in the year. The information from the survey was used to prepare a hardware and software resource directory that was distributed to law enforcement agencies throughout the State. The survey, seminar, and directory were designed to support planning for the development of a statewide incident-based reporting system.

The Center continues to document the research and training needs of criminal justice practitioners in the State. This effort provides a basis for identifying critical research needs and formulating budget appropriation requests to the legislature. It also helps to coordinate resources to meet the research needs of other criminal justice agencies. Departing from the mail survey approach tried in 1988, the Center is conducting indepth interviews with key actors in criminal justice agencies in the State to inventory and prepare summary descriptions of research problems and needs. These descriptions will be used to produce periodically a report on criminal justice research needs in the State.

At the request of the Task Force on Juvenile Institutions, the Center is conducting a study of juveniles released from the Indiana Boys' School (IBS). The primary purpose of the study is to determine the extent to which juveniles released from the IBS recidivate, as measured by their subsequent incarceration in the juvenile or adult correctional systems of the State. Another purpose is to provide members of the task force with summary

information about juveniles incarcerated at the IBS and the types of programming they have received while incarcerated. The study involves gathering demographic, social-history, criminal-history, and programming data for a sample of 382 juveniles released from the IBS over the last five years and tracking their subsequent contact with the Correction Department. A report summarizing the results of the study will be available in early 1990.

In January 1989, legislation was enacted requiring public school corporations to report information to the State about drug incidents occurring within 1,000 feet of school grounds. Since then, over 700 incidents involving the possession, consumption, or dealing of alcohol and drugs have been reported by Indiana school officials. The Center is analyzing data from these reports to learn more about the prevalence of drugs in Indiana schools and the types of disciplinary actions being recommended by school authorities for various drug incidents. A report summarizing the analysis will be available by March 1990.

The Center also is preparing a compendium of information on data pertaining to drug activity, enforcement, and treatment in Indiana. Relying primarily on secondary data sources, the compendium will display trends in drug activity over the last several years. It will also provide summary information about the sources of the data, elements for which data are available, and methodological limitations of the data. The compendium is intended to support the efforts of the Governor's Commission for a DRUG-FREE Indiana to assess the scope of the drug problem in the State and develop strategies for dealing with it. The compendium will be available in 1990.

The staff of the Center provided technical assistance to the Information Management Systems Division in its efforts to prepare a long-range information system plan for the Department of Correction (DOC). A series of three structured brainstorming sessions were held with DOC upper management personnel to identify and rank priority information needs in 12 functional areas. Among these areas were offender custody, education, industries and farms management, public affairs, and legislative services. In addition, indepth interviews were conducted with groups of DOC personnel representing each of the 12 functional areas. The long-range plan, based on the results of the brainstorming sessions and interviews, is being prepared. It will serve as a blueprint for the devel-

opment of information systems in DOC over the next five years.

#### Iowa

The Iowa Statistical Analysis Center (SAC) is housed within the Criminal and Juvenile Justice Planning Division of the Iowa Department of Human Rights. Its legal mandate is "coordinating with data resource agencies to provide data and analytical information to Federal, State, and local governments, and to assist agencies in the use of criminal and juvenile justice data." SAC activities also support the policy analysis and planning functions of the Iowa Criminal and Juvenile Justice Advisory Council.

The SAC is responsible for the ongoing collection, analysis, and reporting of disposition and sentencing data submitted by all Iowa clerks of court. Other SAC activities include regular compilation and analysis of data from various statewide justice system agencies, preparing statistical reports and information briefs, providing evaluation and data-related technical assistance, and conducting special initiatives, including an evaluation of the State juvenile institution's substance abuse treatment programming and a study of the processing of adult drug offenders through the justice system.

Upon request, the SAC provides data and other information to justice system agencies, other public officials, the academic community, and the public.

#### Kansas

The Kansas Bureau of Investigation, a division of the Office of the Attorney General, is the central repository for information concerning justice activities in the State. The Statistical Analysis Center (SAC), with a staff of five people, is responsible for two programs--an incident-based reporting system, which allows for the collection of standardized crime data on offenses occurring in specific jurisdictions, and the State Probation Data System.

Other SAC activities include preparing data sets on justice system employment and expenditures and on law enforcement officers killed or assaulted, the *Justice System Directory*, and statistical reports and special studies, such as quarterly crime statistics and *Crime in Kansas*, an annual report.

The SAC also responds to requests for justice

system data from public and private agencies, the academic community, and private individuals. Finally, the SAC staff provides training in mandatory reporting procedures.

#### Maryland

The Maryland Justice Analysis Center was established by Executive Order of the Governor as part of the Institute of Criminal Justice and Criminology at the University of Maryland at College Park. The Center is authorized to collect, analyze, and interpret data on criminal and juvenile justice. An advisory board representing the executive, judicial, and legislative branches of State and local governments provides policy guidance to the Center.

During 1989, the Center continued work on the audit of the State's criminal justice information system. An audit methodology was developed and tested in two major jurisdictions; audits of eight others were then completed. The Center also completed a report on drunk driving for the Governor's Task Force on Drunk Driving. The report included data from police, courts, treatment, and motor vehicle agencies. A report on drug and alcohol use and abuse was prepared for the Governor's Commission on Drug and Alcohol Abuse. The Center also completed analysis of surveys of police, judges, and attorneys on attitudes toward and involvement in drug control strategies.

During 1990, the Center will assist in developing a comprehensive substance abuse prevention and control research and statistics center to be located at the University of Maryland.

#### Massachusetts

The Massachusetts Statistical Analysis Center (SAC) is part of the Massachusetts Committee on Criminal Justice, within the Executive Office of Public Safety. Its principal function is to enhance the information base of the criminal justice system in the Commonwealth. It disseminates criminal justice information derived from Uniform Crime Reporting (UCR) data, BJS reports, and SAC studies. It also provides technical assistance to criminal justice agencies on computers, software, and information systems. In addition, it provides information to the Governor's Statewide Anti-Crime Council and to legislative committees for their policy deliberations and development of new criminal justice initiatives.

The SAC had eight major projects during the year:

- \* The hate crime reporting project created a hate crime reporting form, a voluntary system for filing reports, and a proposed mandatory reporting statute.

- \* The county drug offender study provided a profile of drug offenders in county jails, comparisons to nondrug offenders, and a description of offender turnover with implications for prison overcrowding and alternative sentencing.

- \* The evaluation of substance abuse initiatives involved collecting evaluation information for all Bureau of Justice Assistance funded drug initiative grants and for the CJSA Drug Consortium.

- \* The gun crime sentencing study examined sentencing practices for offenders convicted of illegally carrying or possessing firearms.

- \* The IBR (incident-based reporting) project began receiving and evaluating IBR data for a sample of towns in Massachusetts in January 1990.

- \* The police management information systems development project worked with police departments to provide computerized data for agency administration, planning, incident-based reporting, and accreditation.

- \* The quarterly newsletter, *The Networker*, provided BJS, UCR, and research information to police officials, criminal justice policymakers, and other SAC units. It also had special articles on new developments in hardware, software, and information systems.

- \* The crime trends report summarized five-year trends in reported crimes, arrests, and sentences. It is used for identifying criminal justice problem areas and for planning criminal justice initiatives.

## Michigan

The Michigan Statistical Analysis Center (SAC) is an element of the Office of Criminal Justice in the Department of Management and Budget. The SAC annually compiles and analyzes data for two reports to the legislature: the *Secondary Road Patrol Report* and the *Justice Training Report*.

The SAC also provides data and analysis for the annual *Juvenile Justice Plan*, the annual *Juvenile Justice Monitoring Report*, and interim reports on juvenile detention in jails, lockups, and juvenile detention facilities.

The SAC responds to requests for data using the most recent sources available. The most frequently used sources are Michigan's Uniform Crime Report (UCR), the Department of Corrections' annual report, the Supreme Court Administrator's Office, and the Juvenile Justice Detention Data Base, which contains data from 1981 to the present. BJS data also are often requested.

The SAC computer manages grant accounting and provides fiscal management reports for the following programs: Juvenile Justice, Juvenile Justice Reversion, Justice Training (State), Secondary Road Patrol (State), Victims' Rights (State), Victims of Crime, and Anti-Drug Abuse.

Under a SAC-2 contract this year, Michigan State University completed a study entitled, *Prison Commitment Rates in Michigan*.

## Minnesota

The goal of the Minnesota Statistical Analysis Center (SAC) is to provide State and local governments with data and information for informed criminal justice decisionmaking. The Center is part of the State Planning Agency, which coordinates policy analysis and development for the executive branch of the State government. Following is a summary of the Center's major accomplishments for the Federal fiscal year.

Annually, the SAC analyzes juvenile court dispositions, legal representation of juveniles, and referrals of juveniles to adult court. The Center is the only source providing county data on juvenile court activity. This information is used primarily for planning purposes by State and county governments. The SAC also annually examines felony case processing at the county level. Again, the Center is the only provider of these data for county-level decisionmaking.

The Center follows judicial legislation on behalf of the Governor's Office and provides data regarding proposed legislation to State lawmakers. On request, it conducts special analyses. The Center also offers an extensive library loan program. Last year, the Center responded to requests for over

12,000 research reports, analyses, and inter-library loans.

The following data bases are used for research and response to ad hoc requests: juvenile court 1982-88; adult felony court 1982-88; State and county projections; Uniform Crime Reports (UCR); and criminal histories. The adult felony data base is provided to BJS each year for its analysis of national trends.

The Center produced a report, *Violent and Chronic Juvenile Crime*, which examines violent and chronic juvenile crime in Minnesota. The number of juveniles arrested has increased steadily since 1980, despite a decline in the number of juveniles in the State. The study also describes the impact of court intervention on repeat juvenile offenders.

In an effort to meet the trend toward longer sentences and to ease the pressure on crowded jails, the Center and two other State agencies held a statewide conference that included an overview of the crowding problem in Minnesota and detailed presentations on sentencing alternatives. Over 250 criminal justice practitioners were in attendance.

The Center is a member of a legislative work group that monitors jail and probation crowding. Data analysis is provided in this ongoing effort to monitor and shape correctional and sentencing policies.

Statistical support and analysis also were provided for the development of the State's drug enforcement strategy. Baseline data were collected on regional drug task forces and drug offender processing from arrest to sentencing. The data analysis will be used to monitor the effectiveness of the State's drug enforcement strategy.

### Mississippi

The Mississippi Statistical Analysis Center (SAC) is a unit of the Department of Public Safety, Division of Public Safety Planning. The SAC serves as a clearinghouse for criminal justice information and statistics in the State. To assist in this activity, the SAC maintains a file of statistical reports, criminal justice newsletters, and other publications from numerous Federal and State agencies. The SAC also attempts to maintain a current list of names, addresses, and telephone numbers of various criminal justice sources for appropriate referrals.

In addition, the SAC provides analytic support to the Mississippi Office of Justice Programs and the Board on Law Enforcement Officer Standards and Training. Assistance in data collection and analysis, needs assessment, and records management has been provided on a regular basis.

In conducting its activities, the SAC tries to maintain a close working relationship with BJS, many national criminal justice associations, and State and local agencies.

### Missouri

The Missouri Statistical Analysis Center (SAC) is a unit within the Missouri State Highway Patrol under the Department of Public Safety. It was designed to provide research and statistical services in the areas of traffic safety and criminal justice. Major accomplishments of the SAC during the fiscal year included the following.

The SAC developed and published a set of standard reports designed to assist public officials in identifying and addressing traffic safety and criminal justice problems that confront the State. Several major publications were produced and disseminated to Federal, State, and local authorities: *1987 Missouri Crime and Arrest Digest*, *1987 Missouri Law Enforcement Employment and Assault Report*, and *1988 Missouri Traffic Safety Compendium*.

The SAC completed a report entitled *A Time Analysis of Missouri DWI Arrest Case Processing*, the second in a series based on the tracking of a representative sample of DWI arrest cases through Missouri's criminal justice and administrative regulatory systems.

The SAC produced 275 traffic safety and criminal-justice-related studies and reports, and processed 15 SAC library publication requests for Federal, State, and local authorities. Criminal-justice-related studies included analyses of crime, arrest, and other criminal justice data to assist with drafting and evaluating legislation, developing criminal justice policies and programs, and evaluating existing criminal justice programs.

The SAC enhanced existing State-maintained criminal justice and traffic safety information systems to increase their capabilities for providing management-oriented and statistical reports for criminal justice and traffic safety authorities. The following information systems were affected:

Missouri Statewide Traffic Accident Records System, MULES Missing Person System, Offender Management Information System, Missouri Criminal History Records System, Missouri Commercial Motor Vehicle Safety Inspection System, Missouri Division of Highway Safety Grant Management System, and TRANSYT-7F Signal Synchronization System.

## Nebraska

The Nebraska Commission on Law Enforcement and Criminal Justice (Crime Commission) performs several functions in the State, one of which is the operation of the Statistical Analysis Center (SAC). The Nebraska SAC responds to data requests, provides technical support to local law enforcement agencies, and collects and disseminates data related to the criminal justice system.

The Offender-Based Transaction Statistics (OBTS) System tracks a felony offender through the Nebraska criminal justice system, fulfilling the urgent need for comprehensive and detailed information about what happens between arrest and final disposition. An OBTS record consists of selected facts about an arrested offender and actions taken by the police, prosecutors, and courts. The sum of these activities for all adult offenders handled by the State can provide a national as well as statewide description of the administration of adult criminal justice in terms of the flow of offenders through the system and the intervals between various events.

With the Jail Standards Division, the SAC produces an annual report on jail population. The *1987-1988 Nebraska Jail Population Report* presents data on persons held in local jails in Nebraska and summary statistics for the Omaha City Jail, and Douglas County and Lancaster County Corrections Departments. The data from local jails provide detailed statistics on the flow of inmates through the jail and demographics of those confined. The data cover jail use on statewide, local, and jail-specific levels. However, because inmates held in Douglas and Lancaster Counties represent almost half the total number of inmates confined in Nebraska jails at any given time, but are not included in this report, the statewide statistics reflect only the characteristics of the jail population outside these metropolitan areas. This information also is used to monitor the detention of juveniles in the State's secure facilities.

The flow of juveniles through the judicial system

is documented in the *1988 Juvenile Court Report*, which summarizes data reported to the SAC for the 6,683 cases reaching disposition in 1988. For each case, the courts submit a form describing reasons for and sources of referral, processing time, demographics, and related information. This allows the courts and others to compare juvenile disposition data statewide as well as by county.

A monthly newsletter is published and sent to 700 agencies and persons related to the criminal justice system. The newsletter features aspects of the Crime Commission, including: films and videos available from the film and video library; publications available from the clearinghouse library; Federal and State grant information; and inservice jail bulletins.

The SAC provides computer assistance to law enforcement agencies on request. Such assistance ranges from simple to complex systems, including software and hardware applications. With new technology available, and with the scarcity of personnel in law enforcement agencies (especially in rural areas), a great deal of assistance is needed to help small agencies become familiar with the computer world.

The SAC operates a library that serves as a central repository of all criminal justice publications available to the Crime Commission. All materials in the library are available for loan. The library also serves as a point of contact and information exchange between State and local criminal justice agencies and Federal resources.

## New Hampshire

The New Hampshire Statistical Analysis Center (SAC) continues to be involved with the Office of the New Hampshire Attorney General in implementing the Justice Assistance Act of 1984. In March 1985, the Governor designated the Office of the Attorney General as the responsible agency for administering the act. This also applies to Fiscal Year 1986 grant funds for which the subgrantees have been selected. In addition, the Governor selected the Office as the administrative agency for the Anti-Drug Abuse Act of 1986 and the Anti-Drug Abuse Act of 1988.

The SAC also updated in-house reports on suicide, white-collar crime, homicide, juvenile involvement in crime (as measured by arrests), and firearm use in violent crime.

During the year, the SAC completed and published a 10-year update of a report entitled *New Hampshire Analysis of 1977 Arrests by Age and Sex*. This report compares the age of arrestees with an age breakdown of the general population. This study is particularly revealing because available data bridge the 17-18 (juvenile-adult) separation usually found in other data. The peak age for Part I arrests was found to be 18.

#### New Jersey

The New Jersey Data Analysis Center was created in 1973. Its mandate then, as now, was rather broad, encompassing issues pertaining to crime and the criminal justice system. Since its inception, the Data Analysis Center has completed several projects for a wide spectrum of agencies that comprise the New Jersey criminal justice system, such as the Criminal Disposition Commission, Office of the Attorney General, Division of Criminal Justice, Administrative Office of the Courts, Department of Corrections, Division of State Police, and New Jersey Parole Board.

The following projects were completed in Fiscal Year 1989.

The Center completed a study on heroin usage, which generated data on the number of persons in New Jersey who were arrested for heroin-related offenses from 1980 to 1988. Studies also were conducted on arrests for possession of a hypodermic needle and on juvenile drug offenders, which identified juveniles charged with drug offenses who had aged out of the juvenile justice system and tracked their pattern of criminal behavior as adults.

Another study generated listings of defendants who had been charged with rape or robbery since 1987. The listings included the defendant's State Bureau of Identification (SBI) number, name, sex, race, date of birth, county of arrest, arrest date, arresting agency, and arrest charges. A study on drug arrests in Atlantic City generated data on the number of drug arrests in Atlantic City for the sale, conspiracy, and possession of drugs such as heroin, cocaine, marijuana, and stimulants; and a previous study on murders was updated during the fiscal year. It listed defendants charged with murder since 5 August 1982. The details included the arrestee's SBI number, name, sex, race, date of birth, county of arrest, county prosecutor, summons/warrant number, indictment/accusation number, prosecutor/grand jury action, and final disposition.

The Narcotics Task Force requested data for inclusion in their Federal grant application to reduce crime in urban housing projects. Arrest data generated for 1988 covered each of the following offenses: homicide, sexual assault, robbery, assault, burglary, larceny, gambling, criminal mischief, family offenses, domestic violence offenses, disorderly conduct, public indecency, drugs, and weapons offenses. Data were generated for Atlantic City, Newark, East Orange, Irvington, Camden, Elizabeth, Jersey City, Bayonne, Union, Paterson, Clifton, Passaic, Trenton, Dover, Vineland, Woodbridge, and Long Branch.

Studies also were conducted on sentences for those convicted for all offenses and those convicted of drug offenses, and total drug arrests by county of arrest by month from 1984 through 1989. In addition, statistics were generated on defendants charged with conspiracy and possession of drugs for the Sussex, Hunterdon, Gloucester, Bergen, Hudson, and Mercer county task forces; for inclusion in the State's Federal drug grant application; and on quarterly drug arrest data.

#### New Mexico

The New Mexico Criminal Justice Statistical Analysis Center (SAC) began operation in June 1988 with an Executive Order from the Governor. The SAC provides data and technical assistance to criminal justice planners, improves the quality and usefulness of statistical research and planning by criminal justice agencies, and increases communication among State criminal justice agencies with regard to common issues of research and analysis.

The location of the SAC in a university environment has the important advantage of keeping it in a relatively neutral political arena. The organization of the SAC involves a unique collaboration between the State's criminal justice community and the University of New Mexico (UNM). The SAC is operated by the Institute for Criminal Justice Studies at UNM, and reports directly to the university administration. Although the daily operation of the SAC is the responsibility of the director, its major projects and overall direction are determined by a steering committee composed of 12 criminal justice professionals and State legislators. These representatives have been drawn from all the major parts of the criminal justice system.

SAC projects for the 1988-89 period include the following.

SAC began work on an Offender-Based Transaction Statistics System in late August under a BJS grant. An OBTS steering committee was created, and an OBTS staff has begun to review OBTS systems from other States and New Mexico's current data capabilities. The SAC will initiate OBTS projects in Bernalillo, Santa Fe, Grant, Hidalgo, and Lea Counties. The SAC also is seeking State funds for the long-term operation of OBTS.

The second annual summer conference for criminal justice professionals, cosponsored by the SAC, was held at the University of New Mexico in July 1989. Workshops covered gangs, cults, deterrence, leadership, mediation, internal affairs, grant writing, alternatives to incarceration, rural policing, aftercare issues, domestic violence, and organized crime. The attendees represented all parts of the criminal justice system--from judges to patrol officers.

The SAC recently completed collecting data on 1,250 New Mexico felons convicted in 1987 and 1988. Data collectors visited every penal institution and county in the State to collect the randomly selected sample. Researchers collected data on 250 variables, including the offender's prior record, offense severity, drug history, offender characteristics, and victim assessments. A 150-page report on sentencing in New Mexico was completed.

A survey on citizens' attitudes toward the problem of crime in their neighborhoods and their reactions to being victims was conducted in July 1989 using random-digit-dialing telephone interview procedures. A total of 536 New Mexico residents completed the interview. The survey included questions on fear of crime, levels of community participation, and perceptions of police performance. One section of the survey presented respondents with descriptions of problem situations (including crimes) that might occur in their neighborhoods. Respondents were then asked to rate the seriousness of these situations and to indicate what kind of action they would take in response to them (for example, talk to neighbors or call the police). Data processing is in progress, and the results will provide information on such issues as fear of crime, police/community relations, and the role of self-help and community activities in coping with crime. A report will be available in early 1990.

Child abuse has been one of the issues of

particular concern to members of the SAC steering committee. A basic problem in studying child abuse has been the difficulty of defining and accurately measuring it. In New Mexico, systematic, reliable data on child abuse are simply unavailable at present. An alternative plan that has been successfully used in other research is to study child homicide rates. In studying child homicide in New Mexico, the SAC has begun to gather data from three main record sources: the police, the courts, and the coroner's office. All cases of child homicide involving victims younger than 16 years old over a 10-year period will be studied. Homicide cases in which the offender is a parent or care giver will be compared to other cases. Child homicide data will be useful in identifying groups of children that are especially at risk. A special SAC report should be available by May 1990.

#### New York

The New York State Division of Criminal Justice Services (DCJS) is responsible for a broad range of information services and policy support activities in New York State. Through its Commissioner, who also serves as the Governor's cabinet-level Director of Criminal Justice, the Division seeks to increase the overall effectiveness of the criminal justice system in New York State.

This is accomplished through: the Office of Identification and Data Systems, which maintains criminal-history records and other operational data systems; the Bureau for Municipal Police, which provides training to police officers and coordinates programs on highway safety, crime prevention, and arson awareness; and the Office of Funding and Program Assistance, which monitors and evaluates local criminal justice programs and disburses State and Federal funds to localities on behalf of the Crime Control Planning Board.

A fourth unit in DCJS is the Office of Justice Systems Analysis (OJSA). OJSA is the policy-oriented research and statistical arm of the agency, and performs many of the functions of the Statistical Analysis Center (SAC) for New York State. Its mission is to advise and assist the Governor and the Director of Criminal Justice in developing policies, plans, and programs for improving the criminal justice system. It conducts empirical research to test assumptions that are central to the development of criminal justice policy, provides policy analysis, and monitors the legislative process. OJSA also is responsible for designing, maintaining, and coor-

minating statistical data systems in the agency and for disseminating statistical information on crime, offenders, and the administration of justice in New York State.

During the year, the Office continued to address the needs of State and local criminal justice administrators through the production of county criminal justice profiles. This report compiles data from a variety of sources and provides a comprehensive picture of criminal justice activities within each county in New York State and the State overall. An outgrowth of a special briefing series for the Governor and his staff, *Profiles* is based on a microcomputer data base of multiyear criminal justice data. Many requests for individual county profile data are received and responded to each year.

The Office continues, as in the past, to address the needs of State and local officials by updating the *Directory of New York State Criminal Justice Agencies*. The directory project is funded by BJS as part of the Criminal Justice Clearinghouse Program. Together, *Profiles* and the directory help the Division to coordinate and address the needs of local criminal justice agencies in the State.

In 1989, the Office continued its Offender-Based Transaction Statistics (OBTS) program. The Office houses one of the most sophisticated OBTS case-tracking systems in the country for felonies and misdemeanors. During 1989, OBTS data continued to be used in several analyses of criminal justice processing in New York. One of these, the *New York State Violent Felony Processing Sourcebook*, monitored trends in the processing of violent felony offenses in New York State between 1983 and 1987.

Another report that used OBTS data is the *Governor's Anti-Crime Action Agenda: A Monitoring Report on the New York City Criminal Justice System*. This document, produced quarterly, monitors the implementation of a comprehensive strategy to attack crime in New York City that was proposed by the Governor earlier this year. OBTS data, supplemented with information from other State criminal justice agencies, were useful in examining key components of the city's justice system -- law enforcement, case processing, and corrections. OBTS data were also the source of information for the bulletin, *Criminal Justice Trends in New York State: 1984-1988*.

Analysis of white-collar crime in New York

State continued in 1989. A report to be released in early 1990 will track white-collar cases from arrest to disposition through the State's criminal justice system.

In 1984, the State legislature mandated the creation of a Missing Children Register, and in 1985 created a Missing Children's Clearinghouse in the Division. OJSA accepted responsibility for presenting policy-analytic data derived from the register. In 1989, the Office produced a joint report with the Missing and Exploited Children Clearinghouse that detailed register and clearinghouse activities during 1988. Through statistical summaries, the report describes the number and characteristics of children reported missing during the year, as well as the nature of the circumstances surrounding a child's disappearance and the method of recovery for cases that were closed. The Office continues to monitor the activity on the Missing Children Register and compiles quarterly profiles of cases reported to the register.

The Office has developed a law enforcement personnel data system amplifying the FBI's standard agency personnel report. Among other things, this new system provides the State with salary ranges as well as data on the rank, sex, and race composition of police and sheriff's agency personnel. A similar annual survey is being developed for prosecution offices throughout the State. In addition to personnel-related information, this system will contain data on organizational structure, office specialization, and specific training needs among prosecutors statewide.

In 1989, the Office, through BJS funding, began its New York State (NYS) Drug Clearinghouse project. The Drug Clearinghouse has collected an array of policy-relevant information on drugs and drug crime from State, local, and private criminal justice agencies in New York State, as well as from Federal agencies possessing New York State-specific data. This information is automated, and a directory will be produced in 1990.

Pursuant to section 420.10 of the Criminal Procedure Law, the Office continues to compile and review information on the number of restitution orders issued/satisfied, amounts ordered/collected in New York State, and the types of crime for which restitution was ordered. Pending before the legislature is an amended Omnibus Restitution Reform Bill that incorporates the major recommendations presented in the 1988 annual restitution report. The purpose of the bill is to increase the viability of restitution or reparation in criminal proceedings,

achieve greater standardization and fairness in collection and administration, and promote and strengthen enforcement mechanisms with respect to defaults of restitution of reparation orders.

Over the last year, the Office has convened a panel of juvenile justice practitioners and experts to assist in conducting the first major statistical and descriptive study of juvenile justice processing in 12 years. This study will be finished by late spring 1990. It is expected that the findings will spur numerous recommendations and legislative proposals to improve this State's system of juvenile justice.

Office research staff have continued their *Research Note* series with the publication of a short report on *Arrest Rates and Post-Arrest Processing of Persons With Prior Felony Convictions*. This publication is one of a series of reports examining the prevalence of predicate felons in New York State, and the impact of differential treatment of predicates in the State's criminal justice system. This document updates, synthesizes, and extends prior research by documenting recent trends in the involvement of persons with prior felony convictions in each of several stages of criminal justice processing. Future reports will examine the potential impact of growth in the predicate pool on prison populations, including the long-term effects of recent changes in drug enforcement activity. Additionally, the Office completed projects on drug arrestee trends and felony case processing time.

OJSA researchers are currently in the midst of a study designed to evaluate whether or not there are racial disparities in the processing of offenders. This study will quantify whatever racial disparity remains evident after controlling statistically for crime type and prior record, and will identify the types of crimes, types of offenders, geographical locations, and criminal justice processing decisions for which disparity is the greatest.

During 1989, the UCR redesign project continued with funding support from BJS. The project planning for the implementation of incident-based crime and arrest reporting has resulted in the adoption of significant enhancement of the National Incident-Based Reporting System's Federal requirements designed to meet the information needs of local contributors and State policymakers. These enhancements are contained in the *New York State Data Capture Specifications for Incident-Based Uniform Crime Reporting*, published in September 1989. As part of the project's plan to support local agen-

cies' adoption of incident-based reporting (IBR), the staff participated in a two-year development effort to produce standardized incident and arrest reports designed to collect data from more than 300 police agencies in New York State, providing the underlying IBR data will be available when the State's automated system is implemented.

To understand and respond to hate- or bias-related violence, the Governor created a special task force to examine this issue and recommend action. As part of this overall effort, the Office has implemented a bias-crime data collection system. A statewide training conference for police and prosecutors was held in early 1989 with BJS support. Since this conference, over 100 new agencies joined the reporting system. A data collection procedure was established for member agencies, and a data entry code book was compiled. The Office jointly established, with the Bureau for Municipal Police, a data-reporting training program, and is involved with the operational training of law enforcement personnel in identifying, investigating, classifying, and reporting bias-related crime. In 1990, a fully operational, efficient, and easily accessible information system that will assist law enforcement and policymakers in addressing the issues of bias-related crime is anticipated.

A survey research capability was established within the Office to provide the ongoing capacity to design, administer, and analyze surveys that focus specifically on criminal justice issues. BJS supported a statewide random-digit-dialing survey of State residents, which examined citizen attitudes and perceptions on a broad range of criminal justice concerns. Results of this survey continued to be published in 1989 in a report dealing with police, criminal courts, and the State prison system.

### North Carolina

The North Carolina Criminal Justice Analysis Center is within the Governor's Crime Commission Division of the Department of Crime Control and Public Safety. It provides analysis and research assistance to the Crime Commission for developing criminal justice policy recommendations to the Department Secretary and the Governor. It also serves as a primary resource for data and information on crime and the criminal justice system in North Carolina.

During Federal Fiscal Year 1989, the Center took a look at drugs and crime in North Carolina.

The drug use-crime link is complex. One obvious indicator is the rise in the number of drug arrests (a 33 percent increase from 1983 to 1987). However, it also appears that the rise in crime, especially property-related offenses, is directly related to the dramatic rise in drug abuse and dependence among the more crime-prone segments of the population.

The following are some of the factors used to evaluate the drugs and crime situation in North Carolina:

- \* North Carolina's crime rate has increased from 40th out of 50 States in 1977 to 28th.

- \* During 1987, the prison population nationwide increased by 6.7 percent, and reported crime increased by 2.2 percent. In North Carolina, the prison population declined by 1.4 percent, and reported crime increased by 8.7 percent.

- \* During 1988, the estimated amount of cocaine available for consumption in North Carolina was approximately 4,000 pounds, with a street value of \$145 million.

- \* Assessments performed on inmates entering the State's prison system indicate that approximately 50 percent were under the influence of drugs when they committed the crime for which they were sentenced to prison. Seventy percent have been identified as having a substance abuse problem.

- \* Almost 40 percent of the inmates released from prison were rearrested for a felony or serious misdemeanor within the first year of their separation from prison.

While substance abuse is an increasingly difficult problem to deal with, this problem is hardly unique to North Carolina and thus cannot completely explain the "above average" crime trend. The reason for the decline in the State's prison population was that the Department of Correction released more people than it admitted. This reduction in prison population was in response to legislation that places a cap on the State's prison population. This may contribute to the high rate of rearrests and ensuing high rise in the crime rate. North Carolina's relatively high rates of industrialization and urbanization have also contributed to the rise in the crime rate. A *SystemStats* publication was released on this topic in May 1989.

The Center completed a detailed study of juvenile offender recidivism patterns into the adult system in North Carolina. This complex electronic data-processing project entailed extracting computerized criminal-history records from the State Bureau of Investigation, and merging them with computerized training school records at the Division of Youth Services. It was an unprecedented effort to measure recidivism by rearrest, as opposed to return to prison, and to track juvenile offenders into the adult system. A *SystemStats* research bulletin was distributed in November that reported the results of this study. Briefly stated, the results are as follows:

- \* Over a third of the juveniles released from North Carolina training schools during 1985 have since been arrested as adults.

- \* Those youth who have been in a training school for drug offenses, DWI and other traffic offenses, or being drunk and disorderly, are those most likely to be arrested as adults. Those in a training school for assault and other violent offenses and for trespassing and miscellaneous public-order offenses are the least likely to be arrested as adults.

The Center began participation in the Drug Consortium sponsored by the Criminal Justice Statistics Association (CJSA) during 1989. Collection of quarterly information on drug task forces has begun, and statewide tracking of drug offenders will begin soon. The data collection phase of a third project related to the Drug Consortium has just ended. This was a study modeled after the Drug Use Forecasting (DUF) studies. Persons who were being admitted to jail were asked to respond to a slightly modified version of the DUF questionnaire. This was voluntary and anonymous. Those who completed the questionnaire were also asked to submit to a urinalysis and a breathalyzer. Analysis of this data is in progress and expected to be completed early in 1990.

The data collection phase of another project has been completed. The Jail/Mental Health Study is being conducted for the Mental Health Commission to determine the need for mental health services in jails, assess the current availability of services, and recommend ways to improve the delivery of services. Center staff assisted in the problem description phase of the project and completed the data collection, which entailed going into the field and collecting a sample of 100 records from 12 county jails. Because most jails in North Carolina are not

automated, this was a tedious, time-consuming phase. The next phase of the study will merge the jail records with those of the Client Information Services of the Department of Mental Health and the Highway Research Division (to determine those who have received treatment related to DWI offenses).

## Ohio

The Statistical Analysis Center (SAC) in Ohio is the Bureau of Research and Statistics within the Governor's Office of Criminal Justice Services. Since being reorganized in June 1978, the Ohio SAC has undertaken 16 major research projects, published 34 reports, and responded to some 2,500 requests for information. Currently, the SAC operates with a full-time staff of five.

The SAC is spearheading a major effort to implement the new National Incident-Based Reporting System (NIBRS) data program in Ohio, and to reestablish a State-level reporting program. During the past three years, the SAC has secured the endorsement of the law enforcement community (police chiefs, sheriffs, and the State Highway Patrol), secured a State-level host (the Bureau of Criminal Identification and Investigation), set up a working relationship with three regional reporting systems, and otherwise completed the superstructure for the new NIBRS program in Ohio. During the summer of 1989, the SAC received the Nation's largest NIBRS grant for the Ohio program. Hiring has already begun, and some data may be submitted before the end of 1990.

The SAC is the only agency that collects and analyzes information that fully describes what happens to persons arrested for serious crimes in Ohio. This process began with a 2,500 felony case tracking study conducted by the SAC in 1983-84 in 62 criminal courts throughout the State. A similar 2,500 felony case followup study was begun in May 1986 and completed in 1988. Data analysis continued in 1989. Rigid sampling procedures ensure that the cases are representative of the 60,000 to 70,000 such cases handled each year.

The SAC's sixth citizen attitude survey concentrated all 50 questions on the drug abuse issue. Over 800 phone interviews were conducted in late 1988, with results published in two separate releases in late 1988 and the spring of 1989. Additional interviews were conducted with a separate cohort in Franklin County.

The SAC is the repository for Ohio victimization data collected via the National Crime Survey, which is sponsored by BJS (and executed by the U.S. Bureau of the Census). During 1989, the 1987 data tables were received, reflecting responses from several thousand Ohio households, and providing a rich supply of data on victim reporting patterns, physical injury, material losses, measures of self-defense, personal characteristics, and many other matters relative to the criminal event from the victim's perspective.

Two years ago, the Ohio Peace Officer Training Council revised Ohio's entry-level training curriculum. Dramatic changes in the training curriculum were triggered by the SAC's massive Law Enforcement Task Analysis Study five years ago. Henceforth, all entry-level law enforcement officers in Ohio will receive more than 400 hours of basic training, a significant increase over the 292 hours previously required. The SAC invested two and a half years on the Task Analysis Study, gathering over four million pieces of data from 3,500 officers in 400 agencies, a task greatly aided by a grant from BJS. Ohio training school commanders received the final curriculums on 12 November 1987. The SAC continues to act as a resource for the Ohio Peace Officer Training Council, as well as for other States interested in task analysis studies.

The SAC recently completed Ohio's first state-wide juvenile case tracking study that involved 1,000 criminal juvenile offenders. The project is a field study, similar to the adult tracking effort, and yielded rich data on juvenile crime and justice in the State. Data entry was completed in the fall of 1989; analytical reports will follow into 1990. Another study will provide a one-year followup for the 1,000 juvenile cases analyzed in the 1988 study. Emphasis is being placed on treatment options and recidivism.

Ohio's SAC continued its participation in the 27-State National Consortium on Drug Abuse Evaluation begun in late 1987. A total of 28 drug task forces, crime labs, and prosecution projects are submitting data to the SAC quarterly.

During 1988, the SAC was one of several parties that worked to bring a Drug Use Forecasting program to Cuyahoga County. Initial data from that urinalysis-testing project were available in late 1988 and were included in the drug abuse report in the fall of 1989. By the end of Fiscal Year 1989, four testing cycles had been completed.

In the fall of 1989, the SAC completed Ohio's first comprehensive overview of substance abuse and its impact on crime and justice. *Understanding the Enemy: An Informational Overview of Substance Abuse in Ohio* is a readable, 66-page color report that puts the issue into a context provided by the best available statistical information. Chapters 1 through 4 profile public attitudes, patterns of use, societal costs, and the link to crime of the substance abuse problem. Chapter 5 presents 10 articles by experts addressing particularly significant parts of the problem.

Several evaluation initiatives were begun in Fiscal Year 1989, especially those relating to drug abuse projects. In addition to the consortium activities, the SAC began a separate assessment of the drug task force activity in Ohio's anti-drug abuse program. In a separate direction, the SAC director was chosen by the Criminal Justice Statistics Association (CJSA) to serve on an advisory board for a CJSA evaluation of six drug task forces nationwide.

During the year, the SAC assumed the planning leadership for development of a statewide, juvenile-court-based information system. The system, a personal-computer-based network fed by the 88 courts, will be the first comprehensive juvenile data base in Ohio.

## Oklahoma

The Oklahoma Statistical Analysis Center (SAC) is located at the Oklahoma Department of Corrections because of the availability of staff and research resources. The mission of the SAC is to increase knowledge of the criminal justice system by providing accurate and timely information. The SAC acts as a clearinghouse of criminal justice information and a contact point for Federal and local justice agencies.

The primary projects for the calendar year 1989 were to:

- \* Maintain and produce reports from the District Attorneys Arrest Disposition Reporting System (ADRS), which provides information on charges filed by district attorneys and the disposition of those cases.

- \* Maintain and produce reports from Department of Corrections criminal-history records on

88,000 past and present inmates and probation and parole clients.

- \* Participate in the National Drug Consortium to collect data on the State's drug strategy and to confer with other consortium States to set standards for collecting State information on offense tracking, crime labs, drug testing, and drug treatment programs.

- \* Participate in the meetings of the Oklahoma Justice Administrative Board, which reviews applications for Bureau of Justice Assistance (BJA) block grants for Justice Assistance and Crime Victim Assistance.

- \* Maintain membership on subcommittees and provide research assistance to the legislative Criminal Justice System Task Force on sentence restructuring and on recodification of the Oklahoma Criminal Code.

- \* Provide technical support for the Governor's Task Force on Crime Prevention and Punishment.

- \* Provide research on the prison population projection project funded by BJA.

- \* Publish a quarterly newsletter on SAC activities for criminal justice agencies in Oklahoma.

- \* Provide information to the legislature on the impact of proposed criminal justice legislation on prison populations.

- \* Provide support for the District Attorneys Council's Drug and Violent Crime Policy Board.

- \* Provide support for the Attorney General's Drug Policy Board.

- \* Provide support for the Governor's Drug Eradication, Treatment, Education, and Rehabilitation Committee.

- \* Provide liaison, support, and training for the Law Enforcement's Information Link with Corrections (LINC) program, which makes Department of Corrections offender data available to police and sheriff's departments.

- \* Provide support for and assistance to the Oklahoma State Bureau of Investigation's National Incident-Based Reporting System (NI-

BRS) Advisory Board, which has worked to set standards and test the format for incident-based reporting of Uniform Crime Reports data.

## Oregon

The Crime Analysis Center is part of the Oregon Department of Justice, and serves as a research agency for inquiry into criminal justice issues in Oregon. The Center's professional/technical staff assist primarily State and local criminal justice system agencies and policymakers. The continuing goal of the Center is to be an objective, independent, and reliable source of policy-relevant criminal justice research data and information. The Center also acts as liaison to BJS, serving as a Statistical Analysis Center (SAC) and clearinghouse for criminal justice research efforts involving State and Federal coordination.

Current and ongoing research projects are discussed below.

The Oregon Serious Crime Survey is an annual survey research project using a mail questionnaire that is completed and returned by approximately 70 percent of the 1,700 randomly-selected citizens who receive it. The survey provides statewide information in three topical areas: victimization data, including a measure of citizens' reporting and non-reporting of crime to the police; citizens' involvement in crime prevention activities; and citizens' opinions about current criminal justice problems and issues.

The victimization data provide a complementary measure of certain crimes occurring in Oregon, and augment understanding of crime beyond that attainable from official statistics only. The survey, first administered in 1977, is the oldest data base maintained exclusively by the Center. Results are published in a series of research reports that are distributed to legislators and criminal justice agencies, representatives of the media, and private citizens on request. In recent years, the survey has provided citizen opinions on issues such as jail and prison construction, community crime problems, and prioritization of law enforcement services. The accumulated crime survey data provide for trend analysis of victimization patterns in Oregon.

Center staff produced three federally-funded research briefs. These are:

\* A research brief based on the results of the 1988 administration of the Oregon Serious Crime Survey, including an analysis of the respondents reporting property crime victimizations in 1987. In the discussion of these respondents' data is an examination of trends in past victimization rates and trends in the reporting of victimizations to law enforcement agencies, including a summary of the reasons for non-reporting of victimizations to the police.

\* A research brief on citizen attitudes toward crime and criminal justice issues in Oregon, based upon data from recent administrations of the Oregon Serious Crime Survey, including the 1988 administration.

\* A research brief based on the 1988 administration of the Oregon Serious Crime Survey, in which citizen crime prevention activities were reported. The results included an examination of self-reported participation in activities designed to prevent both property crimes (mainly household crimes) and crimes against persons.

The Center conducted a process-level evaluation of programs and services funded by the Oregon Community Corrections Act (Lane County). A research brief outlined the history of the act and basic types of programs funded statewide through its provisions.

*Juvenile Detention Monitoring in Oregon: A Preliminary Compliance Report* is an annual report on the use of juvenile detention in Oregon related to the guidelines specified in the Juvenile Justice and Delinquency Prevention Act of 1974. It forms the basis of the Federal report and recommendations submitted by the Oregon Community Children and Youth Services Commission.

The Center also published a report on the history of juvenile detention practices in Oregon, and a trend study of the changing characteristics of juvenile detainees for selected years from 1975 to 1986. The report presents a comprehensive analysis of who gets detained when, where, why, and for how long. The report has been used locally for policy-making involving detention, and has received some national circulation. Current plans are to update this report with juvenile detention data from 1987 to 1989.

As a result of its past administration of the Anti-Drug Abuse Act of 1986 Law Enforcement Block Grant Program, the Center also is engaged in

research on drug abuse and drug law enforcement. Center staff serve on the CJSA Drug Consortium Advisory Committee, and are involved with seven other consortium States in studying intensive supervision projects designed to reduce drug abuse among adult probationers and parolees in the criminal justice system.

Over the years, one of the primary functions of the Center has been to provide technical assistance to State and local criminal justice agencies and organizations. The technical assistance is provided in a variety of areas -- statistical analyses of criminal justice data, research and program evaluation design, data form and questionnaire design, survey design and sampling strategies, and literature reviews. The Center also provides some technical assistance involving predicting crime phenomena and assessing the impact of current and past legislation on the criminal justice system.

### Pennsylvania

The Bureau of Statistics and Policy Research of the Pennsylvania Commission on Crime and Delinquency (PCCD) plays an integral part in the agency's role of examining criminal justice problems and needs, researching and proposing strategies, and assessing the impact of these strategies on components of the justice system. As the criminal justice Statistical Analysis Center (SAC) for the Commonwealth of Pennsylvania, the Bureau is the State repository for statistical information dealing with crime and the administration of justice. Its primary objective is to provide an objective, independent, and comprehensive source of policy-relevant data.

Recently completed was a report on prison population projections. With prison space so limited, accurate projections are necessary to aid in the management of this critical resource. The SAC has established a multiagency committee that is responsible for producing the best possible consensus projection of correctional populations, and for developing impact analysis essential for good correctional planning. A detailed analysis of the projected impact of a number of mandatory drug bills on the correctional population was recently completed. Prior to that, the Bureau completed a report on dangerous juvenile offenders. Currently in preparation are two reports, one on the effectiveness of electronic home monitoring as an alternative to secure detention and incarceration, and one studying the nature of missing arrest information in crimi-

nal-history records and reasons that arrest records are not submitted to the central State repository.

A prime objective of the agency is to examine the utility of a variety of criminal justice data bases for addressing questions of practical and theoretical interest in the criminal justice field. One product of this examination is *Trends and Issues in the Pennsylvania Criminal Justice System*, which describes and analyzes offenders in various stages of the criminal justice system and provides information that helps to evaluate the effects of policy changes.

To communicate policy-related information more quickly and effectively, the Bureau is improving its ability to produce high-quality graphics quickly, and to integrate graphics and text into reports through use of a network of personal computers.

The PCCD makes effective use of appointed task forces, advisory groups, and planning committees composed of Commission and non-Commission members to advise on how to address and resolve specific criminal justice problems in the State. The Bureau often is involved in coordinating these efforts and in conducting analysis and research for these groups. For example, Bureau staff assisted the PCCD's Prison and Jail Overcrowding Task Force in developing a report that details the magnitude of the problem and presents recommendations for its alleviation. Through the County Jail Overcrowding Technical Assistance Program, Bureau staff assist counties in analyzing the flow of offenders through their local systems to determine the magnitude, type, and causes of local jail crowding, and to implement changes to deal effectively with the problem. The Bureau also assisted the State Police in developing a design to study the feasibility of implementing a unit-record Uniform Crime Reporting (UCR) system in Pennsylvania.

Currently, the Bureau is working with local police departments to design and implement a public domain law enforcement records management information system for Pennsylvania that may be used as the core of a national public domain system. The Bureau also is heading an interagency effort to review and change the State's Criminal History Record Information Act to improve the automated sharing of data among agencies while protecting individual rights.

Integral to the Bureau's role in criminal justice analysis and coordination is its continuing work toward full implementation of an integrated criminal

justice information system and a longitudinal criminal-history file. The longitudinal file allows the Bureau to determine the status of a criminal without going through various complicated criminal justice data bases, and to study the criminal justice system as a whole. Included in this development is continuing analysis of the completeness and accuracy of criminal justice data bases and the development of improvement strategies.

The development of an integrated information system coordinated by the Bureau will facilitate statewide sharing of data among criminal justice agencies to enhance the efficiency of the entire system. The longitudinal file provides the tool for planning, evaluation, and research; the integrated information system will provide online, interagency communication capability within the State.

### Rhode Island

The Rhode Island Statistical Analysis Center (SAC) has been a unit of the Governor's Justice Commission (GJC) since 1975. Some of its major accomplishments and ongoing services are described below.

The SAC produces an annual report, *Serious Crime in Rhode Island*, that focuses on the eight most serious crimes and is usually released in June. The SAC also produces reports on such issues as domestic violence, white-collar crime, drug abuse, rape, motor vehicle theft, stolen property, female criminality, robbery, juvenile statistics, arson, clearance by arrest, and DWI.

In February 1990, the GJC/SAC will submit to the Governor and the legislature a report entitled *The Governor's Substance Abuse Study: A Status Report*. This study is a comprehensive report focusing on surveys of State departments, drug arrests analysis, key informant interviews, and a review of State and Federal legislation.

The State of Rhode Island plans to select a project consultant to assist the judicial system in implementing the recommendations of the Rhode Island comprehensive criminal/juvenile justice information systems plan. Specifically, the system/plan will enable the State's major criminal justice agencies, the Department for Children and Their Families, and the Registry of Motor Vehicles to purchase state-of-the-art computer equipment for their specific agency and join together for the rapid exchange of common data information.

Following past history, both the GJC and SAC will assist the consultant/State throughout the life of the project, which is expected to take approximately six years and cost between \$10-\$14 million before completion.

During the past 14 years, the SAC has been the catalyst in Rhode Island for planning, funding, and coordinating modern computerized information systems for the State's criminal justice system. The SAC acts as staff, resource, coordinator, and liaison for the State's ongoing Criminal Justice Information System (CJIS) Subcommittee. With Federal and State funds, the SAC has had a direct hand in implementing the following statewide computer programs:

- \* Computerization at the Department of Corrections revived interest in information systems at the State's centralized prison.

- \* The State Police message switcher (a system that can transfer and receive a vast flow of communications by computer from local and national sources) was expanded during Fiscal Year 1989.

- \* A computer system has been installed throughout the entire court system.

- \* A computer system has been installed at the Attorney General's Bureau of Criminal Identification (BCI), and throughout its statewide operational systems.

The GJC, as part of the Governor's Executive Office, has a major role in developing and implementing criminal justice policy, generally having statewide impact. The SAC is often requested by the GJC to provide statistics and data toward eventual completion of a special report or study. The GJC has been directly responsible for policy changes or proposed changes by producing the following documents, all of which are available from the GJC:

- \* Anti-Drug Abuse Act of 1988 application

- \* *Juvenile Justice and Delinquency Prevention: Rhode Island State plan 1988-1990*

- \* *Rhode Island's Overcrowded Prisons: Recommendations to the Governor From the Task Force on Prison Overcrowding*

*\* Criminal Sentencing Practices: Background Information for Policymakers*

*\* Special Commission to Combat Auto Theft: A Report to the Governor and General Assembly.*

## South Carolina

Established by legislation during the 1978 session, the Office of Criminal Justice Programs, which includes the Statistical Analysis Center (SAC), is in the Division of Public Safety in the Governor's office. Some of the functions mandated in the legislation include: collecting and disseminating information concerning crime and criminal justice to assist the General Assembly and enhance the quality of criminal justice at all levels of government in the State; analyzing activities and problems in the administration of criminal justice and developing plans for improvement for consideration and implementation by State and local agencies; advising and assisting law enforcement agencies in the State to improve their law enforcement systems and their relationship with other agencies and the statewide system; and stimulating and seeking financial support from Federal, State, and local governments and private sources for programs and projects designed to improve the administration of criminal justice, court systems, law enforcement, prosecution, corrections, probation and parole, juvenile delinquency programs, and related fields.

These activities are performed in conjunction with the Governor's Committee on Criminal Justice, Crime, and Delinquency. The committee, which was established by the same legislation as the Office of Criminal Justice Programs, functions as the policy board for that office, as well as for the Juvenile Justice and Delinquency Prevention Act (JJDP A) of 1974, as amended (Public Law 93-415). The committee advises the Office of Criminal Justice Programs and the Governor on criminal and juvenile justice policy issues, and makes recommendations for administrative and legislative improvements.

The Office also works with the Juvenile Justice Advisory Council, established by the same legislation. The council advises the committee and the Office on all matters relevant to juvenile justice, and recommends priorities for the improvement of juvenile justice services.

In support of legislative mandates, the SAC provides the Office of Criminal Justice Programs with technical support in many areas. Some of the

more important tasks of the past Federal fiscal year supported by the Office are described below.

A primary function of the Office of Criminal Justice Programs/SAC is to provide a wide range of criminal justice data to the criminal justice system and units of government at the national, State, and local levels. Additionally, similar data are provided to the public, the media, colleges and universities, private organizations, and others. One method used to provide data is the publication of crime booklets. These booklets concern the criminal and juvenile justice system in South Carolina. They are intended to help correct and clarify some of the misinformation and myths about crime and criminal justice in South Carolina. They provide facts on the incidence of crime and on the population that passes through the criminal and juvenile justice systems. The booklets are aimed at the public and the legislature, as well as at groups within the criminal justice system.

A grant program has been established by the Governor's Office using funds collected through a 5 percent assessment on wages earned by inmates participating in the work release program. Approximately \$350,000 a year is now collected, allowing the Governor's Office to support innovative victim assistance projects around the State.

The Office of Criminal Justice Programs was designated by the Governor to administer the State and Local Law Enforcement Assistance Act of 1986 (Public Law 99-570), which is a section of the Anti-Drug Abuse Act. The SAC played a major role in assisting the Office in developing the overall statewide drug strategy and grant application required to obtain the drug grant funding. A drug council was appointed by the Governor to assist in implementing the program in South Carolina.

The Anti-Drug Abuse Act, the Juvenile Justice and Delinquency Prevention Act, the Justice Assistance Act, the Victims of Crime Act, and the State Victim Assistance grant programs are administered by the Office of Criminal Justice Programs. The SAC assists in this effort by reviewing and evaluating the data submitted by subgrantees. Technical assistance is provided primarily to subgrantees involved in implementing or expanding information systems.

On 21 September 1989, South Carolina was hit by Hurricane Hugo, the most destructive natural disaster ever to strike this State. The cost, still being evaluated, is in the billions of dollars. The

SAC assisted the Office of Criminal Justice Programs in acquiring \$1.1 million dollars from the Department of Justice in Emergency Law Enforcement Assistance funds.

The SAC has been working with the State Law Enforcement Division (SLED) in administering a grant from the Bureau of Justice Statistics to develop the National Incident-Based Reporting System. A limited number of law enforcement agencies have received funds to allow them to keep pace with the increasing need for crime information by improving the detail, accuracy, timeliness, and analysis of crime data.

The SAC developed the statewide adult jail and lockup reporting system for monitoring compliance with the JJDP. This system greatly improved not only the information data base on the incidence of secure detention of juveniles, but also provided the means to reduce the rate of inappropriate pre-adjudicatory secure detention of juveniles in adult facilities.

### South Dakota

The South Dakota Statistical Analysis Center (SDSAC) is located within the Office of the Attorney General, who is mandated by statute to maintain the Bureau of Criminal Statistics for the State. The primary goal of the SDSAC is to improve the quality of criminal justice information throughout South Dakota. Since its establishment in 1983, the SAC has been charged with developing a perspective that spans the entire criminal justice system, from law enforcement to the courts to corrections to legislation, and dealing with these issues at every level--local, State, and national.

The SAC receives many requests for information and assistance from Federal, State, and local entities, as well as from private citizens. These special requests are handled on a priority basis, taking precedence over other duties. As the SAC's visibility increases, these inquiries continue to multiply. The SAC attempts to fulfill every reasonable request pertaining to the criminal justice system in South Dakota. This year, the number of requests for criminal justice information increased dramatically. This increase is viewed as an indicator of the SDSAC's stature as a coordinator and facilitator of criminal justice planning and research.

In 1989, an updated *South Dakota Criminal Justice Directory* in a three-ring-binder format was

published. The directory serves as a locator of all criminal justice officials in South Dakota. The 1989 listings are the most extensive in the directory's history. The new binder format allows for periodic updates to directory entries without reproducing the entire directory. The directory is the most popular SDSAC publication, and has linked criminal justice professionals across the State.

In 1989, the SDSAC began taking steps to establish a State UCR program and planning for the institution of incident-based reporting (IBR) within the next few years. The SDSAC contacted the FBI in August to request designation as the State clearinghouse for UCR data effective 1 January 1990. In November, UCR training was held in three locations across the State in conjunction with FBI personnel. It has become evident that UCR participation will be increased among local agencies, given the State's active participation.

In July, the SDSAC published its sixth annual *Crime in South Dakota* report for calendar year 1988. State data from the FBI's *Crime in the United States* were analyzed and graphically depicted. Ten-year crime trends for Part I offenses were examined, in addition to crime in South Dakota cities. Local agencies were contacted by the SAC and requested to provide UCR data for calendar year 1988 for inclusion in the report. Forty local agencies supplied the requested data, thus lending to a more accurate picture of crime across the State.

The SDSAC continues to participate in the Criminal Justice Statistics Association's Consortium for Drug Strategy Impact Evaluations. In coordination with the Attorney General's Task Force on Drugs, the SAC is working to satisfy the data collection requirements of the consortium. The SAC also has been responsible for revising data collection forms, logging data, and drafting supportive documents. The SAC has been collecting data on drug-related emergency room admittances from hospitals across the State. Since April, the SAC has been tracking drug offenders through the State's criminal justice system. As yet, data bases are not substantial enough to yield pertinent analytical conclusions regarding the impact of the Attorney General's proactive strategies against drugs.

An extensive sexual offender project is now in the report phase, with the project deadline scheduled for late February 1990. Analysis of the information collected from police records, court documents, prison and psychological records, and an inmate survey instrument has yielded a collective

profile of the sexual offender. In addition, an offender-based tracking system for these offenders was established. Analysis of the tracking data has also been conducted.

In addition to the above activities, the SDSAC also periodically engages in special research projects to address current issues in the criminal justice field.

## Texas

The Criminal Justice Policy Council (CJPC) was created in 1983 by the 68th Texas Legislature to determine the long-range needs of the criminal justice system. The agency is a nonpartisan organization conducting criminal justice research to provide State policymakers with information to evaluate programs and initiatives in the criminal justice system. The membership of the Criminal Justice Policy Council consists of the Governor, the Lieutenant Governor, the Speaker of the House of Representatives, two members of the Senate appointed by the Lieutenant Governor, two members of the House of Representatives appointed by the Speaker, and four members appointed by the Governor. The role and accomplishments of the CJPC in conducting research and providing information are described below.

The following evaluation research and policy impact studies conducted by the Criminal Justice Policy Council have provided necessary information for policymakers to consider the cost benefits of various policy options:

- \* impact studies of corrections policies considered during the legislative session;
- \* ongoing two-year evaluation of the Reading to Reduce Recidivism (3R) education program at the Texas Department of Corrections;
- \* ongoing two-year evaluation of the "boot camp" Special Alternative Incarceration Program (SAIP) at the Texas Department of Corrections;
- \* ongoing design for conducting a comprehensive statewide study of sentencing patterns and practices; and,
- \* survey of prison admissions to analyze trends in prison population characteristics.

The CJPC also conducts research essential to debate policy alternatives dealing with prison overcrowding. For example, research conducted for the Texas Criminal Justice Summit was used to guide discussions concerning the feasibility of implementing intermediate sanction facilities for probation and parole violators. After the summit, the Governor and the Legislative Budget Board authorized contracting for the first of these intermediary sanction facilities for parole violators in Bexar County (Central Texas Parole Violator Facility). The Criminal Justice Policy Council was subsequently given the responsibility by the State leadership to allocate space in this facility among different counties.

Other analyses of prison admissions are used by policymakers to identify eligible populations for intermediate sanctions. At the request of the Speaker of the Texas House of Representatives, the CJPC formed a task force to conduct an extensive evaluation of electronic monitoring technology and its feasibility for supervising offenders in Texas. This evaluation was published nationally by the National Institute of Justice, and serves as the basis for understanding the potential of electronic monitoring as an intermediate criminal justice sanction.

The Criminal Justice Policy Council engages in activities to improve criminal justice information and information systems in the State. For instance, the Council advises on the implementation of article 6, H.B. 2335, Criminal History Record Systems. As part of this role, the Criminal Justice Policy Council developed a recommended design of a Texas Criminal Justice Information System and prepared suggested statutory language for legislative action. To thoroughly review these proposals and build a consensus with State policymakers for the design and implementation, the Council organized a Criminal Justice Information System Implementation Workshop bringing together State policymakers and national and State experts.

The Council also conducts an ongoing examination of the reporting requirements imposed by the State on municipal, county, and district clerks' offices, and on the justices of the peace that relate to criminal justice processing; oversees the implementation of the Texas Automated Fingerprint Identification System; and advises on biennial plans to improve the Computerized Criminal-History Record Information System maintained by the Department of Criminal Justice. In addition, it advises on audits of the Computerized Criminal-History (CCH) System maintained by the Texas Department of Public Safety, and conducted an

analysis of the completeness of the records found in the CCH System of the Department of Public Safety, which led to 1989 legislation enhancing the system.

On a routine basis, the Criminal Justice Policy Council provides senior staff of the legislature and the Governor's Office with information used for policy management. CJPC staff coordinate the collection and analysis of information used by the Executive Working Group that meets biweekly at the request of the Governor's General Counsel. This management team, composed of senior staff of the Governor's Office, the legislature, the Department of Criminal Justice, and the Commission on Jail Standards, monitors all aspects of the prison and jail overcrowding crisis and recommends strategies for policy and program implementation. The CJPC also develops software for the Board of Criminal Justice to use in the evaluation of formulas for the fair and equitable allocation of prison beds to local jurisdictions.

The Criminal Justice Policy Council prepares and distributes a *Research in Brief* newsletter to judges, prosecutors, police chiefs, sheriffs, and mayors around the State. The newsletter summarizes the findings of research conducted by the agency, and discusses issues relevant to the understanding of complex policy issues confronting State decisionmakers.

To evaluate drug policies, the Council has designed standardized data collection forms and manages an information system to track, through court disposition, persons arrested through the Texas Narcotics Control Program.

## Utah

The Utah Commission on Criminal and Juvenile Justice was created by the Utah Legislature to ensure broad philosophical agreement on the objectives of the criminal and juvenile justice system in Utah, and to provide a mechanism for coordinating the functions of the various branches and levels of government to achieve those objectives. The Commission has 17 members representing key leaders from the legislative, judicial, and executive branches of State and local governments. The Commission has a small staff and is attached to the Governor's Office.

The specific statutory charges of the Commission are to: promote the coordination of all crimi-

nal justice agencies; provide analysis and recommendations on all criminal and juvenile justice legislation and on State budget and facility requests, including program and fiscal impact on all components of the criminal and juvenile justice system; provide public information on the criminal and juvenile justice system and give technical assistance to agencies or local units of government on methods to promote public awareness; promote research and program evaluation as an integral part of the criminal and juvenile justice system; provide an annual comprehensive criminal justice plan; develop, monitor, and evaluate sentencing and release guidelines for adults and juveniles; and forecast demands on the criminal justice system, including specific projections for secure bed space.

The budget of the Commission was supplemented by BJS to gather and disseminate important information on the Utah criminal justice system; this work continued in Fiscal Year 1989.

*The Utah Criminal Justice System, 1989* was published. This report describes crime trends, details the activities of the Commission on Criminal and Juvenile Justice, abstracts criminal justice legislation that passed the 1989 Utah Legislature, and highlights drug abuse and jail use in Utah.

Considerable effort was made to improve the coordination of criminal justice information systems within the State. Software was developed and policies were implemented for a new statewide warrants system. Planning has started to develop common identifiers and other means to link criminal justice information systems across agencies. Planning also has begun to electronically transfer Uniform Crime Reporting (UCR) information to the State computer from some 35 remote, small-to-midsize law enforcement agencies within the State.

The Commission serves as a clearinghouse to disseminate reports produced by BJS and other quality information to concerned agencies in the State. This provides the best nationally available information to policymakers.

Other Commission activities included:

- \* reviewing criminal justice budgets at the State level and the impact of proposed criminal justice legislation;

- \* serving as the lead State agency in matters related to the Justice Assistance Act, the Victims of Crime Act, the Anti-Drug Abuse Act,

and the Juvenile Justice and Delinquency Prevention Act;

- \* staffing the Governor's Council on Victims, which developed legislation and other actions to improve the plight of the victim in the criminal justice system;

- \* staffing and sponsoring a task force that is looking at major changes in the constable system in Utah;

- \* staffing and sponsoring a task force examining the Utah grand jury system; and,

- \* staffing and sponsoring a task force to study and make recommendations to respond to child sexual abuse.

## Vermont

The Vermont Criminal Justice Center was nearing the end of its second year of operation at the conclusion of Federal Fiscal Year 1989, and was beginning to make some substantive contributions to Vermont's justice system.

The Center continued work on a number of projects and undertook several new ones. Data collection continued on the Center's tracking study, designed to provide disposition and sentencing information on criminal offenses. Supplementing its previous collection of felony data, the Center began collecting data on misdemeanors and serious traffic offenses. Some of the potential contributions of this study became apparent as State's attorneys and defense attorneys began to regularly request previously unavailable information on sentencing patterns.

In November 1989, in conjunction with the Chiefs of Police Association of Vermont, the Center published its second annual *Profile of Municipal Police Departments in Vermont*, which provides useful administrative data on law enforcement agencies. All 46 municipal police agencies in the State participated in this project.

The Center is nearing completion of a study on attrition in municipal police agencies, having surveyed 134 officers who voluntarily left these agencies during the previous three years.

In its first attempt to help influence State policy, the Center participated in a joint effort with the

Department of Corrections to develop a five-year construction plan. In this study, the Center attempted to pinpoint the causes of Vermont's rapidly rising institutional population, projecting further growth in the population in the 1990s and identifying some ideas to help curb population growth.

The Center continued operation in 1989 as an independent agency attached to the Governor's Office. The Center is responsible to a steering committee of Vermont's Criminal Justice Council, a 16-person group consisting of representatives from the public and all segments of Vermont's justice system.

## Virginia

The activities of the Virginia Statistical Analysis Center (SAC) are conducted within the Research and Statistical Analysis Section, Division of State and Local Services, Department of Criminal Justice Services (DCJS). DCJS, an executive branch agency under the Secretary of Transportation and Public Safety, provides research and evaluation services to State and local governments and to private non-profit groups. It also regulates training standards, provides technical assistance to State and local criminal justice agencies, administers grant programs, and develops criminal justice information systems.

Within the agency, the Research and Statistical Analysis Section was created in November 1987 and charged with SAC responsibilities. Currently, the SAC's most important projects and activities include those described below.

In the past year, the SAC received numerous requests for special data analyses from DCJS, the Department of Corrections, the Parole Board, the State Police, the State legislature, the judiciary, and local criminal justice agencies. Responding to these requests, the SAC has generated, among other products:

- \* a three-year analysis of compliance with the mandatory firearm law across Virginia's judicial circuits;

- \* an analysis of the impact of the mandatory offender statute on the present jail/prison crowding problem;

\* a methodological consultation on an Automated Fingerprint Identification System (AFIS) impact analysis on prison crowding;

\* a three-year trend analysis of the use of probation in felony cases;

\* an analysis of courts' use of Victim Impact Statements in sentencing;

\* a trend analysis of the processing of habitual offenders through Virginia's criminal justice system;

\* an analysis of the impact of mandatory drug sentencing statutes on the corrections system;

\* staff support to the Governor's Commission on Jail and Prison Crowding;

\* a longitudinal analysis of drug- and alcohol-related arrests and convictions;

\* a four-county plea bargaining study;

\* an analysis of prior offending patterns of convicted sex offenders; and,

\* a nine-county analysis of the use of court-appointed and retained counsel in the circuit courts.

Virginia's SAC is also participating in a 25-State drug consortium in an effort to develop systematic and uniform data on the effectiveness of drug control strategies across the Nation.

The Pretrial Risk Assessment Instrument, currently being pilot tested in Alexandria, Virginia, has been designed to aid local criminal justice decisionmakers by empirically estimating the probability of an offender's pretrial misconduct and of his or her failure to appear for trial. If the Alexandria pilot proves successful, similar instruments may be developed suited to other Virginia localities. This instrument should help to ease the currently overburdened criminal justice system in all three phases of apprehension, prosecution, and incarceration by reducing the number of crimes committed by defendants who fail to appear in court, crimes committed by defendants awaiting trial, and defendants detained in jail while awaiting trial.

Derived from a historical data analysis of 48,077 felony convictions with 212 factors analyzed for each of those convictions, Virginia's voluntary sentencing

guidelines are currently being pilot tested in six judicial circuits. These guidelines are unique among State sentencing guidelines systems in their bifurcated structure, judicial development and supervision, historical grounding, simplicity of use, and offense-specific design. The circuit judges recently voted overwhelmingly to expand the sentencing guidelines across the entire State. If used consistently, these sentencing guidelines will reduce the unwarranted sentencing disparity documented throughout the State.

The SAC's most recent report, *Violent Crime in Virginia*, provided the most detailed and thorough study ever published on the nature and extent of Virginia's violent crime problem. The report covered such subjects as a comparison of violent crime rates for Virginia, its bordering States, and the United States; the seasonal pattern of violence; firearm use; demographic information on offenders and victims; recidivism rates and patterns; case dispositions; incarceration rates; and sentencing and time-served information. Color graphics and clear, concise commentary made this report accessible to everyone -- policymakers, media representatives, criminal justice professionals, researchers, educators, and the public.

*Violent Crime in Virginia* has proved to be a valuable source of information to policymakers, and recently won the Phillip Hoke National Award for Excellence in analysis, presented annually by the Criminal Justice Statistics Association. The SAC's forthcoming report, *Drug Crime in Virginia*, will provide a comprehensive analysis of previously unpublished data on drug crime, drug offenders, and the criminal justice system's response to the drug problem.

In addition to performing these major activities, the SAC is charged with several other ongoing responsibilities. The SAC provides technical assistance to and serves on an advisory committee to the Virginia Parole Board as it develops, implements, and evaluates parole guidelines; oversees and provides staff support to the Pre-Sentence Investigation Receiving Unit, Department of Corrections; and oversees and maintains the Pre-Sentence Investigation (PSI) Information System and the Virginia Crime Code (VCC) Information System.

#### Washington

The Washington State Statistical Analysis Center (SAC) is located in the Office of Financial Manage-

ment (OFM), Forecasting Division. The SAC was reestablished in Fiscal Year 1990 through an Executive Order with partial BJS funding, and provides policymakers and criminal justice agencies with criminal justice budget forecasts, technical support, information, and data analysis. In addition, the SAC supervises the State jail reporting system.

The Washington State SAC is the primary criminal justice forecasting agency in the State. Forecasts typically utilize cohort simulation methods. The SAC produces the following forecasts: adult inmate population forecast, published annually; jail felon forecast, published every other year; juvenile rehabilitation institutional forecast, published annually; and mental health institutional forecast, published annually.

State and local agencies assist the Washington State SAC by maintaining data and providing assumptions required in the forecasting process. In return, the SAC offers fiscal impact analyses, technical assistance, statistical reporting, policy simulations and analyses, and information retrieval.

The SAC director chairs the Executive Committee for the Implementation of the Criminal Justice Information Act. The committee was created by statute to implement information systems to support the Sentencing Reform Act of 1981 (determinate sentencing), and was further charged with the responsibility of providing "... recommendations for development and modification of . . . felony criminal information systems . . ." on an ongoing basis. The committee worked on the external design of the Offender-Based Tracking System (OBTS), Washington State Identification System (WASIS), and Automated Fingerprint Identification System (AFIS).

Current committee projects include statewide automated disposition reporting, statewide automated jail reporting, and a business analysis of State and local criminal justice agencies.

## Wisconsin

The Wisconsin Statistical Analysis Center (SAC) is a program of the Office of Justice Assistance (OJA). OJA is the State agency charged with criminal and juvenile justice planning in Wisconsin, and with administering funds made available to the State under the Juvenile Justice and Delinquency Prevention Act, the Justice Assistance Act, and the Anti-Drug Abuse Act.

The Wisconsin SAC was established in November 1981 by Executive Order of the Governor and was fully or partially supported by Federal funds through September 1986. In October 1986, the State assumed total support of the SAC, with additional BJS grant funds to undertake special studies. The SAC collects, analyzes, and disseminates a variety of criminal justice data in Wisconsin.

For example, the Wisconsin SAC:

- \* maintains the Uniform Crime Reporting (UCR) system for the State as well as some components of a Jail Information System (JIS) and a Juvenile Detention Information System (JDIS);

- \* conducts special research studies on criminal and juvenile justice topics;

- \* responds to approximately 200 information requests each year from State legislators, justice system professionals, the media, and other citizens; and,

- \* provides technical assistance to local criminal justice agencies and promotes the coordination and development of criminal justice statistical programs in Wisconsin.

Publications produced in Fiscal Year 1989 included:

- \* *Wisconsin Crime and Arrests: 1988*

- \* *Wisconsin Crime and Arrests: Semi-annual Report 1988*

- \* *Sexual Assaults in Wisconsin: 1987, 1988*

- \* *Annual Jail Reports: 1988* (Jackson, Juneau, Kewaunee, and La Crosse Counties)

- \* Special jail studies (inmate profiles and population forecasts for selected counties)

- \* *Arrests of Juveniles in Wisconsin 1978-1987*

- \* *Juvenile Restitution Programs: 1984-1988* (annual report)

- \* *Drug Arrests in Wisconsin: 1988*

Major research projects and other activities during the period included aggravated assaults in Wisconsin 1981 and 1986, UCR training, UCR National Incident-Based Reporting System (NIBRS)

conversion, and special juvenile detention reports for selected counties.

### **STATE STATISTICS LIBRARY**

With BJS funding, a catalog and library of statistical reports produced by the State criminal justice statistical analysis centers are maintained by the Criminal Justice Statistics Association, 444 North Capitol Street, N.W., Suite 606, Washington, D.C. 20001 (202-624-8560).

## NIJ REPORT ON RESEARCH AND EVALUATION ON DRUGS AND CRIME

Section 520 (c) of the Omnibus Crime Control and Safe Streets Act of 1968, as amended, requires the Director of the National Institute of Justice to "annually report to the President, the Attorney General, and the Congress on the nature and findings of the evaluation and research development activities funded" under the Bureau of Justice Assistance's drug control discretionary grant program.

In response to this mandate, NIJ is preparing a separate report entitled, *Searching for Answers: Research and Evaluation on Drugs and Crime*. The report traces the research roots of evaluations currently under way in NIJ to demonstrate that past effort has been valuable, and to underline that future programs will add to that value. NIJ research on drug control issues began as early as 1982, and the accumulated findings have played--and continue to play--a substantive role in the ideas and strategies that State and local justice agencies are working to carry out.

Drugs and crime research is essential to criminal justice progress, which requires a continuous infusion of knowledge and ideas from research and evaluation. NIJ sponsors and conducts research into all aspects of criminal justice, but it has always understood research to include evaluation, which independently checks the validity of programs and practices operating in the field.

Effective programs begin with the objective information that research provides on a given problem. Program designers use research findings to construct experimental programs, which then require testing before widespread use. As a program is tested in a demonstration project, an evaluator enters the picture to appraise the validity of the program and its usefulness. Using feedback from the evaluation, program designers can then refine and correct the original project and the premises that launched it. This cycle of research and evaluation feeds creativity in program development. Evidence of how a project operates in the field typically raises new questions program designers had not considered. In response, the designers develop new hypotheses and construct programs to test them. Successive development cycles expand knowledge, opening the way to more effective field performance.

NIJ uses this approach in its search for what works against illegal drug commerce and drug-related crime. The National Institute administers a balanced program of research, evaluation, and dissemination on drug issues. NIJ's response to its congressional mandate has significantly reshaped the character of the Institute's program. Programs related to the drug area have grown from a single project in 1982 to engage half the Institute's budget in 1989.

These expenditures have fostered significant innovation and led to new programs in the field, many of which are supported with BJA funds. NIJ then sponsors independent, objective evaluations of the field programs. It solicits evaluation grantees through an open competition, selects applicants through peer review panels, monitors grantees' progress, and publishes findings in highly-readable, condensed formats.

The Institute's drug research and evaluation activities for Fiscal Year 1989 embraced basic and applied research, evaluation, and dissemination. Funding totaled approximately \$10 million. In 1989, NIJ evaluated projects sponsored by BJA through its discretionary grant program, as well as several projects developed with block grant funds. NIJ awarded 14 evaluation grants, totaling \$3.2 million. Projects included police crackdowns on traffickers, assets seizure programs, community drug resistance initiatives, drug trafficking in public housing, monitoring of drug-using probationers, innovative sanctions for drug offenders, crackdowns on casual drug use, expeditious handling of drug cases in the courts, narcotics task forces, shock incarceration programs, and the development of State drug strategies.

Most of the evaluations funded in September 1989 are in progress, and findings will be discussed in future reports. *Searching for Answers* describes NIJ's mission in helping practitioners control crime and drugs; summarizes the findings of research and evaluations concerning the effect of drug use, trafficking, and related crime on our Nation's criminal justice system; and explains NIJ's response to the drugs and crime problem, as well as its future research agenda.

In preparing its report, and in identifying directions for future research and evaluation activities, the National Institute of Justice sought input from the Nation's criminal justice community. With their assistance, NIJ researchers and personnel have been able to identify common trends in the views of practitioners and researchers in law enforcement,

**courts, and corrections. This broadened knowledge base will provide direction to Institute research and evaluation activities throughout the 1990s.**

## OJJDP REPORT ON SPECIALIZED ACTIVITIES

Section 207 of the Juvenile Justice and Delinquency Prevention Act of 1984, as amended, requires the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to report annually to Congress, as follows:

1) A detailed summary and analysis of the number, rate, and trends of children in custody. Separate information for nonoffenders, status offenders, and other juvenile offenders on types of offenses, race and gender, age, types of facilities used to hold juveniles in custody, including secure detention facilities, secure correctional facilities, jails, and lockups. The number of juveniles who died in custody and the circumstances.

2) A description of activities funded under Part A of the Act (Concentration of Federal Effort), including objectives, priorities, accomplishments, and recommendations of the Coordinating Council on Juvenile Justice and Delinquency Prevention.

3) A description of State compliance with the Act's mandates.

4) A summary, evaluation, and replication possibilities of discretionary programs and activities funded under Parts C (National Programs) and D (Gang and Drug Abuse Prevention and Treatment Programs) of the Act.

5) A description of exemplary delinquency prevention programs.

### JUVENILES IN CUSTODY

Because States differ in their definitions of "juvenile," and because of the complexity and decentralization of the juvenile justice system, OJJDP began the process of collecting data on juveniles in custody by defining the various terms used in its measures. These are as follows:

\* Juveniles taken into custody are those youth under the age of 18 who are admitted to a juvenile custody facility or to an adult facility in which they are held under staff supervision for at least six hours.

\* The taking of a juvenile into custody may be

the result of: an order to take a juvenile into physical custody issued by a law enforcement agent, a court officer, or a social service agency that has wardship over the juvenile; a formal diversion agreement authorized by the parent, the juvenile's legal custodian, or the juvenile; or a voluntary admission by the juvenile.

\* The juvenile may be taken into custody for the purposes of providing care, protection, treatment, supervision, control, or punishment.

\* The juvenile may be taken into custody for:

Violating, or allegedly violating, a Federal, State, or local delinquency or criminal statute or local ordinance regarding non-criminal behavior; or a judicial order, decree, or condition of supervision pursuant to a diversion agreement or dispositional order. This also applies to youth 18 years or older who are still under juvenile court authority.

OR

Being the subject of a dependency, neglect, or child abuse allegation, investigation, or petition.

\* A custody facility is one that admits juveniles into custody for at least six hours, during which time the juvenile is under the supervision of facility staff. This includes facilities operated by a Federal, State, or local government, or by a private non-profit or proprietary agency under contract to a Federal, State, or local government; those architecturally designed or operated to prevent juveniles from leaving without legal authorization (secure); and those that do not rely on physically restrictive architecture or devices to prevent juveniles from leaving and permits access to the community (non-secure).

In May 1989, after a competitive review process, OJJDP awarded the National Council on Crime and Delinquency (NCCD) a \$450,000 cooperative agreement to identify and analyze existing Federal and State data concerning children in custody, and to analyze and write reports using the data collected during the research program. OJJDP also entered into an \$485,000 interagency agreement with the U.S. Bureau of the Census, which will perform all new data collection and processing activities.

The first report under OJJDP's Juveniles Taken Into Custody research program will be published in Spring 1990. In it, NCCD will summarize and analyze national data on juveniles in custody, based on the most current statistics from 10 federally-sponsored census counts and surveys. It will contain estimates of the number of juveniles in custody in juvenile facilities, adult jails, State correctional facilities, and police lockups. It also will discuss deficiencies in existing data, demonstrate the need for improved data, and describe design options for a new system to collect basic data on juveniles in custody.

Preliminary findings from *Juveniles Taken Into Custody: Developing National Statistics* show that, while nearly 1.7 million youth under the age of 18 were arrested in 1987, there is little information about them or their offenses, and even less about what happened to them after they were arrested. No comprehensive statistical system exists to collect such data nationally. The data that are available are incomplete and incompatible with other sources.

Available data show that there are 11,000 facilities in the United States that might hold juveniles. Of these, only 3,302 (about 30 percent) are specifically designed for juveniles. The remainder are adult jails, State correctional facilities, and police lockups. As Table 8 in the Appendix shows, on any given day, there are nearly 100,000 youth residing in juvenile facilities, adult jails, or State correctional facilities. There are no data on youth confined in police lockups.

Between 1977 and 1987, admissions to juvenile facilities grew moderately. While admissions to *public* facilities declined, admissions to *private* juvenile correctional facilities increased significantly. Data from the one-day counts show a 25 percent increase during this 10-year period, suggesting that length of stay may also have increased.

Information about youth confined in adult facilities is considerably less complete. Between 1983 and 1987, juvenile admissions to jails declined by 8 percent. The one-day counts, however, increased from 1,736 to 1,781. Statistics from 1979 to 1984 are the most recent data available on youth in prison. During this period, the number of persons under age 18 who were confined in State correctional facilities rose 48 percent, from 2,699 to 3,996.

As illustrated in Table 9 in the Appendix, geographic regions differ widely in the number of youth in custody and the number of juvenile correc-

tions admissions. The West has the highest rate of juveniles in confinement overall, while the South has the highest rate of juveniles in adult facilities.

Detailed data about youth attributes are available only from the one-day counts of youth in juvenile facilities. These data, displayed in Figure 1 in the Appendix, reveal that minority youth are confined at a significantly higher rate than white youth. The one-day counts also show that male youth have a higher confinement rate than females, while females are likely to be confined for status offenses and nonoffenses. In fact, the majority of female juveniles in custody are not held for criminal offenses.

Information about juveniles who died in custody is currently available only from the National Jail Census, conducted by the Bureau of Justice Statistics. In 1978, nine juveniles died in jail; in 1983, there were seven such deaths. The forthcoming 1988 jail census reports that five juveniles died while in custody, four males and one female. In 1989, for the first time, OJJDP's Children in Custody survey requested data on deaths occurring in public and private facilities. The survey's results will be available in Spring 1990.

#### CONCENTRATION OF FEDERAL EFFORT PROGRAM

According to the Juvenile Justice and Delinquency Prevention Act of 1974, as amended, the mission of OJJDP's Concentration of Federal Effort (CFE) Program is to "implement overall policy and develop objectives and priorities for all Federal juvenile delinquency programs and activities relating to prevention, diversion, training, treatment, rehabilitation, evaluation, research, and improvement of the juvenile justice system." CFE promotes inter-agency projects to eliminate duplication of efforts, and guides Federal agencies about the focus and direction of their programs to ensure that they address the most critical juvenile justice problems.

At the core of the CFE Program is the Coordinating Council on Juvenile Justice and Delinquency Prevention. Established by Congress in 1974 as an independent body within the executive branch of the Federal Government, the Council coordinates all Federal juvenile delinquency and missing children programs. There are 17 statutorily-mandated members of the Council; eight additional agencies participate voluntarily. Members include com-

ponents of the Justice, Education, Health and Human Services, Transportation, Labor, Housing and Urban Development, and Interior (Bureau of Indian Affairs) Departments, as well as ACTION, the volunteer agency.

The Coordinating Council meets quarterly to share information about juvenile justice issues, research, and effective programs. It also reviews and makes recommendations about joint funding proposals between OJJDP and any agency represented on the Council.

During Fiscal Year 1989, the Coordinating Council continued its practice of conducting topic-focused meetings. In December 1988, the Council considered two of its priority areas--statistics on children and youth in the juvenile justice system, and youth productivity and employability. Council members learned about the OJJDP/BJS joint initiative, the National Juvenile Justice Statistics Assessment, as well as the Departments of Labor and Health and Human Services YOUTH 2000 project.

The April 1989 Coordinating Council meeting highlighted missing children issues, including non-family abduction, parental abduction, sexual exploitation of children, and community responses. Experts from nonprofit missing children organizations, schools, community-based programs, and law enforcement briefed Council members about legal issues, school safety, prevention, child prostitution, the private nonprofit sector, and the National Center for Missing and Exploited Children. Representatives from the Administration for Children, Youth and Families, the Office for Victims of Crime, the State Department, the U.S. Customs Service, and OJJDP also addressed the Council regarding their work to help missing children and their families.

In June 1989, the Coordinating Council turned its attention to juveniles' illegal drug use and trafficking, a focus that continued for the remainder of the year. A professor from the University of Washington spoke to Council members about risk factors for juvenile drug abuse and risk-focused prevention strategies. The Department of Education presented a panel on the role of schools in drug abuse prevention, and the Office for Substance Abuse Prevention presented one on the role of the community in drug prevention. An agent from the Drug Enforcement Administration's (DEA) Demand Reduction Unit described DEA's Drug Education Activities/Alternatives to Drug Abuse Program. As a result of

these initial efforts, the Coordinating Council decided to establish a *1990 Action Plan to Prevent Illegal Drug Abuse by Juveniles* to build on its previous anti-drug work for high risk youth and to support the Office of National Drug Control Policy's efforts to promote coordination and cooperation among Federal agencies in the "war on drugs."

#### **Action Plan to Prevent Juvenile Drug Abuse**

As a first step in developing the Action Plan, Council members convened a two-day program planning workshop in September 1989. Twenty-one participants, representing 16 Federal agencies, attended the workshop to (1) propose potential interagency initiatives, (2) commit funds to support selected initiatives, (3) develop a preliminary action agenda of collaborative efforts that should be tracked throughout Fiscal Year 1990, and (4) identify ways to help State and local governments coordinate Federal drug abuse prevention, intervention, and treatment funds. By the end of the workshop, preliminary agreements had been established for 22 interagency anti-drug projects. Negotiations continued after the participants returned to Washington and were scheduled for completion in February 1990.

In addition to formulating interagency proposals, Coordinating Council members decided to collaborate to develop and disseminate an Interagency Training and Technical Assistance Program. The program will (1) help communities mobilize resources and identify expertise to establish systemwide, comprehensive, coordinated, anti-drug programs; (2) identify the risk factors for drug and alcohol abuse, explain their program implications, and describe effective community-based responses; and (3) identify Federal technical assistance and financial resources and the ways to access and coordinate them. The Council plans to issue a Request for Proposals in April 1990, and to award a grant for the project in August 1990.

The Coordinating Council also agreed to prepare an inventory of member agencies' anti-drug projects and activities, which would describe the project, identify the risk factors it addresses, list the sites where it is being implemented, and identify a person to contact for further information. To date, 65 projects are described in the inventory.

## Survey of Federal Agencies' Practices for Taking Juveniles Into Custody

Section 7254, subsection (a)(3) of the 1988 Amendments to the Juvenile Justice and Delinquency Prevention Act require the Coordinating Council to review the reasons why Federal agencies take juveniles into custody, and to make recommendations to improve Federal practices and facilities for holding juveniles. The Council also is directed to determine whether these Federal practices are consistent with the provisions of the JJDP Act that require the deinstitutionalization of status offenders and nonoffenders, separation by sight and sound of juveniles from adults in secure facilities, and removal of juveniles from adult jails and lockups. (See Anti-Drug Abuse Act of 1988, Pub. L. 100-690, 102 Stat. 4304.)

The Council has identified 18 potential survey respondents within the Departments of Justice, Defense, Interior, Treasury, and Transportation, as well as the United States Congress. A survey has been drafted and submitted to the Office of Management and Budget (OMB) for approval. Once the survey is approved, the Council will proceed.

### Recommendations

Each year, the Coordinating Council submits recommendations to the President and the Congress concerning juvenile justice policies and priorities. The Council endorsed the following seven recommendations during 1989:

1. Federal agencies should combine their expertise and resources to support comprehensive anti-drug projects that focus on the risk factors known to make youth vulnerable to using and trafficking in illegal drugs and alcohol. The Coordinating Council on Juvenile Justice and Delinquency Prevention, in concert with the policies established by the Office of National Drug Control Policy, should serve as one of the official vehicles for developing and implementing interagency collaborations focused on children and youth.

2. Federal agencies should identify promising approaches and effective strategies for the prevention, intervention, treatment, and rehabilitation of drug and alcohol abuse, and widely disseminate information on successful programs. The Council, through its member agencies, should provide technical assistance and training for communities in the

establishment of systemwide, comprehensive drug and alcohol abuse programs.

3. Federal agencies should aggressively develop and implement education programs for youth that focus on drug abuse and AIDS (Acquired Immune Deficiency Syndrome). Federal agencies should ensure that the messages imparted to youth about AIDS clearly indicate that the disease is not spread by casual, nonsexual contact, but rather by high-risk sexual and drug-related behaviors. Agencies should support projects that are specifically designed to provide information to hard-to-reach, high-risk youth who are members of the runaway or homeless youth populations often exploited for prostitution and drug trafficking.

4. Federal agencies should continue their efforts to solve the problems of illiteracy, low academic achievement, school dropouts, and school discipline by encouraging public/private partnerships to promote youths' self-sufficiency, employability, and continued education.

5. Federal agencies should ensure that their policies and programs include specific measures to strengthen families and encourage personal accountability among children and parents.

6. Relevant Federal agencies should continue to work together to serve the interests of missing and exploited children and their custodial parents. Cooperation between information networks serving all types of missing children at the Federal, State, and local levels is critical to the safe recovery of runaway and abducted children.

7. Federal agencies should continue to provide leadership in addressing the national problem of gang-related juvenile crime and drug trafficking. The Coordinating Council on Juvenile Justice and Delinquency Prevention should continue to serve as a platform for sharing information on effective prevention and intervention strategies and for facilitating networking and communication among jurisdictions with gang-related crime.

### STATE COMPLIANCE WITH THE JJDP ACT

Section 223(a)(12)(A), (13), and (14) of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974 requires States participating in OJJDP's Formula Grant Program to deinstitutionalize status offenders and nonoffenders, separate

juveniles from adults within secure confinement, and remove juveniles from adult jails and lockups. OJJDP monitors compliance with these requirements and provides technical assistance to help States achieve compliance and build effective juvenile justice systems.

In Fiscal Year 1989, 50 of the 55 jurisdictions that participated in the program for five years or more were in full compliance with the deinstitutionalization mandate. Thirty-four demonstrated compliance with the separation provision of the Act. An additional 16 were making progress. Based on the 1987 monitoring reports submitted by each jurisdiction, 27 States were in full compliance and 12 States achieved substantial compliance with the jail removal mandate. Ten States have not achieved full or substantial compliance with the mandate but demonstrated their eligibility for, and were granted, a waiver. Seven States must submit additional information before a determination regarding compliance can be made.

OJJDP continued to provide technical assistance to help States meet the requirements of the Act. Community Research Associates (CRA), an OJJDP contractor, provided technical assistance and training for participating States and Territories. In addition, through its Information Resource Center, CRA responded to approximately 650 requests for information.

OJJDP also worked with participating States and Territories during Fiscal Year 1989 to improve the quality and quantity of data reported to the Office in the annual performance reports required by the JJDP Act. The reports describe how each jurisdiction is using formula grant funds to meet the mandates of the Act, prevent juvenile delinquency, and develop comprehensive juvenile service systems.

### **PART C NATIONAL PROGRAMS**

The following describes OJJDP programs funded or continued under Part C of the JJDP Act in Fiscal Year 1989. No programs were funded during the fiscal year under Part D, inasmuch as no funds were appropriated for this Part.

#### **Illegal Drugs**

**National Anti-Drug Abuse Campaign.** Grantee: Congress of National Black Churches, 600 New

Hampshire Avenue, N.W., Suite 650, Washington, D.C. 20037, (202) 333-3060.

The goal of the National Anti-Drug Abuse Campaign is to coordinate the leadership of the black religious community, in cooperation with the Department of Justice and other Federal and local agencies and organizations, in support of a unified approach and structural plan to assist high-risk target communities to more effectively combat drug abuse and drug-related crime problems. The program is being implemented in at least 20-25 cities.

The project has been successfully implemented in Washington, D.C., the model site. The Congress of National Black Churches has joined with the Church Association for Community Services to develop a program to establish 15 church-based family assistance centers, which will operate in each of the eight wards of the city. Services to be provided include: crisis intervention and family assistance services; after school and coping skills training programs for children ages 6 to 14; parent training and self-help support; an evening program for youth ages 12 to 20; and information dissemination and outreach.

The project has received enthusiastic support from both the private and public sector. One utility company pledged to provide over \$150,000 to support the effort. The city has agreed to provide over \$200,000, and over 100 churches have pledged \$1,000 each. The project is expanding into San Diego, Atlanta, New York, Memphis, Chicago, and Detroit during the current phase.

In addition, the grantee has developed a draft implementation plan that describes how to encourage black churches to participate in the program. The plan will be available in 1990.

**Drug Testing Guidelines for the Juvenile Justice System.** Grantee: American Probation and Parole Association, Council of State Governments, P. O. Box 11910, Lexington, Kentucky 11910, (606) 2311915.

The primary purpose of this project is to develop drug testing guidelines for juvenile justice agencies. The guidelines will set criteria for determining: who should be tested; what testing procedure is most appropriate; who should conduct the test; and how the test results should be used. This project is being closely coordinated with the Bureau

of Justice Assistance's Drug Testing Guidelines Project.

During Fiscal Year 1989, project efforts were devoted to assessing the state-of-the-art as it relates to establishing drug-testing guidelines for the juvenile justice system, and drafting those guidelines. This entailed review and analysis of approximately 100 drug testing-related cases; identification of successful drug testing models and the factors that lead to efficient and effective drug testing practices; and preparation of draft chapters of the drug testing guidelines for review by the Project Advisory Committee.

**Drug Identification Program for Juvenile Probation And Aftercare.** Grantee: American Probation and Parole Association, Council of State Governments, P. O. Box 11910, Lexington, Kentucky 11910, (606) 231-1915.

The primary purpose of this project is to adapt a drug identification and classification process that can be used with juvenile offenders in probation and aftercare programs. State and local probation and aftercare agencies will benefit from the project by virtue of more efficient and effective approaches to recognition of drug use by juvenile probationers. This will result in both greater control of drug use by juvenile probationers, as well as more effective rehabilitative efforts for young people on probation and/or aftercare.

The objectives of the project are:

- \* To adapt the Drug Evaluation and Classification Process and Training Curriculum developed by the National Highway Transportation Safety Administration (NHTSA) for use by juvenile probation and aftercare officers in the supervision and guidance of juvenile offenders under their supervision;

- \* To design and implement a plan to disseminate information on the purpose, use, availability, and requirements of drug evaluation and classification processes to juvenile probation and aftercare officers;

- \* To design and deliver a training program for designated personnel from juvenile probation and aftercare agencies, who will serve as trainers and coordinators within their own jurisdictions to implement the drug evaluation and classification process; and,

- \* To prepare a plan to distribute the final training program, policy and procedural manual and other materials and information regarding the drug evaluation and classification process on a nationwide basis to interested juvenile court and probation agencies.

During Fiscal Year 1989, project efforts were devoted to adapting a drug recognition curriculum for use by law enforcement professionals and juvenile justice professionals. A one-day intensive training session and a 1.5 hour workshop on Drug Recognition Techniques using the curriculum were held at the American Probation and Parole Association (APPA) Annual Institute. Following the presentation at the Annual Institute, the curriculum was pilot-tested at a three-day training session held in San Francisco, California. Twenty-six participants attended the pilot training and were given an opportunity to critique the course. A final draft of the curriculum was presented to OJJDP in November 1989.

A final draft of the full curriculum, *Drug Recognition Techniques For Juvenile Justice Personnel*, is expected by Spring 1990.

**Urine Testing of Juvenile Detainees to Identify High Risk Youths: A Prospective Study-Follow-Up Phase.** Grantee: University of South Florida, College of Social and Behavioral Sciences, Department of Criminology, Tampa, Florida 33620, (813) 974-2815.

This project studied approximately 400 youths in a regional detention center in Tampa, Florida. Youths were interviewed extensively regarding their alcohol and drug use and mental health problems, and voluntary urine specimens were obtained and analyzed. The youths' delinquent behavior is being tracked through official records at intervals of six, 12, 18, 24, and 30 months after their initial interviews. One-year follow-up interviews and urine testing will also be conducted to assess the youths' subsequent drug and alcohol use and delinquent behavior.

The results of this comprehensive study will help assess the usefulness of urine testing of detainees in identifying youths at high risk for short-term recidivism and future delinquency and drug use. The results will also be of value in suggesting intervention strategies for reducing youths' chances of becoming increasingly involved in drug trafficking and/or criminal behavior.

During Fiscal Year 1989, project efforts were devoted to completing various papers and manuscripts, collecting educational and official record referral/arrest data on project youths, and conducting preliminary analyses of recidivism data.

Two presentations regarding program progress were conducted during the fiscal year, one in September 1989, at a Meeting on Drugs and Violence sponsored by the National Institute on Drug Abuse (NIDA), and another in October 1989, at a symposium sponsored by Narcotic and Drug Research, Inc., in New York City entitled, "What Works: An International Perspective on Drug Abuse Treatment and Prevention Research."

Four draft reports also were completed during the fiscal year: *Recidivism Among High Risk Youths: Study of a Cohort of Juvenile Detainees*; *Urine Testing of Juvenile Detainees: A Tool for Identifying Youths at High Risk of Future Drug Use and Delinquency*; *Following High Risk Youth Over Time: Implications for Juvenile Justice, Corrections and Substance Abuse Programming*; and *Proceedings from the Conference on Treatment of Adolescents with Alcohol, Drug Abuse, and Mental Health Problems*, which was sponsored by the Alcohol, Drug Abuse, and Mental Health Administration, U.S. Department of Health and Human Services.

**Prevention and Intervention of Illegal Drug Use and Aids.** Grantee: School and Society Programs, 55 Chapel Street, Newton, Massachusetts, (617) 332-6405.

The purpose of this program is to create crisis intervention programs to help homeless children who are vulnerable to drug use and AIDS. The program's major components are:

- \* Services to educate runaway, exploited, and homeless youths about the dangers of being involved with drugs and illicit sex, as well as the symptoms of AIDS;

- \* Crisis intervention programs to immediately respond to the needs of youths who suffer the mental, emotional, and physical consequences of their predicament;

- \* Techniques for assessing the need for long-term support and supplying such assistance.

This is a development program in which the Educational Development Center (EDC) will conduct an assessment of the field, develop a prototype

and training and technical assistance materials, and support testing of the prototype by providing training and technical assistance to test sites.

**Drug Education Activities: Alternatives to Drug Abuse.** Grantee: Drug Enforcement Agency, U.S. Department of Justice, 1405 I Street, N.W., Washington D.C. 20537, (202) 786-4096.

OJJDP and the Drug Enforcement Agency (DEA) provided a training conference for personnel from selected schools participating in the implementation of DEA's Drug Education Activities Program. Schools today have become sites of drug abuse and related illegal activity, affecting children of all ages and impeding the educational process. The goals of this program are to provide positive peer support groups for students in the target schools, and to promote healthy attitudes and behavior and alternatives to drugs.

During Fiscal Year 1989, training was provided for law enforcement and school personnel from five sites that will participate in the Drug Education Activities Program. These are: Washington, D.C.; St. Louis; Detroit; Seminole County, Florida; and Camden, New Jersey.

**Testing Juvenile Detainees for Illegal Drug Use.** Grantee: American Correctional Association, 8025 Laurel Lakes Court, Laurel, Maryland 20707, (301) 206-5045.

The purpose of this initiative is to develop prototype policies and procedures for testing juvenile detainees for illegal drug use. This will be accomplished through: an assessment of the state-of-the-art in drug testing technologies and their application to juvenile correctional settings; the development of model policies and procedures; dissemination of the prototypes, and evaluation of the prototypes.

**Community Based Anti-Drug and Capacity-Building Demonstration.** Grantee: National Center For Neighborhood Enterprise, 1367 Connecticut Avenue, N.W., Washington, D.C. 20036, (202) 331-1103.

This two-phase program is designed to enlist the support and know-how of neighborhood groups in the battle against drug abuse and drug-related crimes among juveniles. The program first iden-

tifies and documents the work of successful groups, then promotes and stimulates the expansion and adaptation of successful models throughout the Nation. The first phase--the assessment--is identifying exemplary anti-drug neighborhood-based groups to gain valuable knowledge about how these programs work. The second phase--the Satellite Teleconference--is designed to expand the capacity to combat drug use by sharing information on these successful efforts with other neighborhood groups across the Nation to focus national attention on such efforts, encourage their growth, and increase replication of successful models.

During Fiscal Year 1989, the project produced a five-hour national satellite teleconference which highlighted the strengths and successes of 10 exemplary neighborhood-based anti-drug programs. In Los Angeles, for example, a black neighborhood besieged by crack dealers formed a partnership with police called "STRAP, Stop the Risk, Assist Police." The Drop-A-Dime program in Boston's Roxbury Section, initiated four years ago to encourage residents to report crime, gives police as many as 600 tips a month that have led to several drug arrests and at least 20 Federal indictments. A black neighborhood in Cincinnati gave drug dealers an ultimatum--get out of the neighborhood within 10 days or residents would give dealers' names, addresses, descriptions, and license plate numbers to police. Such groups as these will be highlighted in a monograph produced from this effort. The teleconference was aired live on 29 September 1989, and was broadcast to over 40 cities throughout the Nation.

#### **National Media Campaign on At-Risk Youth.**

Grantee: National School Safety Center (NSSC), Pepperdine University, 2455 Pacific Coast Highway, Malibu, California 90265, (818) 377-6200

The National Media Campaign on High Risk youth is a new component of the National School Safety Center (NSSC). In November 1988, NSSC held the first ever High Risk Youth Practicum. Juvenile justice and education experts from around the country came together at Yale University to begin outlining strategies for achieving the goals of the media campaign and, ultimately, for preventing high risk youth from becoming involved in crime and drugs.

The media campaign aims to heighten the awareness of communities to the risk factors in the lives of high risk youth that make them more

vulnerable to use illegal drugs. It is based on the principle of accountability--that youth are accountable for their behavior, and that families and communities are responsible for devoting their time and effort to help youth who are at a high-risk for illegal drug use.

The campaign is a multi-media effort utilizing television and radio public service announcements, display posters, and articles designed to send a strong message that everyone needs to prevent high-risk youth from involvement in crime and drugs.

In September 1989, the film, *High Risk Youth: At The Crossroads*, was aired in a Los Angeles test market prior to national distribution. The film received the largest percentage of the over 17 million viewing audience for its time slot. The project has produced an informational package to accompany the film as it is distributed to schools, community groups, and juvenile justice practitioners around the country. The 22-minute film is hosted by actor LeVar Burton, and profiles youth from various backgrounds, who relate how drugs directly and indirectly affected their lives, the outcome, and what steps were taken to turn around a negative situation.

**Drug-Free Public Housing Project.** Grantee: City of Wilmington/Venture Properties, Inc., City/County Building, 800 French Street, Wilmington, Delaware 19801, (215) 635-1748.

The drug problem in many public housing sites has reached crisis proportions. Many socio-economic and cultural forces directly and indirectly reinforce drug use in these communities and present stubborn challenges to effective prevention, treatment, and law enforcement. The purpose of this project is to design and implement a comprehensive, systemwide planning strategy to create drug-free public housing, transform the selected public housing complex from housing of the last resort to a center of opportunity and learning, and thereby promote individual and family renewal.

This project began at the end of Fiscal Year 1989. Its objectives include:

- \* Implementation of a crime reduction strategy to reduce drug trafficking and resulting problems in the complex.

- \* Identification, coordination, and deployment of existing private, Federal, State, and city com-

munity and human service resources in the public housing complex to effectively deliver services to the residents.

\* Establishment of a system of continuing State, city, and local community planning and collaboration that will assist and support the renewal and security activity.

**Drug-Free School Zones in the District of Columbia.** Grantee: Cities In Schools, 1023 15th Street, N.W., Suite 600, Washington, D.C. 20005, (202) 861-0230.

The purpose of the project is to design and demonstrate a process for developing and implementing drug-free school zones in five target schools and surrounding communities in the District of Columbia. The project will identify existing private, Federal, city, and human service resources, and help to coordinate and redeploy those resources in the school zones to effectively deliver services to the students and to prevent drug use and trafficking. This coordination of effort will involve the D.C. Public School System, the private sector, the Metropolitan Police Department, probation and parole agencies, and the D.C. Department of Human Services.

**Promising Approaches.** Grantee: Pacific Institute for Research and Evaluation, 7101 Wisconsin Avenue, Suite 805, Bethesda, Maryland 20814, (301) 951-4233.

The purpose of this program is to identify, assess, and develop prototype models for the prevention, intervention, and treatment of illegal drug use and alcohol by juveniles. The prototype models will be used to assist communities experiencing high rates of adolescent drug and alcohol abuse with the skills and information to implement strategies for preventing and treating chronic drug and alcohol use by juveniles.

The project consists of four stages of development:

1) An assessment of the problem of juvenile involvement in drug use and of selected operational programs;

2) A comprehensive description of the development, implementation, and operation of prototype models or approaches;

3) Development of a training and technical assistance package to provide intensive training to test sites; and,

4) Testing of the prototypes.

During Fiscal Year 1989, Stage 1 of the project was completed. The assessment produced a report which details a risk-based analysis of drug abuse and prevention strategies, and provides an evaluation of adolescent drug abuse treatment services and an analysis of risks for relapse. As a result of the assessment, four prototype program models were created. The models reflect a detailed understanding of the factors that put youth at risk for drug and alcohol abuse or that seem to protect them from abuse.

The Prevention Prototype addresses the role of the community, schools, and the family. It includes information on training for key community decision makers, ways to influence behavior through use of the media, proactive classroom management, interactive teaching methods, pro-social bonding among peers, and pre-school and elementary school parent training. The Intervention Prototype emphasizes client screening and comprehensive assessments, with possible later involvement in functional therapy, family skills training (where relevant), appropriate juvenile justice sanctions, and referral to treatment. The Treatment Prototype highlights client motivation, academic achievement options, the involvement of parents and significant others, training in active leisure, and a comprehensive, residential treatment program. The Aftercare Prototype features an aggressive and well-coordinated post-treatment process, with strong cross-agency community linkages, and special emphasis on continuation of academic progress, recreational involvement, post-treatment peer self-help groups, and client involvement in programs as helpful alumni.

The Assessment Report and prototype models are available upon request from the grantee and from OJJDP.

**Students Mobilized Against Drugs.** Grantee: National Crime Prevention Council, 1700 K Street, N.W., 2nd Floor, Washington, D.C. 20005, (202) 466-6272.

This project will provide training and technical assistance to 20 schools in the District of Columbia (five junior and middle schools and 15 feeder

elementary schools) to help students initiate drug prevention projects.

Each school will have an adult teacher or staff coordinator who will coordinate the project for the school site. A core student committee will also be organized and do most of the planning. Students, teachers, and parents will be provided training on the most promising student programs from throughout the country, including in-school prevention projects, community service projects, and cross-age education projects. The students will be provided training on decision-making skills to assist them in deciding which program approaches best fit their school's situation.

The National Crime Prevention Council (NCPC) and the National Institute For Citizen Education and the Law (NICEL), a contractor to NCPC in this effort, will provide technical assistance to the schools. NCPC and NICEL will also develop a resource bank of outstanding projects and individuals in the District of Columbia and surrounding areas who can assist the schools in the development of student-initiated drug prevention activities.

This project was funded at the end of Fiscal Year 1989 to begin operation in December 1989.

**Youth Drug and Alcohol Abuse: The Introduction of Effective Strategies Systemwide.** Grantee: Pacific Institute for Research and Evaluation, 7101 Wisconsin Avenue, Suite 805, Bethesda, Maryland 20814, (301) 951-4233.

The grantee is demonstrating a community planning and organization strategy communities can use to assess and respond to juvenile drug abuse programs and needs. The project also will provide information about the most promising technologies in substance abuse prevention and treatment.

During Fiscal Year 1989, five sites--Grants Pass, Oregon; Salt Lake City, Utah; Sikeston, Missouri; Bedford, Idaho; and Fredericksburg, Virginia--held meetings of local leaders to assess problems and resources and to develop plans to combat substance abuse in their communities. Training also was provided for juvenile court judges, who hosted the meetings in their communities.

An *Assessment Report* was produced and included: *Effective Systemwide Strategies to Combat Youth Drug and Alcohol Abuse: A Review of the Literature*; *Community Organization to Combat*

*Youthful Substance Abuse: Ten Promising Approaches*; and *The Systemwide Response Planning Process: A Model For Community Action Against Youth Drug and Alcohol Abuse*. A training manual was also produced. It highlights the scope of the problem, social and economic costs, role of the juvenile justice system, principles of planning and coordination, examples of systemwide responses, and the Systemwide Response Planning Process. Both the *Assessment Report* and training manual will be available upon request in January 1990.

**Research on Etiology of Drug Abuse Ethnic/Minority.** Grantees: Institute of Comparative Social and Cultural Studies, Inc., 6935 Wisconsin Avenue, Suite 500, Chevy Chase, Maryland 20815, (301) 656-7996; University of Washington Center for Social Research, School of Social Work, 4101 E. 15th Avenue, N.E., Seattle, Washington 98195, (206) 343-6382; University of Kentucky Research Foundation, Department of Sociology, 105 Kinkead Hall, Lexington, Kentucky 40506, (606) 257-4420; University of Maryland/Baltimore County, Department of Psychology, 5401 Wilkens Avenue, Catonsville, Maryland 21228, (301) 455-2567; and Center for the Improvement of Child Caring, 1131 Ventura Boulevard, Suite 103, Studio City, California 91604, (818) 980-0903.

This program was cosponsored by the National Institute on Drug Abuse (NIDA). Five grants for research on this topic were awarded. Each study was designed to analyze the nature and extent of the drug problem among minority juveniles, and the etiological and developmental factors that may play a role in determining vulnerability to drug abuse.

The Institute of Comparative Social and Cultural Studies, Inc., (ICS) is examining the relationship between drug abuse and acculturation of Puerto Rican youth living in the United States. The University of Washington's Center for Social Research conducted comparative research on the etiology and patterns of drug use among black, Asian, and white urban youth. The University of Kentucky Research Foundation investigated the patterns, etiology, and consequences of drug use among minority youth (black, Asians, Native American, and Hispanics) by examining adolescent minority drug use as part of the transition to adulthood. The University of Maryland/Baltimore County is investigating the psycho-social predictors of substance abuse among black unemployed adolescents. The Center for the Improvement of Child Caring conducted research on the role of family attributes

in enhancing or moderating the risk for substance use and juvenile delinquency in inner-city black children.

The projects at the University of Washington, University of Kentucky, and Center for the Improvement of Child Caring received no-cost grant extensions through September 1989. Fiscal Year 1989 was used to complete data collection and conduct data analyses. The remaining two projects, Institute of Comparative Social and Cultural Studies, Inc., and University of Maryland/Baltimore County, received no-cost extensions through June 1990 to complete data collection and data analyses.

#### **Research on Drug Use Among Juveniles.**

Grantees: New York City Criminal Justice Agency; Johns Hopkins University, Center for Social Organization of Schools; University of Colorado; New Mexico State University, Arts and Sciences Research Center; and Southwest Texas State University.

OJJDP awarded five six-month grants to analyze existing data that included information on drug use among juveniles. Two of those studies focused on drug use among juveniles in general; two focused on specific social or ethnic groups; and the other focused on drug use and drug dealing among gangs. The findings of these five studies are summarized below.

**1. Preventing or Postponing the Onset of Youth Drug Use.** Previous research has identified precursors or risk factors for juvenile use of illegal drugs, but we still do not understand how these factors work to influence a young person to use drugs. This study examined a number of risk factors for the use of drugs, including tobacco, alcohol, marijuana, and "hard drugs" (amphetamines, cocaine, hallucinogens, PCP, heroin, inhalants, non-prescription barbiturates, codeine and tranquilizers). The risk factors included in the study consisted of 41 variables in six categories: peer, family, school, work, general, and demographic. Specific risk factors for the use of each drug were identified for juveniles at successive ages.

Study findings indicate that the risk factors for a young person's use (or non-use) of drugs vary considerably depending on the person's age, the type of substance, and the type of use. For instance, a low level of family involvement at certain ages precedes the first use of hard drugs at succeeding ages. A low level of success in school

precedes first tobacco use. Social isolation in school is associated with the use of tobacco as well as hard drugs, but not with the use of alcohol.

The study's most salient finding was that peer group relationships were the most important risk factor in influencing a young person's use of tobacco, alcohol, marijuana, and hard drugs. Peer relationships influenced the postponement of use, the initiation of use, and regular use of these drugs. All together, peer-related risk factors made up 45 percent of the significant risk factors for drug use or non-use, followed by risk factors related to family (18 percent) and school (17 percent). The remaining 20 percent of significant risk factors to use or non-use included: a general belief that deviance is wrong, delinquent behavior, place or residence, and ethnicity.

**2. Explorations of Adolescent Drug Involvement.** This study tested two current theories of juvenile drug use: the "stages" theory, which holds that a person begins by using a threshold drug, such as alcohol or marijuana, and then proceeds by predictable stages to more intensive drug use; and an alternative theory that drug involvement reflects an individual's general tendency to engage in problem behavior, coupled with environmental influences (such as easy access to drugs and peer support for their use).

While the study did not reach unequivocal conclusions, it did produce support for the theory that drug use is a joint function of individual propensity and environmental availability of drugs. The study found that drug use is highly correlated with other delinquency, and it is consistent with the individual propensity/environmental availability theory.

**3. Adolescent Hispanic and Mexican-American Drug Abuse and Serious Delinquency.** The study found significant difference in the types of drugs used by Mexican-American and white adolescents. The study also found that, for all adolescents, there is a strong correlation between drug use and delinquency.

Specific findings include the following:

\* Whites of both sexes used alcohol and tobacco more than Mexican-Americans.

\* Mexican-American females generally had the lowest involvement with alcohol and illicit drugs.

\* Mexican-American males had higher rates of heroin use than white males or females. They also had higher rates of marijuana and LSD use in the preceding month.

\* Mexican-Americans in the local sample had higher rates of alcohol use than their counterparts in the national sample.

Researchers also examined drug use in relation to delinquency. They found that for males, both white and Mexican-American, friends' drug use is the most powerful predictor of delinquency.

**4. The Social Organization of Drug Use and Drug Dealing Among Urban Gangs.** This study examined the extent and nature of the interaction among drug use, drug dealing, and violence in gangs. It found, not surprisingly, that drug use and delinquency were higher for gang youths than for the general adolescent population in inner cities. Most gangs are involved in some criminal activities. Most gangs, indeed all those in the present study, were also involved to some extent in drug dealing. But there is no simple equation between the level of violence in gangs and the degree of their involvement in drug use or drug dealing.

In general, the study found that violence occurs in gangs with distinctly different drug use and drug selling patterns. Furthermore, only some of the violence that gangs engage in is drug related. While some violent incidents are presumably precipitated by disputes over drug sales, most incidents appear to result from the traditional status, territorial, and other gang conflicts that historically have fueled gang violence. The study concludes that, while drug use and dealing are a significant aspect of gang behavior, addressing the issue of drugs is not a sufficient remedy for the gang violence that disrupts communities.

**5. Drugs and Decisions: Drug Initiation, Use, Avoidance, and Cessation By Small Town Youth.** This study examined alcohol and drug use in rural and small-town America, and among different ethnic groups.

Program reports--*Preventing or Postponing the Onset of Youth Drug Use, Explorations of Adolescent Drug Involvement, Adolescent Hispanic and Mexican-American Drug Use and Serious Delinquency, and The Social Organization of Drug Use and Drug Dealing Among Urban Gangs*--are available upon request from the Juvenile Justice Clearinghouse, 1-(800) 638-8736.

## Gangs

Youth gangs and their illegal activities continue to escalate across the Nation, despite intensive efforts by law enforcement to curb them. Many communities are unprepared to adequately respond to this national dilemma. OJJDP has worked to disseminate knowledge about youth gangs and to help identify and implement the most effective intervention techniques to disrupt illegal activities.

**Gang Community Reclamation Project.** Grantee: County of Los Angeles, Probation Department, 9150 E. Imperial Highway, Downey, California, 90242.

This program is designed to systematically confront unlawful and violent gang activity in Los Angeles County. The project has focused on preventing and suppressing gang-related crime and treating gang offenders through the intensive coordination of justice system and community-based resources. In addition, the project will, in concert with area residents, reclaim a specific geographic area within Los Angeles, where symptoms of serious gang activity are beginning to develop but have not yet overrun the community. It is believed that implementation of the program in an area of Los Angeles where the juvenile problem is emerging will provide the greatest opportunity to determine its potential for replication in other cities with chronic or emerging juvenile gang problems.

During Fiscal Year 1989, the Gang Community Reclamation Project developed a Community Coordinating Council comprised of local community residents, leaders from the business community, decision makers from schools, community services, public housing, recreation, and mental health agencies, as well as justice system agencies. A comprehensive action plan was developed, articulating and coordinating the strategies to be used to address the communities' identified needs. The four target communities were "profiled", which included assessing the available resources in the community and identifying gang and drug "hot-spots". Community watch organizations helped implement an effort to disrupt gang activity through a civil court injunction. Law enforcement agencies can then respond to civilian complaints of gang activity by arresting gang members for violating the injunction.

Presentations were made at a series of workshops in schools, churches and recreation centers

in the target communities for parents, teachers, and community-based organizations. In addition, the program supported publication of a community newsletter, career development workshops for youth, and formation of community watch organizations.

The impact of the implementation strategy will be assessed in the Spring of 1990.

**Juvenile Gang Suppression and Intervention Program.** Grantee: University of Chicago, 969 E. 60th Street, Chicago, Illinois 60637, (312) 962-1134.

There is increasing evidence that, in addition to the continued presence of chronic gang activity in major metropolitan jurisdictions, gang activity is emerging in smaller jurisdictions. There also is clear evidence that youth gangs are becoming involved in illegal drug trafficking. The purpose of this program, therefore, is to develop effective, comprehensive approaches to suppress, control, and treat criminality among chronic and emerging youth gangs.

This program will include: identification and assessment of selected programmatic approaches; prototype (model) development based upon the existing approaches; development of training and technical-assistance material to transfer the prototype designs; testing the prototypes; and dissemination of the prototypical program designs.

During Fiscal Year 1989, the project completed a literature review and a survey of gang problems and programs in 50 cities, and developed criteria for site selection visits and for testing successful approaches. In addition, six site visits were conducted, and case studies were produced of each site; a symposium of former Hispanic gang leaders was conducted; preliminary models of juvenile/youth gang programs were developed; assistance was provided for OJJDP's Youth Gang Conference; and a Law Enforcement Definition Symposium and Advisory Board Meeting was conducted.

Two papers, *Summary of Youth Gang Problem: Preliminary Policy Perspective* and *Gang Strategies* were prepared and disseminated. Copies of the literature review, *Survey of Gang and Gang Problems*, and *Summary of Youth Gang Problems: Preliminary Policy Perspective* are available upon request from the University of Chicago.

## Serious Juvenile Crime

**Juvenile Corrections/Industries Ventures.** Grantee: National Office For Social Responsibility, 222 S. Washington Street, Alexandria, Virginia 22314, (703) 549-5305.

This project is helping juvenile corrections agencies to establish joint ventures with private businesses and industries to improve vocational training opportunities for juvenile offenders in secure correctional settings. The project is designed to encourage incarcerated juvenile offenders to cultivate better job skills, general education, and paid employment experiences. It will also help to hold youth accountable for their behavior by requiring them to pay monetary restitution to a victim or a victims compensation fund, and to contribute a portion of their wages to help cover the cost of their care.

During Fiscal Year 1989, the program began assessing the state-of-the-art as it relates to joint ventures between industry and correctional programs. This included a comprehensive literature review; development of an operational theoretical framework for the completion of the program; identification and selection of promising programs; and visits to promising programs. The assessment will continue during Fiscal Year 1990.

**Juvenile and Adult Criminality in the Life Experiences of the 1958 Birth Cohort.** Grantee: Trustees of the University of Pennsylvania, The Wharton School, Sellin Center for Studies in Criminology & Criminal Law, 437 Vance Hall, 3733 Spruce Street, Philadelphia, Pennsylvania 19104-63-01, (215) 898-7411.

The purpose of this project is to assess transitions from juvenile delinquency into adult criminality. The project is tracking into adulthood individuals born in Philadelphia in 1958. Researchers are examining official justice system data on approximately 27,000 men and women, and are interviewing selected subjects to learn about their criminal and victimization histories, mental and physical health histories, drug and alcohol use, stress and life events, family, child abuse and neglect, peer and gang influences, employment, education, and income histories. Because the interview instrument developed under this study examines many factors relevant to delinquent and criminal behavior, the research community can benefit from its use and

from secondary analyses of the official records and interview results.

Researchers drafted a technical report on the data they collected from Philadelphia police and court records. The report discusses such issues as the age of delinquency onset, development of criminal careers, offense switching patterns, and factors that predict delinquency. They have also completed interviews with a sample of the cohort. Data tapes and associated documentation are being prepared for use by the research community to facilitate further analysis.

A report, *Patterns of Delinquency and Adult Crime in the 1958 Philadelphia Birth Cohort: Executive Summary*, has been completed and is undergoing review. It will be available from OJJDP in 1990.

**The Serious Habitual Offender Comprehensive Action Program.** Grantee: Public Administration Services (PAS), 1497 Chain Bridge Road, McLean, Virginia 22101, (703) 734-8970.

The Serious Habitual Offender Comprehensive Action Program (SHOCAP) helps jurisdictions develop coordinated systemwide procedures to identify, track, and control juveniles who repeatedly commit crimes. This very small cohort of juvenile offenders are responsible for as much as 40 percent of serious juvenile crime, and go on to become career criminals. SHOCAP encourages the entire juvenile justice system—including corrections, prosecutors, police, courts, schools, and community aftercare services—to work together. SHOCAP enables the juvenile and criminal justice system to focus additional attention on juveniles who repeatedly commit serious crimes, with particular attention given to providing relevant and complete information that results in more informed sentencing decisions.

Twenty jurisdictions throughout the United States are implementing SHOCAP. Two states, California and Florida, have adopted legislation replicating the SHOCAP process and encouraging State agencies to implement SHOCAP.

SHOCAP held twenty-four implementation and special program technical assistance workshops during Fiscal Year 1989. These were held in California, Oklahoma, Florida, Kentucky, Washington, Idaho, Nebraska, Ohio, Maryland, Iowa, Texas, Arizona, Virginia, North Carolina, Indiana, South

Dakota, and Tennessee. As many as three workshops were held in some States.

In addition, during the year, SHOCAP revised its instructional and participants' manuals and developed special program guides for each component of the program. Special technical assistance bulletins were developed for participating agencies. Copies of the SHOCAP Technical Assistance Bulletins are available from Public Administration Services.

**Evaluation of OJJDP's Private Sector Corrections Initiative.** Grantee: The RAND Corporation, 1700 Main Street, Santa Monica, California 90406-2138, (213) 393-0411.

The objectives of this evaluation are to measure the impact of selected private sector corrections programs on subsequent criminal behavior; to determine what types of services work for what types of youth; to assess the regulatory factors affecting the growth and quality of private sector programs; to assess the effectiveness of private sector business and management practices; and to develop a system of effective evaluation procedures. The principle outcome measures of this evaluation are the recidivism rates for youths participating in the experimental programs compared to rates for youths participating in other existing (control) programs for the committing site.

Three programs were selected for evaluation: the New Life Youth Services' Paint Creek Youth Center; RCA Government Services (RCA); and the National Center for Institutions and Alternatives' Client Specific Planing Project in Los Angeles (NC-IA).

The Paint Creek Youth Center (PCYC) program consists of two principal phases: approximately one year of residential treatment at a 33-bed, former sports camp in rural southern Ohio; and an intensively supervised aftercare upon return to the youth's home community. Control youths are placed by the Ohio Department of Youth Services (DYS) in one of two training schools. The minimum stay for both the experimental and control programs is one year, unless the committing court grants an early release.

PCYC is the only program that continues to receive randomly-assigned placements from the juvenile court. As of July 1989, 228 youths were participating in the study at the Ohio site (114

controls and 114 experimental). PCYC continues to be held in high regard by the juvenile court judges and the Ohio Department of Youth Services. The Ohio DYS is currently planning to have New Life open a second similar camp in the northern half of the State during the next two years.

The RCA program consisted of three phases: secure residential (3 to 6 months); wilderness (28 days); and supervised community reentry (3 to 5 contacts per week). The program accepted 67 placements prior to closing on 1 May 1987. Control youth were placed by a regular assignment process in either one of three secure training schools or one of the many small community-based programs operated by the New Jersey Department of Corrections.

During Fiscal Year 1989, the RAND Corp. completed a preliminary draft of its analysis of the RCA program, which included analyses of the characteristics of participating youth, their perceptions of the RCA program content, and RAND's scoring of inputs and processes. The report is under review, and will be incorporated in a document describing the characteristics and implementation experience of all three programs to be published during 1990.

Because the RCA project had many weaknesses and did not treat a sufficiently large sample before it closed, RAND decided (with the concurrence of OJJDP and the Advisory Committee) to discontinue efforts to follow up on the New Jersey sample.

Unlike the other two programs, the National Center for Institutions and Alternatives (NCIA) did not offer direct services to youths in its Los Angeles Client Specific Program. Rather, when adjudicated juveniles became eligible for the program (that is, when the Los Angeles Probation Department recommended that they be committed to the California Youth Authority) NCIA prepared and presented to the court an alternative sentencing plan that usually involved placement in a small group home or therapeutic community. NCIA operated this program for a 30-month period (January 1985 to June 1987), preparing plans for 102 juveniles.

**National Juvenile Firesetter/Arson Control and Prevention Program.** Grantee: Institute for Social Analysis, 1625 K Street, N.W., Suite 1000, Washington, D.C. 20006, (202) 728-1059.

It is estimated that approximately 40 percent of all arson are set by juveniles, causing hundreds of millions of dollars in damages annually and untold suffering from injuries and deaths. OJJDP and the U.S. Fire Administration (USFA) are cosponsoring a National Juvenile Firesetter/Arson Control and Prevention Program, conducted by the Institute for Social Analysis (ISA) and the Police Executive Research Forum (PERF). This development program is assessing, developing, testing, and disseminating information about promising approaches for the control and prevention of juvenile firesetting and arson.

The project established the National Juvenile Arson Public/Private Partnership, a group composed of individuals from the public and private sector who have expertise regarding the problem of juvenile arson. Two Partnership meetings and a review of the literature concerning juvenile firesetters were conducted during Fiscal Year 1989. Also completed were an *Assessment Report* and an *Executive Summary*.

The *Assessment Report* recommended that any juvenile arson or control program ensure careful planning and coordination between the program and other agencies and institutions, and provide a comprehensive range of prevention and intervention services. In addition, it found that a public awareness education campaign to inform the general public about the juvenile arson problem and program services should be included. It recommended that the program use accurate screening and evaluation procedures to assess the nature of the firesetter's problem and appropriate intervention actions to be taken.

Copies of the *Assessment Report*, the *Executive Summary*, and an OJJDP Update on Research, *A Look at Juvenile Firesetter Programs*, are available from the Institute for Social Analysis.

**Law Enforcement Handling of Serious Juvenile Offenders.** Grantee: The Police Foundation, 1001 22nd Street, N.W., Washington, D.C. 20037, (202) 833-1460.

The purpose of this initiative is to address the problems police agencies confront in handling serious juvenile offenders, particularly those involved in illegal drug use and trafficking. It involves developing and testing model decisionmaking policies and procedures to improve law enforcement identification, screening, and referral of

serious juvenile offenders. This development effort will include: identifying and assessing selected programmatic approaches; developing model programs based on the assessment; preparing training and assistance materials; testing the prototypes; and disseminating prototypical program designs.

During Fiscal Year 1989, the program began assessing the state-of-the-art of law enforcement practices, policies, and procedures for handling juvenile offenders. Tasks included compiling the relevant literature, developing an operational theoretical framework, and identifying, selecting, and visiting promising programs. Preliminary results from the Assessment Stage were presented at the Annual Meeting of the Academy of Criminal Justice Sciences in March 1989.

### **Delinquency Prevention**

**Program of Research on the Causes and Correlates of Delinquent Behavior.** Grantees: State University of New York at Albany, 135 Western Avenue, Albany, New York 12222, (518) 442-5600; University of Colorado, Institute of Behavioral Science, Campus Box 483, Boulder, Colorado 80309, (303) 492-1410; and University of Pittsburgh, Western Psychiatric and Clinical Institute, 3811 O'Hara Street, Pittsburgh, Pennsylvania 15213, (412) 681-1576.

The aim of this research program is to help determine why boys and girls become delinquent, especially serious and violent delinquents and problem drug users, and what can be done to prevent these behaviors. The program is designed to improve our understanding of the development of delinquent and prosocial behavior of children and adolescents. It is hoped that by learning about high risk youths who manage to "beat the odds," researchers can identify pathways that might prevent other high risk youth from entering delinquent careers.

Past research indicates that many variables correlate with delinquency, and that many factors tend to increase the risk of later delinquent behavior. Neither correlates nor risk factors, however, can be equated with causal factors. It cannot simply be presumed that any child who experiences one of the risk factors will automatically become delinquent.

One of the principal aims of the research program is to better discriminate between causes, on

the one hand, and mere correlates and risk factors of crime on the other. Also, the program will clarify how one cause may influence incremental and developmental changes in offending. Three research teams were competitively selected to participate in this program, which was launched in the Fall of 1986.

The research teams have collaborated extensively in designing the studies, identifying key theoretical constructs, and developing "core" measures of these constructs. The culmination of this effort is the use of common measurements in the surveys of the three projects.

These collaborative efforts are a milestone in criminological research in that they constitute the largest shared coordination and measurement approach ever achieved in delinquency research. Under this program, practitioners will be able to aggregate data across projects and also replicate findings across sites.

In 1989, the three research projects conducted interviewer training, continued or completed field data collection, coding, and entry, and prepared preliminary reports. Interviewer debriefing sessions were held to obtain information from the interviewers about their perceptions of the study neighborhoods, respondents' honesty, and any interview problems encountered in the field. While data collection continued throughout the year, work progressed on developing an analysis process for each wave of data collected. The three studies all include both youngsters exposed to known risk factors for delinquency, and youngsters who serve as controls.

Researchers jointly presented papers on neighborhood and social ecology, and delinquency and drug use at meetings of the American Society of Criminology and the Academy of Criminal Justice Sciences. These papers are available from OJJDP.

**Exploring Careers in Law Enforcement and Criminal Justice.** Grantee: Boy Scouts of America, 1325 Walnut Hill Lane, P.O. Box 152079, Irving, Texas 75015-2079, (214) 580-2429.

As part of the National Explorer Program, the Boy Scouts of America incorporates Exploring Careers in Law Enforcement and Criminal Justice. This project helps produce a pool of partially trained young people interested in careers in criminal justice. Law Enforcement Exploring presents a

unique opportunity for America's young people to assess their interest in and show their potential for such a career. Approximately one-third of the participants eventually enter a profession in the criminal justice field. Those who do not, leave the program with a positive experience and contact with law enforcement, and a better understanding of its role in society. The direct assistance provided by this apprenticeship-type program to law enforcement agencies is a benefit to the community. The mutual understanding it creates among practitioners, teenagers, and the general public contributes to delinquency prevention and control.

About 42,000 youth, both male and female, are involved in Law Enforcement Exploring as a result of increased recruitment efforts by the 420 Regional Councils of the Boy Scouts of America. An anti-substance abuse program has been incorporated into Law Enforcement Exploring nationwide.

During Fiscal Year 1989, a National Law Enforcement Exploring Conference was held in Boston, Massachusetts. A National Law Enforcement Explorer Training Academy was also organized. Advanced training for advisors was conducted, and arrangements for scholarships from the J. Edgar Hoover Scholarship and the Former Agents of the F.B.I. Foundation were completed. Planning proceeds with the U.S. Marshals Service for a National Law Enforcement Conference to be held in Boulder, Colorado in 1990.

**Identification and Transfer of Effective Juvenile Justice Projects and Services: Effective Parenting Strategies for Families of High-Risk Youth.** Grantee: University of Utah, Department of Health Education, HPERN215, University of Utah, Salt Lake City, Utah 84112.

The purpose of this program is to reduce delinquency and drug abuse by youth by providing community agencies with increased information and skills to implement family strengthening programs for high-risk youth. The program is identifying, assessing, and disseminating information about family-oriented programs that have demonstrated success in decreasing risk factors for involvement in delinquency and drug use or in directly reducing delinquency and drug use. The University of Utah has completed an assessment of the most promising family programs for high-risk youth and families. Upon approval of the *Assessment Report*, the project will develop a prototype training and techni-

cal assistance package and provide training to test sites.

In addition, during the year a literature review was completed, which focused on family structural and functional factors in high-risk families related to delinquency. There are chapters on intervention theories, overview of family strengthening programs, parent training programs, family therapy programs, recruitment and attrition issues, and dissemination of innovative strategies. Examples of programs that incorporate these components were identified, surveyed, and reviewed. Seventy-five different model programs were identified as having a positive impact on high-risk families and youth.

**Proyecto Esperanza/Project Hope Family Strengthening and Support Network.** Grantee: National Coalition of Hispanic Health and Human Services Organizations (COSSMHO), 1030 15th Street, N.W., Suite 1053, Washington, D.C. 20005, (202) 371-2100.

Project Hope is a demonstration project serving Hispanic runaways and sexually exploited, abused, and neglected youth. An assessment of the work conducted by COSSMHO during the project revealed gaps in the availability of social services targeted to Hispanic families experiencing behavioral problems with their children and early adolescents. The assessment also found few early intervention programs for Hispanic youth and families in crisis. The majority of programs for Hispanics focus on youth who have already come to the attention of juvenile or court authorities. Typically, these youth have acquired and accepted negative or destructive behavior patterns which are addressed by some costly combination of rehabilitation and incarceration. The purpose of Proyecto Esperanza/Project Hope is to assess family strengthening and crisis intervention programs and to design models for Hispanic families.

The object of the current phase of the program is to complete Stage Three, Training and Technical Assistance Development, and Stage Four, Replication of the Family Strengthening and Support Network. Stage Three was completed during Fiscal Year 1989. This resulted in the development of an operational manual, a plan for training and technical assistance, a training manual, and a dissemination strategy. All of these are in draft form and not yet available for dissemination.

**Super Teams Drug Prevention Program.** Grantee: Super Teams of the Washington Metropolitan Area, 1101 15th Street N.W., Washington, D.C. 20005, (202) 223-3749.

Super Teams is a unique peer counseling program for high school students founded by professional athletes and the National Football League Players Association. Working with public schools, Super Teams selects athletes to participate in the program.

The Super Teams program is divided into three phases: Phase One is aimed at developing a support system among parents, professional athletes, teachers, coaches, and school administrators. In Phase Two, students and Super Teams staff attend an intensive five-day residential program where they receive training in combating peer pressure to use alcohol and drugs and learn peer counseling techniques. Phase Three is follow-up at participating schools to help students plan a variety of programs for team members, fellow students, and younger students in feeder schools. Super Teams develops a core group of youngsters to serve as role models and peer counselors at each participating school.

The current OJJDP grant has supported activities in Central, Crossland, Forrestville, and Potomac High Schools in Prince Georges County, Maryland, with a second grant financing the residential Super Teams Annual Youth Leadership Conference. The conference involved 105 students from the four Prince Georges County high schools and three high schools in the District of Columbia: Ballou, Eastern, and McKinley.

Additional youngsters are being trained as peer counselors and leaders at their schools. Super Teams programs at schools continue to expand and increase activities for students. Student activities are having a positive impact on their schools and fellow students. Individual students frequently excel after becoming Super Team members.

**Reaching At-Risk Youth in Public Housing.** Grantee: Boys Clubs of America, 771 First Avenue, New York, New York 10017, (212) 351-5900.

The aim of this project is to expand the number of public housing sites hosting Boys and Girls Clubs modeled after a prototype developed under previous OJJDP grants. The project will also train F.B.I. Drug Demand Reduction Coordinators (DDRC) to assist Boys Clubs of America (BCA) to

establish more clubs, and to implement drug prevention programs in public housing.

BCA's primary focus is on serving disadvantaged boys and girls. It initiated a demonstration project to research and assess Boys and Girls Clubs in public housing at nine different sites, and developed a prototype program and manual so that clubs across the Nation could replicate the model program. In addition, BCA developed a strategy for intervention in public housing projects. The strategy incorporates BCA's other successful programs, "Targeted Outreach" and "Smart Moves." The former uses intensive one-on-one attention to turn around juveniles who have had contact with the juvenile justice system; the latter is aimed at preventing drug and alcohol abuse and teenaged pregnancy.

An independent evaluation found that housing projects with Boys and Girls Clubs have a lower estimated rate of drug activity; more prevention and education programs, recreational facilities, and organized sports; and greater parental involvement than housing projects without clubs. BCA developed, tested, and published a "how to" manual and trained 26 of its Field Services Representatives during Fiscal Year 1989. In addition, BCA developed site selection criteria for expanding the program, reviewed clubs' applications, visited and selected two sites, and received approval to establish two more sites. It also developed a training syllabus and outline for F.B.I. Drug Demand Reduction Coordinators, and finished an assessment plan consisting of two survey instruments. All of the products produced through this project are available from Boys Clubs of America.

**Targeted Outreach with Gang Prevention/Intervention Component.** Grantee: Boys Clubs of America, 771 First Avenue, New York, New York 10017, (212) 351-5911.

Targeted Outreach is an on-going program initiated by the Boys Clubs of America (BCA) to help at-risk youth. This three-year project will allow BCA to build upon Targeted Outreach and result in development and implementation of gang prevention and intervention programs. The primary goals of the project are to develop and implement gang prevention programs that will recruit 1,750 at-risk youth to join 50 Boys and Girls Clubs, and to develop and implement gang intervention programs in five clubs for 175 youths who are involved in youth gang activities.

To accomplish these goals, BCA will conduct the project in four phases. The Assessment Phase will include a review and analysis of literature and programs in the gang control field, and development of a prototype and site selection for replication of the prototype. The second phase will result in a comprehensive program manual to serve as a guide to quality program planning. In Phase three, Training/Technical Assistance Development, BCA will modify its Targeted Outreach syllabus, a training design which will be tested at five intervention sites and revised for use at 50 gang prevention sites. The final phase, Program Replication, will entail training and technical assistance for 50 prevention sites.

During Fiscal Year 1989, BCA established an Advisory Committee for this program. It also conducted a literature review and developed an assessment plan, which included testing the three survey instruments to be used in identifying and assessing operational programs. Nine sites were identified for on-site visits. During this period, BCA also recruited 10,716 at-risk youth into Boys Clubs/Boys and Girls Clubs, 3,968 of which have already participated in BCA's Smart Moves project.

**Management Training and Technical Assistance In Nonprofit Organization Management.** Grantee: Institute for Nonprofit Organization Management (INPOM), 385 Inverness Drive South, Suite 207, Englewood, Colorado 80112, (303) 799-4571.

This project continues an effort begun in 1984 to provide training in management, governance, planning, human resource management, leadership, marketing, financial management, and evaluation to the managers and executive directors of private, nonprofit voluntary youth-serving agencies. Regional three-day training sessions are held to provide low-cost opportunities for training to managers. The project helps increase the survivability and efficiency of youth-serving organizations whose work helps prevent delinquency.

During Fiscal Year 1989, the project provided training and technical assistance to personnel from approximately 100 youth-serving agencies. In addition, a "Clarion Conference" was held to determine "Essential Competencies for Effective Managers of Small to Medium-Size Nonprofit Organizations." A report from the Clarion Conference and a manual, *The Effective Practice of Nonprofit Man-*

*agement*, were completed. Both are available upon request from INPOM.

## Schools

**School Crime and Discipline Research and Development and Using the Law to Improve School Order and Safety.** Grantees: Education Development Center, 55 Chapel Street, Newton, Massachusetts 02160, (617) 969-7100; and University of Illinois at Chicago, College of Education, Box 4348, Chicago, Illinois 60680, (312) 996-5640.

The purpose of this project is to determine the effect of clearly understood, consistently enforced discipline codes on school discipline and crime problems.

During Fiscal Year 1989, following a careful analysis of Federal, State, and local laws, discipline codes were developed and implemented in two elementary schools in Boston and Chicago by teams of administrators, teachers, parents, and school law experts. The impact of the code on school discipline and safety has begun to be evaluated in relation to previous levels of school infractions at the experimental schools, and to levels of disorder at control schools.

The experimental schools have already reported a number of positive changes as a result of code implementation. Preliminary measurements indicate a reduction in school crime and discipline problems, and an in-school suspension program facilitates disciplinary procedures, while enhancing students' academic progress. In addition, the project appears to be suitable for replication, particularly when limited resources are available. The development, implementation, and enforcement of school discipline codes does not require significant amounts of new resources. Rather, this program demonstrates that schools can be made safer places for learning when administrators, teachers, parents, and the students themselves work together to create and enforce disciplinary codes.

**Law-Related Education: Reducing Crime and Promoting Citizenship.** Grantees: American Bar Association, Special Committee on Youth Education For Citizenship (ABA/YEFC), 750 North Lake Shore Drive, Chicago, Illinois 60611, (312) 988-5735; Center For Civic Education, Law In A Free Society (CCE/LFS), 5146 Douglas Fir Road, Cala-

basas, California 91302, (828) 340-9320; Constitutional Rights Foundation (CRF), 407 South Dearborn, Suite 1700, Chicago, Illinois 60605, (312) 663-9057; National Institute For Citizen Education In The Law (NICEL), 25 E Street, N.W., Washington, D.C. 20001, (202) 662-9620; and Phi Alpha Delta (PAD), Public Service Center, 7315 Wisconsin Avenue, Suite 325E, Bethesda, Maryland 20814, (301) 961-8985.

OJJDP has funded the Law-Related Education (LRE) program since 1978. This program teaches young people about the law by addressing their rights under the laws and their responsibilities as good citizens. Elementary school students, for example, might learn about fairness in determining who is next in line at the water fountain, or the need for rules in sports and games. Older LRE students might consider locker room searches for drugs or weapons, drunk driving, or freedom of the press in student publications. They might also expand their horizons to consider whether affirmative action programs can help to assure equality in a diverse society.

These issues are addressed as part of the LRE National Training and Dissemination Program (NTDP), which is conducted for OJJDP by the five grantees. These organizations develop curricula and teaching materials, train educators and resource persons, and organize community support for LRE. Through them, NTDP involves students in an active exploration of our political and legal systems, including learning about their rights and responsibilities under the law; the impact of the law on their daily lives as juveniles, family members, students, operators of automobiles, and consumers; the basis for certain legal procedures; and how well these procedures have worked in resolving disputes.

LRE aims to produce law-abiding citizens who know how our government and legal systems work, believe they have a responsibility to participate, can make a difference if they do, and have the critical thinking, communication, and problem-solving skills to participate effectively. In addition to enhancing students' legal literacy, LRE promotes a more favorable attitude toward adults through increased contact with community resource people, including those working in the criminal and juvenile justice system.

As of September 1989, 43 States had developed statewide LRE programs in their schools. Since 1984, an estimated 3.2 million students have participated in LRE programs in their schools, and

62,831 teachers, lawyers, and other individuals had received LRE training. In 1990, the LRE program will be expanded into juvenile justice settings (i.e. detention centers, halfway houses, etc.) and will include a drug-focused curriculum for grades K through 12.

**Partnership Plan Phase III.** Grantee: Cities In Schools (CIS), 1023 15th Street, N.W., Suite 600, Washington, D.C. 20005, (202) 861-0230.

This project assists State and local school jurisdictions to develop effective dropout prevention efforts for middle, junior, and senior high schools. CIS's national and regional offices provide training and technical assistance to States and localities in an effort to develop in-school or alternative school options to prevent dropouts. The model calls for using existing resources and redirecting them to the schools. For example, child welfare workers, juvenile justice personnel, or youth employment staff are placed at schools to provide on-site services for high-risk youth.

To date, there are 33 operational sites with 158 educational sites serving 20,000 youth. During Fiscal Year 1989, CIS increased the number of operational sites from 22 to 33; the number of educational sites from 127 to 158; and youth served from 12,800 to 20,000.

In February 1989, the Exodus Players, comprised of youth from the five CIS alternative schools in Atlanta, Georgia, appeared at the White House. Their dramatic and musical presentation demonstrated the lives of youth before and after involvement in the CIS Exodus Program in Atlanta. The Exodus Players was formed to highlight the accomplishments of the CIS Exodus Program.

CIS hosted several conferences during the fiscal year: a regional training conference in Atlanta, Georgia, for all projects in the southeast region in March 1989; a training conference for State directors at Lehigh University in August 1989; and a training session for northeast region projects in November 1989 in Pittsburgh, Pennsylvania. An operations manual and training manual on the CIS process also were developed and are available on request from the grantee. In addition, in May 1989, CIS received a Washington Charity Award as the outstanding nonprofit agency in Washington, D.C.

**National School Safety Center.** Grantee: Pepperdine University, 16830 Ventura Boulevard, Encino, California 91436, (818) 377-6200.

The National School Safety Center (NSSC) was created in May 1984 as the result of a Presidential mandate charging the Department of Justice to address the problem of school crime and violence. NSSC has evolved from an organization promoting public awareness of the need for safer schools to taking a leadership role in school safety services. NSSC provides public and practitioner resources, and technical assistance and training. NSSC also performs research in various problem areas.

NSSC has developed model school safety codes. Field services staff coordinate a national network of education, law enforcement, business, and other civic and professional leaders, such as governors, attorneys general, school superintendents, and school administrators, who work cooperatively to create and maintain safe schools. NSSC operates a resource center with over 50,000 articles, publications, and films on specific problem areas and issues.

The NSSC responds to more than 1,000 requests per month from practitioners and the public for technical assistance or resource materials. These requests primarily are requests for films, publications, and clearinghouse information.

During Fiscal Year 1989, NSSC produced the book, *Set Straight on Bullies*, which was written to help educators, parents, and students better understand and respond to schoolyard bullying; a Teacher Education School Safety Practicum, held at Pepperdine University, which addressed the benefits and drawbacks of the teaching profession; and the first ever School Crisis Prevention Practicum, held at Teacher's College, Columbia University, in New York City. Participants included key players from school districts around the country such as Stockton, California; Greenwood, South Carolina; Winnetka, Illinois; Little Rock, Arkansas; Cokeville, Wyoming, and others where there was gun-play, hostage-taking, or bombings at schools. They were asked: "What lessons did you learn?"; "What are you doing differently now that you weren't doing before?" and "What advice do you have for others facing similar circumstances?"

Three issues of *School Safety* were produced. NSSC also sponsored America's Safe School Week during the third week of October. The film version of *Set Straight on Bullies* was sent by satellite to all

PBS stations nationwide for showing. NSSC's publications include the *School Safety Checkbook*, and *The Need to Know: Juvenile Record Sharing*, which deals with confidentiality of juvenile records, as well as many individual issue papers. These publications are available upon request from the grantee.

**Alternative Schools Project.** Grantee: Cities In Schools (CIS), 1023 15th Street, N.W., Suite 600, Washington, D.C. 20015, (202) 861-2030.

In partnership with the Burger King Corporation, Cities In Schools (CIS) is establishing 10 Burger King Academies--fully-accredited alternative schools for high-risk youth. The Academies provide a unique, personal, and individualized nurturing environment where at-risk high school students who have already dropped out of school, or are in a traditional school setting but functioning below their potential, can learn and become productive citizens.

Burger King Academies use the CIS model of bringing together existing resources from school districts and community services to the school, where they can best serve the student. These services include academic instruction by certified teachers, skills classes, and tutoring. Employment skills, on-the-job training, and internships for Academy students are arranged with local businesses and organizations such as the Private Industry Council. The Academies also offer students specialized counseling and access to social services such as child care and public assistance.

During Fiscal Year 1989, CIS completed a literature review and survey of promising alternative education projects. A competitive solicitation for location of the Academies was developed, with 12 applications received. Burger King Academies will be small, individualized settings located in various school board and community properties, such as unused schools and classrooms, churches, or YMCAs. The 10 cities selected as sites for Burger King Academies were: Long Beach, California; Inglewood, California; Sacramento, California; Miami, Florida; West Palm Beach, Florida; Baltimore, Maryland; Philadelphia, Pennsylvania; Charleston, South Carolina; Columbia, South Carolina; and San Antonio, Texas.

To date, eight Academies have been opened, and the two remaining academy sites (Baltimore,

Maryland, and Charleston, South Carolina) will be opened in 1990.

### Missing Children

**Permanent Families for Abused and Neglected Children: A National Training and Technical Assistance Project.** Grantee: National Council of Juvenile and Family Court Judges, University of Nevada, P.O. Box 8970, Reno, Nevada 89507, (702) 784-6737.

Permanency Planning was established by the National Council of Juvenile and Family Court Judges in 1974, when efforts to improve the judicial review of abused and neglected children cases were begun. However, because the problems of abused and neglected children ignore the boundaries between professional disciplines and branches of government, an expansive, multidisciplinary approach was needed. This was achieved by establishing a Permanency Planning Task Force in a majority of the States and the District of Columbia. Task Force members mirrored the multidisciplinary makeup of the Nation's foster care system, and included judges, social workers, attorneys, legislators, law enforcement personnel, and other professionals involved in child abuse and neglect matters.

The Task Forces address the substantive legal, procedural, and social issues surrounding children living in foster homes, and the need to provide each of these children with a legally-recognized, permanent family. The Task Forces ensure that legislation is in place or enacted if needed, that judges are made aware of such legislation, that trained, reasonable efforts are made to achieve family unity, and that no child becomes lost in the system. This is assured by periodic review of each child in foster care and by the use of professionally-trained Court-Appointed Special Advocate or Guardian Ad Litem volunteers, each primarily responsible for one child.

Through these Permanency Planning efforts, the Nation's response to abused and neglected children who come before the courts has been substantially improved. Judicial review of children in placement has produced tangible results for children and families. National estimates of abused and neglected children living in foster care have dropped almost 50 percent--from 500,000 in 1980 to about 250,00 in 1989. In most States, the time children

remain in foster care and the number of placement changes have been reduced.

In addition, new permanency planning-related legislation has been enacted in 29 States, and legislation is pending in another six States. New or revised court rules have been adopted in seven States and are pending in two more. In an effort to improve judicial handling of abuse and neglect matters, Court-Appointed Special Advocate (CASA) programs now number 370 nationwide, with an estimated 13,000 trained citizen volunteers who represent abused and neglected children in courts in 48 States. Foster Care Review Boards have been established on a statewide or jurisdictional basis in 22 States.

During Fiscal Year 1989, a *Faculty Manual for the Appellate Judge Permanency Planning Training Project* was produced, as well as a protocol, *Making Reasonable Efforts: Steps for Keeping Families Together.* Also published was *Permanency Planning for Children Project, Fifty State Update, 1989 Edition.* All of the publications are available from NCJFCJ.

**A Strategic Planning Approach to the Investigation and Prosecution of Parental Abduction Cases.** Grantee: American Prosecutors Research Institute, 1033 N. Fairfax Street, Suite 200, Alexandria, VA 22314, (703) 549-4253.

This project is designed to develop a strategic planning approach to the prosecution of non-custodial parental child abduction. Because of the difficulties in recovering parentally-abducted children, OJJDP recognized that an effort was needed to provide prosecutors with a better way to proceed in cases where the abducted child had been returned and the non-custodial parent was in custody. The American Prosecutors Research Institute (APRI) is developing a handbook for prosecutors that will provide model procedures about how to proceed in these cases. In addition, training and technical assistance will be provided to teach prosecutors ways to improve their handling of these cases.

During Fiscal Year 1989, the program developed a draft directory of expert prosecutors on child abduction. APRI staff conducted research on legal issues and established a clearinghouse at the National Center for the Prosecution of Child Abuse. It also developed an outline of a trial manual, which will be available by July 1990.

**Court-Appointed Special Advocates (CASA) for Neglected and Abused Children: A National Training and Technical Assistance Project.** Grantee: National Court-Appointed Special Advocates (CASA) Association, 2722 Eastlake Avenue East, Suite 220, Seattle, Washington 98102, (206) 328--8588.

The goal of this project is to ensure the best possible care for the child whose care becomes the responsibility of the court, whether due to abuse, neglect, or exploitation. The project advocates use of volunteers called Court-Appointed Special Advocates (CASAs) and collaborates with the Permanency Planning Project of the National Council of Juvenile and Family Court Judges (NCJFCJ). It provides training, technical assistance, and informational materials to CASA coordinators and volunteers, and helps in training and organizing new CASAs.

From its beginning in King County, Washington in 1977, the project has grown to encompass 370 programs in 46 States, including eight statewide programs. In 1989, about 13,000 CASA volunteers provided services on behalf of more than 40,000 children, about 12 percent of the allegedly abused children involved in dependency proceedings. The National CASA Association also continued to provide a national information clearinghouse, conduct public awareness campaigns, and host an annual national CASA conference. Videotapes, public service announcements, and guideline manuals, some developed jointly with NCJFCJ, are also made available. The National CASA Association was one of the first organizations honored as a "Thousand Points of Light" volunteer program by the White House.

During Fiscal Year 1989, CASA expanded to 370 programs in 46 States. The Eighth Annual National CASA Conference was held in May, 1989, in San Diego. The four-day conference drew 544 participants. Products completed or distributed during the year include a manual, *CASA: A Guide to Program Development*; a public service announcement, *Speak Up For the Child*; radio public service announcements featuring country singer Lee Greenwood; and a *Special Starter Set* for new CASAs.

### **Improving the Juvenile Justice System**

**Assessing the Effects of the Deinstitutionalization of Status Offenders.** Grantee: University of

Southern California, 1014 Childs Way Two, MC-0591, Los Angeles, California 90089-0591, (213) 743-5612.

The purpose of this project is to determine the impact that the movement towards deinstitutionalization of status offenders (DSO) has had on youth, their parents, the juvenile justice system, and other youth-serving agencies. It will result in an assessment of the level and source of services provided under different combinations of DSO philosophies, legislation, policies, and practices, and identify intervention points where there are service gaps.

A content analysis of the legislation in all 50 States was conducted by the National Center for Juvenile Justice, using the National Juvenile Law Archive to identify the dominant rationales. Seven States representing the three primary rationales were identified, and twelve sites within those States have been selected for an assessment of the level of service implementation. This will focus on how many and what types of programs and services are available, and what types of status offenders are in contact with these services. Three of the twelve sites will be selected for an intensive analysis of outcome and to determine the consequences of DSO for youth, parents, and the juvenile justice system and other youth-serving agencies. Finally, an examination of the relationship between the principal rationale and level of implementation will answer the question of who is falling through the cracks.

During Fiscal Year 1989, the project gathered information about local DSO practices from a broad range of justice and social science agencies in the seven sites. A pretest of the indepth agency survey (50 agencies in four sites) is nearing completion. Work on the Youth Interview continued, along with discussion about agency and youth client sampling designs.

A Juvenile Justice Bulletin, entitled, *OJJDP Update On Research*, reported preliminary findings from the project. In three different cities in three different States where normalization had taken place, police arrested few, if any, curfew violators, incorrigibles, or truants. Furthermore, police receive few, if any, referrals of status offenders. Runaways, the persistent status offender problem in these States, receive relatively little attention from justice agencies. There is, however, a current effort toward initiating a more controlling, treatment-oriented, legislated approach.

In two States where treatment was emphasized, two different results were evident. One transformed a centralized diversion system into a centralized treatment operation. The other was unable to adequately provide treatment services and follow through.

Contrasting approaches were also apparent in those States practicing deterrence. In one city, police were involved in informal probation, truancy cases were handled through the prosecutor's office, and the court diversion project, rather than emphasizing referrals to treatment, developed a detention control assessment program and conditional release process. In another city in a different State there had been recent change. Its juvenile courts now emphasize a strong diversion-to-treatment philosophy, which has been translated to other local agencies and organizations.

The Juvenile Justice Bulletin is available from OJJDP.

**Children in Custody.** Grantee: U.S. Bureau of the Census, Criminal Justice Statistics Branch, Governments Division, Bureau of the Census, U.S. Department of Commerce, Washington, D.C. 20233, (301) 763-7789.

The purpose of the Children in Custody program is to provide current information on juveniles held in public and private juvenile custody facilities nationwide. Issues covered by this biennial census include: 1) demographic characteristics of resident populations; 2) reasons for custody; 3) admissions and discharges; 4) characteristics of facilities; 5) educational and counseling programs; and 6) staffing and operating costs.

During Fiscal Year 1989, the Children in Custody program concentrated on completing the analysis of the 1987 public and private facility data base, focusing on comparisons of the public and private sectors, which provided care for over 90,000 juveniles daily. Data analysis and report writing on the 1987 information was done by OJJDP staff and researchers from the New York State University at Albany. Data collection began in March for the 1989 census of more than 3,500 public and private facilities. The research team is anticipating a 100 percent response rate from the public sector, and more than 85 percent from private facilities.

In addition, during the year, OJJDP published and distributed two publications regarding this

program, a Juvenile Justice Bulletin entitled, *Children in Custody: Public Facilities, 1987*, and a Fact Sheet entitled, *More Juveniles Held in Public Facilities*. Children in Custody data provided by OJJDP also was used in a BJS report *Historical Analysis of Children in Custody: 1975-1985*. All documents are available from the Juvenile Justice Clearinghouse. Data tapes of the public facility censuses are available to researchers wishing to conduct secondary analyses from the Criminal Justice Data Archive at the University of Michigan.

**Child Abuse Technical Assistance and Training.** Grantee: American Prosecutor's Research Institute (APRI), 1032 N. Fairfax Street, Suite 200, Alexandria, Virginia 22314, (703) 547-4253.

This project is designed to help local prosecutors and social service personnel improve their capabilities to prosecute child abusers and to better meet the needs of the victims of child abuse. The American Prosecutor's Research Institute (APRI) developed a trial manual for prosecutors and conducted several training events to train prosecutors, medical, and social service personnel. It also developed a directory of prosecutors involved in child abuse cases. In addition, APRI maintains a clearinghouse on child abuse issues, where it compiles up-to-date information on State laws and the latest case law related to child abuse prosecution.

During Fiscal Year 1989, the project updated and republished the trial manual, *Investigation and Prosecution of Child Abuse*. APRI staff provided training at numerous conferences and workshops, and provided approximately 1,200 instances of technical assistance to prosecutors and child care professionals.

**Gang/Drug Training Program Development.** Grantee: Federal Law Enforcement Training Center (FLETC), Office of State and Local Programs, Glynco, Georgia 31524, (912) 267-2291.

The purpose of this program is to develop and pilot a gang/drug training program to help local juvenile practitioners deal with the gang and drug problems in their communities. This training program brings together juvenile justice executives from schools, police, prosecution, judicial, probation, and social service agencies, and teaches them how to work together to develop a plan of action to combat the drug and gang problems in their communities. This coordinated approach to dealing

with youth gang and drug problems was recommended by experts at the OJJDP-sponsored Symposium on Youth Gangs held in Los Angeles in January 1989.

**Management Training and Technical Assistance in Nonprofit Organization Management.** Institute for Nonprofit Organization Management (INPOM), 385 Inverness Drive South, Suite 207, Englewood, Colorado 80112, (303) 799-4571.

This project continues an effort begun in 1984 to provide training in management, governance, planning, human resource management, leadership, marketing, financial management, and evaluation to the managers of private nonprofit voluntary youth-serving agencies. Three-day regional training sessions provide low-cost opportunities for training to managers. The project helps increase the survivability and efficiency of youth-serving organizations whose goals help prevent delinquency.

The program provided training and technical assistance to approximately 100 youth-serving agencies during Fiscal Year 1989. INPOM also held a "Clarion Conference" to determine "Essential Competencies for Effective Managers of Small to Medium Size Nonprofit Organizations" at Harvard's John F. Kennedy School and another in Lake Geneva, Wisconsin. A report from the conference, as well as a manual, *The Effective Practice of Nonprofit Management*, were produced by and are available from INPOM.

**Juvenile Court Training and Technical Assistance.** Grantee: National Council of Juvenile and Family Court Judges (NCJFCJ), P.O. Box 8970, Reno, Nevada 89507, (702) 784-6012.

This project provides training to the Nation's juvenile and family court judges and related juvenile court personnel. The curriculum is directed at basic juvenile court management, skill development, and state-of-the-art courses. The NCJFCJ offers a fully-accredited "Masters in Judicial Studies Program" through the University of Nevada at Reno.

During Fiscal Year 1989, the project conducted 39 sessions with an estimated 2,424 participants. Five national training conferences were held, where 576 judges, juvenile justice policymakers, and detention and correctional staff participated. Technical assistance was provided to 40 States and three foreign countries--England, Australia, and

Canada. Of the 40 States requesting technical assistance, the highest volume of inquiries came from California, Illinois, New York, and Washington, D.C.

**Juvenile Court Technical Assistance Project.** Grantee: National Council of Juvenile and Family Court Judges (NCJFCJ), P.O. Box 8970, Reno, Nevada 89507, (702) 784-6012.

This project provides technical assistance to individual juvenile and family courts and court-related personnel, such as probation officers, social workers, and court administrators. The technical assistance includes information resources, on-site consultation, cross-site consultation and seminars, and workshops.

Technical assistance was provided in the areas of court administration and management, program development, legal issues, research and statistics, and automation and information. There were 120 off-site instances of technical assistance during Fiscal Year 1989, and 69 on-site consultations. In addition to providing technical assistance to juvenile courts, this is the only project providing training and technical assistance to juvenile probation officer mid-level and line staff.

**Juvenile Justice Training Program.** Grantee: National Center for State Courts, Institute for Court Management (NCSC/ICM), 300 Newport Avenue, Williamsburg, Virginia 23187-8798, (804) 253-2000.

The National Center for State Courts' Institute for Court Management (NCSC/ICM) conducts education and training programs for juvenile justice practitioners and others involved in court administration and management. The purpose of these programs is to improve the management and administration of the U.S. courts through education and research.

During Fiscal Year 1989, over 175 juvenile justice professionals, including judges, probation officers, and court administrators, participated in the six training workshops conducted under this project. As a result of the training, the participants were able to develop practical skills and strategies for improving the juvenile justice system in their jurisdictions. Swifter case processing, more consistent decisionmaking, and more effective rehabilitative intervention are the goals that participants work toward when they return home.

The training workshops presented different topics at various locations. These were: Juvenile Court Intake--Cincinnati, Ohio; Mental Health Services and the Juvenile Justice System--Williamsburg, Virginia; Juvenile Court Dispositions--Boston, Massachusetts; Adolescent Sexual Offenders: Intervention by Juvenile Courts--Steamboat Springs, Colorado; Victim-Witness Program for Juvenile Courts--Chicago, Illinois; and Juvenile Justice Management--San Diego, California.

**Juvenile Corrections and Detention Training and Technical Assistance Project.** Grantee: American Correctional Association (ACA), 8025 Laurel Lakes Court, Laurel, Maryland 20707, (301) 206-5100.

The American Correctional Association (ACA) provides training and technical assistance to juvenile detention centers. The training and technical assistance provided is based on an annual needs assessment of the directors of juvenile corrections and detention administrators. For Fiscal Year 1989, the needs assessment stressed the field's concern regarding training for mid-level and line staff correctional personnel, overcrowded facilities, standards for detention centers, and treatment of the older juvenile offender.

The training component conducts regional workshops and seminars. Technical assistance consists of on-site consultation and cross-site visitation (where staff from one site are sent to visit a site that has already dealt with the corrections problem). During 1989, the ACA provided training to more than 320 management and line (non-supervisory personnel who have direct day-to-day contact with inmates) staff in workshops conducted by three Detention Resource Centers. These Centers conduct four training sessions each year. Also during the year, on-site technical assistance was provided to 28 juvenile facilities in such areas as implementation of standards, security, education, and substance abuse programs. The training and technical assistance reflects the general focus of the national needs assessment.

Three films were produced in connection with this training program: *AIDS--Key Facts for Correctional Staff*, *Admissions in Juvenile Detention*, and *AIDS--Key Facts for Correctional Probation*. All are available to corrections and detention staff from the American Correctional Association.

**Juvenile Justice Clearinghouse at the National Criminal Justice Reference Service (JJC/NCJRS).** Grantee: Aspen Systems Corporation, 1600 Research Blvd., Rockville, Maryland 20850, (301) 251-5139 or toll-free, 1 (800) 638-8736.

The Juvenile Justice Clearinghouse (JJC) publishes and disseminates juvenile justice related information, including research and evaluation reports, statistics, program descriptions, and other pertinent data. It is OJJDP's primary dissemination vehicle.

JJC provides information support to OJJDP and to the field by preparing information packets on Agency priority areas, such as serious juvenile crime, illegal drug use among youth, and missing and exploited children, and by collecting, synthesizing, and disseminating research findings and program practices.

The Clearinghouse is a component of the National Criminal Justice Reference Service (NCJRS), which maintains a data base of over 100,000 references, one-third of which are juvenile justice related. In Fiscal Year 1989, JJC responded to more than 3,500 requests and disseminated over 190,000 documents.

JJC also produces OJJDP publications, providing camera-ready art for 28 documents during 1989. The Clearinghouse also developed a Mini-SLIM (Selected Library in Microfiche) of OJJDP documents from 1985 to 1989.

JJC conference support included attendance at 17 conferences and the provision of materials for an additional 33 conferences, workshops, and seminars. JJC also provided OJJDP with the ability to disseminate information electronically through the NCJRS Electronic Bulletin Board. The Bulletin Board, accessible to anyone with a personal computer and a modem, was designed to provide easy access to Office of Justice Programs materials.

**Juvenile Justice Technical Assistance and Training for National, State, and Local Law Enforcement Personnel.** Grantee: Federal Law Enforcement Training Center (FLETC), Office of State and Local Programs, Glynco, Georgia 31524, (912) 267-2870.

This project provides technical assistance and training to promote a better understanding of the juvenile justice system to national, State, and local

law enforcement agencies. More than 50 percent of police contacts involve juveniles. This is usually the first contact a juvenile has with the juvenile justice system. Because of the important contribution law enforcement makes to the juvenile justice system, OJJDP provides law enforcement training and technical assistance to help them handle juvenile-related problems. Intensive training courses are offered throughout the country through the Federal Law Enforcement Training Center to address law enforcement needs.

The five training programs offered through this project are:

\* **Police Operations Leading to Improved Children and Youth Services (POLICY)** has two components. POLICY I introduces law enforcement executives to management strategies to integrate juvenile services into the mainstream of their operations. POLICY II helps mid-level managers build on these strategies and demonstrates step-by-step methods to improve police productivity in the juvenile justice area.

\* **Child Abuse and Exploitation Investigative Techniques** teaches state-of-the-art approaches to building a case for prosecution to law enforcement officers who are responsible for child abuse, sexual exploitation, and missing child cases.

\* **School Administrators for Effective Police, Probation, and Prosecutors Operations Leading to Improved Children and Youth Services (SAFE POLICY)** brings together the chief executives of schools, law enforcement, prosecution, and probation to promote interagency cooperation and coordination in dealing with youth-related problems.

Attendees evaluate each program upon completion. Each program has received favorable reviews by attendees. In addition, an advisory board composed of law enforcement practitioners assesses the curricula annually. The results of these reviews provide OJJDP with information about local law enforcement training needs and areas where adjustments should be made in the existing courses.

In Fiscal Year 1989, 2,039 law enforcement and criminal justice personnel from all 50 States and some territories participated in these training programs.

**Minorities in the Juvenile Justice System.**  
Grantee: University of Wisconsin at Milwaukee,

School of Social Welfare, P.O. Box 786, Milwaukee, Wisconsin 53201, (414) 963-4851.

The aim of this study is to determine what is known about bias in juvenile justice and to identify future research needs. It will also provide recommendations about ways local jurisdictions can determine if and where differential handling occurs and ways to identify appropriate responses.

To accomplish this aim, there has been a review of research and existing policies and procedures to investigate to what extent decisions in the juvenile justice system are directly or indirectly related to minority status, and what jurisdictions have done to respond to the problem. Based on this review, the necessary recommendations have been formulated.

Relevant literature was reviewed and summarized to determine similarities and differences in judicial decisions for different minority populations, including blacks, Hispanics, Native Americans, and Asians/Pacific Islanders. Each stage of the juvenile justice system has been examined. Researchers found that bias can occur at any stage, including arrest policies, charging, conviction, and sentencing.

A strategy for identifying existing programs and policies in those jurisdictions that may have dealt with differential processing of a minority youth has been developed. Existing data was examined to avoid methodological problems associated with previous work in this area and to aid in understanding the dynamics of juvenile processing. Based on these tasks, policy and program recommendations were developed, as well as an agenda for future research. A final report in draft form is under review at OJJDP and is not yet ready for dissemination.

**National Juvenile Court Data Archive.** Grantee: National Council of Juvenile and Family Court Judges, National Center for Juvenile Justice, 701 Forbes Avenue, Pittsburgh, Pennsylvania 15219, (412) 227-6950.

The purpose of the National Juvenile Court Data Archive is to provide policy makers and researchers with the most detailed information available on the activities of the Nation's juvenile courts. The project collects, documents, and stores over 700,000 automated juvenile court case records annually. These records provide detailed descriptions of nearly two-thirds of all cases by juvenile

courts nationwide. At present, the Archive contains 10 million case records dating back to 1975.

The project has prepared and documented hundreds of data files and distributed these data for secondary analysis to researchers and policy makers across the country. The project has also authored national reports on juvenile court activity (the Juvenile Court Statistics series), as well as numerous special topics reports, including most recently a set of reports for OJJDP's Update series.

*Juvenile Court Statistics 1985* was published in April 1989. From that report two OJJDP Update On Statistics were produced. One, *Juvenile Courts Vary Greatly in How They Handle Drug and Alcohol Cases*, found that drug and alcohol cases accounted for 14 percent of the delinquency cases handled by juvenile courts in 1984. It reported that more than half the youth referred to juvenile courts for drug or alcohol offenses had been referred to juvenile court at least once before. One of the findings published in the second Update, *The Juvenile Court's Response to Violent Crime*, was that violent offense referrals were more common in large urban counties. The violent offense referral in large counties was three times the rate in small counties, and 31 percent greater than that in medium-sized counties. Such findings are a result of analyses of case records submitted to the National Juvenile Court Data Archive.

In cooperation with the U.S. Bureau of the Census, the project generated a series of specialized analyses of juvenile court data to develop a set of new trending tables to be included in the next *Statistical Abstracts of the United States*. These tables show the changes in the nature of delinquency cases handled by the courts since 1982.

**Juvenile Justice Prosecution Project.** Grantee: National District Attorneys Association (NDAA), 1033 North Fairfax Street, Suite 200, Alexandria, Virginia 22314, (703) 549-9222.

This project designs and conducts juvenile justice policy workshops for chief prosecutors and juvenile unit chiefs from the larger (metropolitan area) district attorneys offices. The goal is to educate district attorneys about the importance of their role in the juvenile justice system, and to enable them to develop a sound policy regarding the prosecution of juvenile cases. Appropriate attention to juvenile matters must be a part of the district

attorneys' overall crime control responsibilities as chief law enforcement officers of their jurisdictions.

The project developed a policy seminar for chief prosecutors. This involved planning, identification of faculty, and preparation of materials for a highly successful seminar held in September and October 1988 in San Diego, California. Issues covered by the seminar included: the prosecutor's role, organizational management, planning for change, new trends in juvenile justice, and program approaches to serious offenders. The training materials, as well as quarterly newsletters for district attorneys, are available from NDAA.

**Prosecutor Training in Juvenile Justice.** Grantee: National College of District Attorneys (NCDA), University of Houston Law Center, Houston, Texas 77204-6380, (713) 747-6232.

Trends in justice system operations (increasing formality of juvenile procedure, etc.) indicate a significant need for greater prosecutor involvement in the handling of juvenile offenders. Yet, this area often commands low priority in district attorney offices, and many prosecutors lack training in working with juvenile cases.

Under this project, the National College of District Attorneys (NCDA) provides training in juvenile matters to prosecutors at the deputy and assistant level who handle juvenile cases. The curriculum includes: constitutional law issues, juvenile offender waiver to criminal courts, juvenile records, substance abuse cases, victim/witness concerns, charging decisions, dispositional alternatives, evidentiary problems, and trial techniques unique to juvenile procedure.

The project presented two training programs to approximately 200 participants in Alexandria, Virginia, (October 1988) and Chicago, Illinois, (August 1989). These programs focused on juvenile justice issues for prosecutors, such as charging decisions, handling drug cases, victim/offender mediation, and prosecution of gang members. The project also continued to market its programs to local, State, and regional prosecutor offices and organizations, in order to expand district attorneys' interest in juvenile matters and improve the prosecution of juvenile offenders.

The project also produced videotapes of key components of its training (trial of juvenile offenders) curriculum. The tapes are accompanied

by course content seminars and outlines. These are available from NCDA.

**Restitution Education, Specialized Training, and Technical Assistance (RESTTA).** Grantee: Pacific Institute for Research and Evaluation (PIRE), 7101 Wisconsin Avenue, Bethesda, Maryland 20814, (301) 951-4233.

RESTTA provides information, training, and technical assistance to managers and staff of juvenile restitution programs. The project supports the development of alternative dispositions in juvenile justice, compensation for crime victims, and offender accountability. The aims of the project are to expand restitution to additional jurisdictions and to improve existing restitution programs.

Information from RESTTA indicates that, although approximately 500 juvenile courts now have restitution programs, another 1,700 jurisdictions--more than three quarters of all juvenile courts do not. In addition, many of the newer programs are in relatively early stages of development. Past evaluation findings suggest that restitution programs are least effective when they lack an appropriate organizational structure.

During Fiscal Year 1989, the project continued to develop training and other informational materials for restitution practitioners. RESTTA staff and consultants also conducted training and technical assistance at conferences and workshops, including four regional workshops with approximately 100 participants. Several new monographs were prepared during the year: *National Trends in Juvenile Restitution Programming*; *The Restitution Experience in Youth Employment*; *Juvenile Restitution Management Audit*; and *Liability and Legal Issues in Juvenile Restitution*. The monographs are available from the Juvenile Justice Clearinghouse. In addition, model State juvenile restitution legislation was drafted.

**Victims and Witnesses in the Juvenile Justice System.** Grantee: American Institute for Research, 105 Thomas Jefferson Street, N.W., Washington, D.C. 20007, (202) 312-5085.

Thirty-eight States have enacted victim compensation statutes, many of which provide statutory authority for restitution, victim notification, victim involvement at certain stages of court proceedings, or a victims bill of rights. In spite of these im-

provements, there are still not enough appropriate services for all the victims and witnesses who need and deserve them. Moreover, victims and witnesses of juvenile crime have some unique characteristics and concerns that may merit specialized assistance efforts.

The purpose of this program is to: determine what is known about victims and witnesses in the juvenile justice system; select the most promising models for serving victims and witnesses in the juvenile justice system; develop training and technical assistance for practitioners and policy makers; and implement and test model victim and witness programs.

During Fiscal Year 1989, the program conducted a literature review and completed an assessment report of victim and witness assistance programs. These documents are under review in OJJDP. Some of the findings of the assessment report are:

- \* 13 States have victim rights legislation that explicitly includes victims of juvenile crime.

- \* Statutes rarely prohibit victim participation in the juvenile justice process.

- \* Juvenile probation officers, judges, and police routinely provide some assistance to victims and witnesses.

- \* The majority of victim and witness assistance providers are not heavily involved in serving victims and witnesses in the juvenile justice system.

- \* Programs serving victims and witnesses of juvenile crime are located in all parts of the country, in jurisdictions of all sizes, and in a variety of agencies.

- \* Victim/witness assistance can be provided even in the absence of laws that protect victims' rights.

- \* Programs that assist victims in the juvenile justice system most often provide orientation to the juvenile justice process.

- \* The most promising programs pattern their efforts after those provided in the adult system, but their emphasis differs somewhat.

**Research Program on Juveniles Taken Into Custody.** Grantee: National Council On Crime and Delinquency, 77 Maiden Lane, Fourth Floor, San Francisco, California 94108, (415) 956-5651.

The 1988 Amendments to the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974 require OJJDP to provide a detailed annual summary and analysis of the most recent available juvenile custody data. In response to the new mandate, OJJDP initiated a \$935,000 program to develop the required information. The National Council on Crime and Delinquency was awarded a \$450,000 cooperative agreement to: identify and analyze existing Federal and State level data; develop a research design, including design of a new survey instrument, a strategy for data collection, and plans for analysis; provide necessary field support through development and delivery of appropriate technical assistance; and analyze and prepare reports on juvenile custody data collected under this program.

Under a \$485,000 interagency agreement, the U.S. Bureau of the Census will carry out all new data collection and data processing.

During Fiscal Year 1989, two major tasks were undertaken: the preparation of the report, *Juveniles Taken Into Custody: Developing National Statistics*; and formulation of a preliminary plan to improve our capability to effectively monitor trends in the number and characteristics of juveniles taken into custody through the design and development of new data collection systems. Copies of the report will be available through the Juvenile Justice Clearinghouse in the Spring of 1990.

**Insular Area Supplemental Grants.** Grantees: American Samoa, Guam, the Commonwealth of the Northern Mariana Islands, the Trust Territory of the Pacific Islands, and the Virgin Islands.

Section 261 (e) of the Insular Area Supplemental Act requires the OJJDP Administrator to make available to American Samoa, Guam, the Virgin Islands, the Trust Territory of the Pacific Islands, and the Commonwealth of the Northern Mariana Islands not less than 5 percent of the funds allocated for Part C initiatives. These grant amounts, which supplement the formula grant allocations for these jurisdictions, are determined by a formula which gives each jurisdiction a minimum base allocation. The remainder of the 5 percent allocation is awarded on the basis of relative popu-

lation. The Insular Area Supplemental Grants are used by the jurisdictions to support activities identified in Section 224 (a) of the Act--deinstitutionalization of status and nonoffenders, separation of adults and juveniles in secure detention, and removal of juveniles from adult jails and lockups.

**National State Advisory Group National Training Program.** Grantee: National Coalition of State Advisory Groups.

The 1988 Amendments to the JJDP Act call for the OJJDP Administrator to provide financial and technical assistance to State Advisory Groups (SAG), which advise the chief executive of each jurisdiction regarding juvenile justice programs and policies.

In Fiscal Year 1989, OJJDP provided support to the National Coalition of State Advisory Groups to conduct a national conference. The major themes of the conference were prevention, inappropriate confinement, and essential juvenile justice programs. Representatives from OJJDP provided an overview of major discretionary and formula grant activities. A report of the proceedings and recommendations is being prepared.

Also during the year, plans were initiated to provide support for the National Coalition of State Advisory Groups to assume direct responsibility for SAG training. This training will address SAG's role in planning, program development, resource allocation, and program monitoring and evaluation in regard to the OJJDP formula grant program at the State level.

## **EXEMPLARY DELINQUENCY PREVENTION PROGRAMS**

In accordance with the annual reporting requirement of the JJDP Act, as amended, [Section 207(5)] the following delinquency prevention programs were recommended by OJJDP grantees and identified through national survey efforts aimed at locating programs considered to be promising or effective.

### **Juvenile Gang Suppression and Intervention Program**

During Fiscal Year 1989, OJJDP continued funding the Juvenile Gang Suppression and Intervention Program. The purpose of this effort is to

develop new programs that intervene, suppress, and treat juvenile involvement in illegal gang activities. This project helps researchers, policymakers, and practitioners by (1) defining the nature and extent of the youth gang problem across the Nation, (2) identifying promising programs and resources that both suppress and control juvenile gang activity, and (3) developing and testing existing and new approaches for controlling and suppressing gang activity.

The Juvenile Gang Suppression and Intervention Program identified the following three gang suppression efforts that have promoted family and community responsibility and involvement. As a result of these efforts, the parents and communities have successfully enhanced children's chances of living productive, law-abiding lives.

**Concerned Parents of East Los Angeles, East Los Angeles, California.** Contacts: Brother Leon Modesto, Spirit House, 4336 E. Dozier, Los Angeles, California 90022, (213) 267-3217; and Miguel Duran, Los Angeles County Probation Department, Director II, 11234 E. Valley, B1, El Monte, California 91231, (818) 575-4003.

Concerned Parents of East Los Angeles started as a support group for parents of young men who had been killed in gang violence. It has evolved since the early 1970s into a program to control gang violence and drug trafficking and to support the parents of gang youths. Concerned Parents coordinate their efforts with the Catholic Church's Soledad Enrichment Action (SEA), an alternative school staffed by nuns, priests, lay Catholics, and with representatives from the East Los Angeles Unified School District, the Gang Violence Reduction Project of the California Youth Authority, Community Youth Gang Services, and other community organizations.

Concerned Parents has become more aggressive in recent years. Parents move across gang turfs to prevent gang fights and encourage each other to better control their children. The parents have learned to trust police and probation officers, and to call them when necessary to stop gang fights, or even to incarcerate their own children to protect them during a crisis. Crisis meetings are sometimes called by parents, at which representatives of other agencies, churches, and gang members, discuss the "foolishness" of gang fights and ways to avoid it. In addition, the group conducts meetings to mediate gang violence.

Concerned Parents has also attempted to persuade youths to stop selling drugs. Parents encourage each other not to accept "drug money" brought home by children, and patrol the streets to prevent gang violence and drug dealing activities. The project has branched out to the Nellis Correctional School, part of the California Youth Authority, where members counsel gang youth and their parents. Some of these parents have now become members of Concerned Parents.

Largely as a result of these efforts, gang violence has drastically reduced during the past five years. The average number of gang killings has declined from 20 or more per year in the mid-1970s to two killings per year between 1987 and mid-1989, even as the number of gangs and gang members has remained relatively stable or increased slightly.

**The Council of Elder Pops and Moms (COEPOPS/COEMOMS), Evanston, Illinois.** Contact: Don and Jane Colleton, COEMOMS/COEPOPS, 1724 Wesley, Evanston, Illinois 60201, (312) 866-8445.

The Council of Elder Pops and Moms (COEPOPS/COEMOMS), a grassroots community-based group of concerned parents, was formed with the aid of the Evanston Police Department in response to a gang-related slaying of a youth in 1983. COEPOPS and COEMOMS patrol the streets to forestall youth violence and provide youth with alternatives to gang-related delinquent behavior. Believing that strong involvement of local parents is necessary to achieve this goal, the group established a network of neighborhood adults who would watch for potential misconduct by youth on the streets. They also developed recreational and educational activities designed to prevent youth from engaging in delinquent activities.

Twenty parent volunteers donate their time and skills to help conduct Council activities in youth centers and schools. The program serves several hundred youth each year who are at risk of becoming gang members. The organization's budget is approximately \$2,500 per year, \$1,000 of which is provided by the city's recreation department. The rest comes from private contributions. Facilities for program functions are provided by the local school system and the Evanston recreation department.

The Council operates two neighborhood drop-in centers, located in the heart of "gang turfs,"

which provide structured activities to youth in a safe environment where parents set the controlling values. Activities available to youth at these centers include arts and crafts, break dancing, tumbling, double dutch jump rope, tutoring, baking classes, basketball, ping-pong, computer instruction, and youth enterprise projects. In addition, the Council organizes a basketball league and annual holiday parties, and established a scholarship fund at a local high school and an afternoon reading and tutoring center at a local grade school.

Youths from ages six to 18 participate in the Council's program activities. Referrals are made by parents, schools, and the police.

The Council performs community crime prevention activities and provides local youth with recreational and educational opportunities at virtually no cost to the taxpayer. As a result of these efforts, the number of gangs and gang members has declined in recent years, and youth violence in the Council's program area have diminished. However, the level of drug use and trafficking appears to have risen in recent years.

**The San Gabriel Valley Boys Club, El Monte, California.** Contacts: Officer Ken Weldon, El Monte Police Department, 11333 Valley Blvd., El Monte, California 91731, (818) 580-2180; and Clayton Hollopeter, Executive Director, San Gabriel Boys Club, 2740 Mountain View Road, El Monte, California 91732, (818) 443-2401.

In 1975, the El Monte Police Department and the San Gabriel Valley Boys Club joined together to confront a chronic gang and youth delinquency problem in their community. The key strategy was to provide employment to youth who were most susceptible to gang violence and criminal activity. The strategy involved full- and part-time employment for youth and close, collaborative relationships with key adults from the school, business, and juvenile justice sectors. The police were directly involved in job development for older youth, while the Boys Club focused on younger youth. A network of trust was established among gang members, parents, police, and the Boys Club. Siblings, youth at risk, and even parents were aided at times to find jobs. Remedial education was provided to youth to keep them in school. Graffiti removal and crisis intervention programs were also established and operated by police and the Boys Club to prevent the occurrence of youth violence.

Services provided in this approach are integrated and complementary. Both the police and the Boys Club offer a variety of recreational, educational, employment, crisis intervention, and advocacy services to youth and their families. Special social service follow-up programs are provided to youth and families by these two agencies.

The Community Relations Unit of the El Monte Police Department also makes home visits to families of youthful misdemeanants to determine if any problems exist and to make referrals to community services if necessary. The unit establishes positive contacts with family members and friends of problem youth to obtain information about potential outbreaks of youth violence and alert patrol officers. Other activities sponsored by this unit include drug education, crime prevention, and truancy eradication programs. Through a relatively recent program, the Los Angeles Probation Department provides remedial education and job development services to youth, and classes in parenting skills to their parents. All of these programs are highly interrelated.

The police, Boys Club, and the Los Angeles Probation Department are also implementing a joint program, Project Return. The Boys Club provides intensive services to incarcerated youth returning home. Parents are counseled to help in the reintegration of these youth so that they become productive members of the community.

Clients are gang youth within the age range of 13 to 21. Programs also target youth who are at risk or who have come into contact with the juvenile justice system. Referrals are made across the agencies, by families, and by gang members themselves.

More than a thousand jobs have been provided to gang and delinquent youth since the mid-1970s. Crimes committed by these youth, including graffiti-writing, have declined. Many of the gang members have gone on to become skilled, loyal workers earning good wages. The police chief notes a reduction in burglaries and assaults in recent years. In addition, between 1984 and 1987, Project Return achieved its goal of keeping two-thirds of its clients arrest-free in the six-month period following their release. The general level of violence has remained stable or has been slightly reduced in recent years, and the rate of serious gang violence has decreased sharply since 1980.

**Effective Parenting Strategies for Families of High Risk Youth Program.** Contact: Dr. Karol Kumpfer, Department of Health Education, University of Utah, HPERN-215, Salt Lake City, Utah 84112, (801) 581-7718.

The purpose of this OJJDP-funded national initiative is to locate and disseminate the most effective family strengthening strategies to prevent delinquency among high-risk youth and their families.

In the first year of the initiative, 512 programs were surveyed and reviewed. Seventy-five different service models were identified as effectively impacting high-risk families and youth. The next phase will involve writing implementation manuals and preparing to conduct replication evaluations of two model programs in five locations in the country. Researchers from the Effective Parenting Strategies Program highly recommended the following three family strengthening programs:

**Functional Family Therapy Program (FFT).** Functional Family Therapy (FFT) has been implemented in several different locations in the country, including the Western States Family Institute and Valley West Social Services in Salt Lake City; the Western Psychiatric Institute and Clinic in Pittsburgh; and the Ohio University Family Clinic. Family problems are interpreted from the theoretical perspective of the functions they serve within the family system. A major goal of treatment is to improve family communication and support.

The program is conducted by family therapists with an individual family at a clinic. The clients are generally youth who have delinquency records and are referred for family therapy by the courts. The main goals of FFT are: to increase reciprocity and positive support among family members; to improve clear and positive communications; to reduce interpersonal problems by teaching communication skills; to help family members identify what they desire from each other; and to identify possible solutions to family problems. The family members read a manual, which describes social-learning principles, to learn about the concepts used in treatment. During the sessions, family members identify behaviors they would like others to perform. Behavioral management reinforcement systems are developed and implemented in the home. Privileges are used to reinforce desired behavioral changes. The therapist provides social reinforcement during the sessions for improvements in family communications.

FFT has been tested for effectiveness with adolescent status offenders and has been found to be successful.

**Prime Time In-Home Therapy Program.** The House Next Door in Deland, Florida, has developed, with funding from the U.S. Department of Health and Human Services' Office of Substance Abuse Prevention (OSAP), an in-home family strengthening program called "Prime Time." This program provides home-based family management and education for families of high-risk youths. The targeted youth are generally between 12 and 15 years old, and are selected because they are failing in school, frequently truant, manifest behavioral problems, or are suspected of experimenting with gateway drugs (alcohol or marijuana). They are primarily referred to the program by school counselors and teachers, but can also be referred by the courts.

The goals of this program are to improve the quality and increase the amount of communication within the family, to develop or improve important personal and social life skills, and to explore family-centered activities with the families and their children that will encourage family interaction and provide positive family experiences.

The in-home family therapy lasts for approximately 14 sessions. In addition, a four-hour, once-a-month family support group is held on the morning of the third Saturday of each month. Eligibility is determined based on age-appropriateness, severity of substance abuse, family willingness to allow in-home intervention, and the absence of severe dysfunction requiring more intensive/structured care. Families are asked to participate in some type of positive community action that demonstrates a commitment to the philosophy of non-use of drugs, alcohol, or nicotine by youth.

**The Strengthening Families Program.** This 14-week program includes three separate courses conducted within a two- to three-hour weekly session: a Parent Training Course, a Children's Social Skills Training Course, and a Family Relationship Improvement Course. The program is directed at improving family communication. The last sessions are devoted to the "Parent's Game," in which parents learn to make appropriate requests of and appropriate ways to discipline their children. This program was designed for six to 12-year-old children of substance abusers and their parents in treatment. Because these are very difficult, high-risk parents and children, the programs works first

with the parents and children in separate groups, and then the whole family together. The program is completely standardized, with five trainer manuals and parent and child workbooks with films and videos available for training.

**Proyecto Esperanza/Project Hope, Family Strengthening and Support Network.** Contact: Paul Cardenas, National Coalition of Hispanic Health and Human Services Organizations (COSS-MHO), 1030 15th Street N.W., Suite 1053, Washington D.C. 20005, (202) 371-2100.

The National Coalition of Hispanic Health and Human Services Organizations' Proyecto Esperanza/Project Hope is an OJJDP-supported demonstration project serving Hispanic runaways and sexually exploited, abused, and neglected youth. An assessment of the work conducted by COSSMHO during the initial project period revealed gaps in the availability of social services for Hispanic families experiencing behavioral problems with their youth and early adolescents, and few early intervention programs for Hispanic youth and families in crisis. With the goal of providing early intervention and support for Hispanic families in need, the COSS-MHO Hispanic Family Strengthening and Support Network seeks to identify existing family strengthening and/or family support model programs with a proven track record of effectiveness with Hispanic families. The focus of COSSMHO's initiative is to identify the most appropriate type of family counseling or social service intervention for use as a deterrent to Hispanic delinquents or adolescents in crisis. COSSMHO has recommended the following as examples of exemplary programs in this area.

**Structural Family Therapy.** Contact: University of Miami, Department of Psychiatry, School of Medicine, 1425 N.W. 10th Avenue, Suite 302, Miami, Florida 33136, (305) 326-0024.

The Spanish Family Guidance Center was founded in 1972 with funds from the U.S. Office of Economic Opportunity. Under its Structural Family Therapy model, two intervention strategies have been targeted at specific culturally-oriented problems. One of these, Bicultural Effectiveness Training, is an intervention model for young adolescents whose families may be experiencing cultural conflict. The program has manuals, lesson plans, and research outcome evaluations. Another adaptation of the Structural Family Therapy approach is the Family Effectiveness Training model. This early intervention strategy identifies families whose

elementary school age children might be at risk for developing behavior problem disorders, such as delinquency, truancy, conduct disorders, promiscuity, conflict with parents, and substance abuse.

The basic orientation of the program is to develop prevention and intervention procedures that incorporate the patient's social environment. An early study at the Center provided support for the benefits of working with families of Hispanic youths with adolescent behavior problems and drug abuse, not only as a relevant unit in the client's ecology, but, more importantly, as the system in which treatment should be conceptualized and implemented.

**Living with 10 to 15 Year Olds.** This curriculum for Hispanic families was adapted from an earlier curriculum developed by the Center For Early Adolescence in response to rising interest in latchkey children in the early 1980s. The original curriculum was adapted following a review by professional Hispanic parents and educators. Facilitators were then trained using this adapted version. Each trained facilitator was, in turn, responsible for training Hispanic parents and providing feedback.

The principal intervention strategy is educational, teaching parents about the normal physical, cognitive, social, and emotional stages of adolescence, including risk-taking behavior. The curriculum has exercises to increase listening and communication skills. It comprises four units which can be taught as one course or individually.

The program has a curriculum, *Living With 10 to 15 Year Olds*, and a resource manual entitled, *Hispanic Young Adolescents: Developing After School Programs and Parent Training*, to assist agencies in replicating the program.

**Homebuilders.** Homebuilders is a small program in Pierce County, (Tacoma) Washington, designed to provide a service delivery strategy aimed at preventing family dissolution.

Homebuilders is an intensive, short-term in-home crisis intervention, secondary prevention, and family education program designed for use with seriously-disturbed families. It accepts only families who are in imminent danger of placing one or more children in long-term foster care, group home care, or psychiatric institutional care. The program is designed to promote self-sufficiency and to mini-

mize client dependency on outside intervention by improving parenting, life, and coping skills.

In implementing this strategy, Homebuilders takes the necessary action to defuse the potential for violence; to assess and prioritize the client's problems; to identify options for coping with those problems; to teach individualized problem-solving skills that can be used by the family to respond to and manage family crises, abuse, or neglectful situations; and to refer client families to appropriate resources for longer term support of behavioral change.

### **Promising Approaches for the Prevention, Intervention, and Treatment of Illegal Drug and Alcohol Use Among Juveniles**

During Fiscal Year 1989, OJJDP continued funding the program, Promising Approaches for the Prevention, Intervention, and Treatment of Illegal Drug and Alcohol Use Among Juveniles. The purpose of this program is to help communities eliminate adolescent drug and alcohol abuse by (1) identifying and reviewing promising juvenile drug prevention, intervention, and treatment programs; (2) developing testing program models; and (3) providing training and technical assistance in implementing model programs. Researchers from the Promising Approaches program identified the following projects as promising or effective in helping communities eliminate adolescent drug and alcohol abuse.

**HIPP Program.** Contact: Cindy Carlson, Director of Prevention Services, Alternatives, Inc., 1520 Aberdeen Road, Suite 102, Hampton, Virginia 23666, (804) 838-2330.

HIPP (Hampton Intervention Prevention Program) is a cooperative effort of the City of Hampton, Virginia, the Hampton City Schools and Council of PTAs, the Hampton Juvenile Court Services Unit, the Hampton Police Division, Hampton's Community Services Board, and Alternatives, Inc., a private nonprofit prevention and treatment program for youth. The project is based on the concept that youth involvement with drugs spans a continuum from non-use to dependency, and that the home, school, and community share the responsibility to ensure that services are provided along that continuum for all types of youth.

HIPP programs serve youth ages five to 18 and their families. Prevention programs target students

who do not use alcohol or other drugs or who are at risk of doing so with a goal of keeping them drug-free. These programs disseminate information and, more importantly, teach skills in saying no to peer pressure, making good decisions, understanding one's self, communicating with others, and discovering meaningful alternatives to drugs. Many of the programs are located in elementary schools, but HIPP has proven that middle and high schools and the community are also important places for effective prevention efforts.

Intervention programs work with youth who have begun to use alcohol or other drugs. In 1985, the Student Assistant Program, an important component of this intervention effort, was chosen as a model school-based program by the National Institute on Drug Abuse. This program provides services to students and their parents to alleviate problems or stressful situations that might lead to substance abuse. Services include assessments, short-term individual and family counseling, and support groups for children of alcoholics, broken or single parent homes, male and female issues, substance abuse, etc. This service has also developed suicide prevention networks within each secondary school.

An early identification service is also available to the Juvenile Courts Services Unit. This service provides substance abuse assessments of any juvenile offender and his/her family to ensure that a proper placement in education and treatment services is made. Last year, Alternatives provided 250 assessments. The success of these programs, coupled with the extensive prevention efforts, has resulted in a significant decrease in students suspended from school for alcohol or other drug use, a reduction in the number of crimes attributable to juveniles, and an increase in youth making the choice to be drug-free.

Other parent and community projects help adults become aware of the issues related to youthful substance use. These projects include educational presentations, parent pledge programs, drug-free advocacy efforts, an extensive volunteer network utilizing and training approximately 300 volunteers to assist with the drug-free and other prevention efforts, and a new project known as "Life Force," a cooperative effort of the police, PTA, schools, and community agencies designed to eliminate "keg" parties.

**Operation PAR (Parental Awareness and Responsibility), Inc.** Contact: Operation PAR, Inc., 6613 49th Street North, Pinellas Park, Florida 34665, (813) 527-5866.

Operation Par, Inc., operates two substance abuse/delinquency prevention programs for high-risk youth in South Florida.

The Alpha Program is a special substance prevention program for at-risk elementary school children who show early signs of future problems, such as disruptiveness in class, social withdrawal, and underachievement in basic academics. Research data have shown that certain behaviors in children are indicators of future psychological and psychosocial problems. These behaviors include substance abuse, delinquency, poor academic achievement, and dropping out of school.

Children are enrolled in the Alpha Center program five days a week for 15 weeks. Students learn the benefits of responsible and productive behavior, as well as the consequences of inappropriate behavior. In addition, students receive remedial tutoring, individual and group counseling, and life management skills training. Special training for the teachers and parents of Alpha students, including an "effective" parenting skills course, is also provided. Parents are also offered optional family counseling.

The Alpha Program is implemented cooperatively by Operation PAR and the Pinellas County School System.

The BETA Program is designed to prevent truancy and dropouts and to foster healthy development among high-risk middle school youths from South St. Petersburg, Florida. It is administered by Operation PAR in cooperation with the Lakeview Presbyterian Church in St. Petersburg.

The major component of BETA is a community-based after school program. Participants are referred by six middle school staffing teams and by parents and community agencies. Once referred, with parental consent, youths attend the BETA Center after school for two to three hours daily for approximately 15 weeks. Services provided at the BETA Center are highly structured, and include individual and group counseling, social skills development, leadership skills development, academic tutoring, and educational field trips. Services are also provided to the youth's family and teachers, including casework consultation, counseling, and parenting and teacher education.

A second component of the BETA Program is based at the middle schools, and consists of early intervention group counseling for youths demonstrating mild adjustment problems. Counseling focuses on teaching effective life management skills, and family, school, and peer relations. This program is also offered during the summer at a variety of sites.

A third component offers structured aftercare services to graduates of the after-school program and their families. Services include transition from individual aftercare counseling to independence from the program, general support, and family casework services.

**Chemical Abuse Reduced Through Education and Services (C.A.R.E.S.).** Contact: Gary Tester, Executive Director, Toledo/Lucas County Chemical Abuse Reduced Through Education and Services (C.A.R.E.S.), 801 Collingwood, Toledo, Ohio 43602, (419) 241-8904.

C.A.R.E.S. is based on the premise that alcohol and other drug use can only be effectively battled through mobilization of the entire community. C.A.R.E.S. provides technical assistance to various community agencies, and helps develop coordinated, multi-faceted community strategies to address the problem of adolescent alcohol and other drug use. C.A.R.E.S. also works to educate the public about the effect of alcohol and other drug use through public presentations, multi-media campaigns, and the dissemination of relevant statistical data.

For example, with funding from the CableSystem, C.A.R.E.S. coordinated a multi-media campaign aimed at parents entitled, "Parents Should Be The Pushers." The goal of this campaign was to encourage parents to interact with their children in a positive way. The program also sponsored, in conjunction with the National Council of Juvenile and Family Court Judges, a two-day summit for 100 community leaders. With assistance from the CableSystem, *The Toledo Blade*, and other businesses, C.A.R.E.S. published a paper on crack cocaine and distributed it to over 200,000 homes in the metropolitan area.

C.A.R.E.S. also is coordinating intensive training for all employees of Lucas County Children's Services, focusing on chemical dependency and its impact on the agency, local resources, and encouraging caseworkers to seek assistance from other

agencies. In cooperation with all Lucas County School Districts and the University of Toledo, C.A.R.E.S. conducted a survey of students in grades four through 12. The survey asked about students' alcohol and other drug use, as well as attitudes and beliefs about the use of alcohol and other drugs by family and peers. Survey results are available from C.A.R.E.S.

## OJJDP REPORT ON MISSING CHILDREN

Section 404 of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended, requires the Administrator of the Office of Juvenile Justice and Delinquency Prevention to report annually to the President and the Congress regarding missing children. The statute requires that the report include:

- \* A comprehensive plan to facilitate coordination and cooperation among all agencies and organizations with responsibilities related to missing children.

- \* A summary of effective models of Federal, State, and local coordination and cooperation in locating and recovering missing children, and programs that provide treatment, counseling, or other assistance to parents of missing children or to children who have been abducted.

- \* A description of how the OJJDP Administrator satisfied the requirements of the Missing Children's Assistance Act.

- \* A description of the telephone calls received on the national toll-free telephone line, as well as the activities of the national resource center and clearinghouse.

- \* A description of the OJJDP-funded research and demonstration projects for missing children and their families.

- \* A description of State clearinghouses that received funding from OJJDP.

The *OJJDP Annual Report on Missing Children 1989* is being published by OJJDP to fulfill this requirement. A brief overview of OJJDP's activities in this area follows.

Since the passage of the Missing Children's Assistance Act in 1984 and the amendments to the Act in 1988, the Office of Juvenile Justice and Delinquency Prevention has been at the forefront of the Nation's efforts to help missing children and their families, and to prevent children from leaving home or becoming victims of abduction. In Fiscal Year 1989, OJJDP funded 10 new initiatives and continuation programs whose goals ranged from identifying, describing, and strategizing ways to eliminate problems custodial parents have when

trying to recover their children who have been abducted by a noncustodial parent; to developing reliable estimates of the number of children reported missing in our Nation during a given year and the number of missing children who are recovered; to developing ways to help families adjust when a missing child is reunited with parents and siblings. These programs are described in Part 1 of this Report.

To ensure adequate staff support and oversight for the Office's missing children initiatives, the OJJDP Administrator appointed a Missing Children's Program Director. The Director works closely with OJJDP staff who monitor missing children grants. The Director also makes site visits to facilitate coordination among national organizations working in the missing area, and to encourage program development in various parts of the country. In addition, the Director serves as a key link in interagency information-sharing about the missing children issue. Under the direction of the Administrator, the Director conducts formal quarterly meetings with OJJDP's missing children grant monitors to improve coordination among projects and to provide a forum for discussing project findings and accomplishments.

The OJJDP Administrator further supports the Missing Children's Program by requiring OJJDP's technical assistance contractor, the Juvenile Justice Resource Center (JJRC), to provide ongoing support services for OJJDP-sponsored meetings on missing children, peer reviews of missing children grant applications, and conference speakers. In addition, JJRC produces publications about missing and exploited children issues and the programs sponsored by OJJDP, as well as other Federal, State, and local agencies. OJJDP's publications address such topics as preventing child sexual exploitation, the law enforcement response to missing children, and stranger abduction homicides of children.

During Fiscal Year 1989, the Missing Children's Assistance Act of 1984 provided the impetus for the efforts of many Federal and State agencies and private nonprofit organizations to locate missing children, apprehend and prosecute abductors, and provide ongoing services from initial reporting to aftercare and counseling. Seven departments within the Federal Government support missing children initiatives. They include the Department of Justice, Department of Agriculture, Department of Defense, Department of Health and Human Services, Postal

Service, Department of State, and Department of the Treasury.

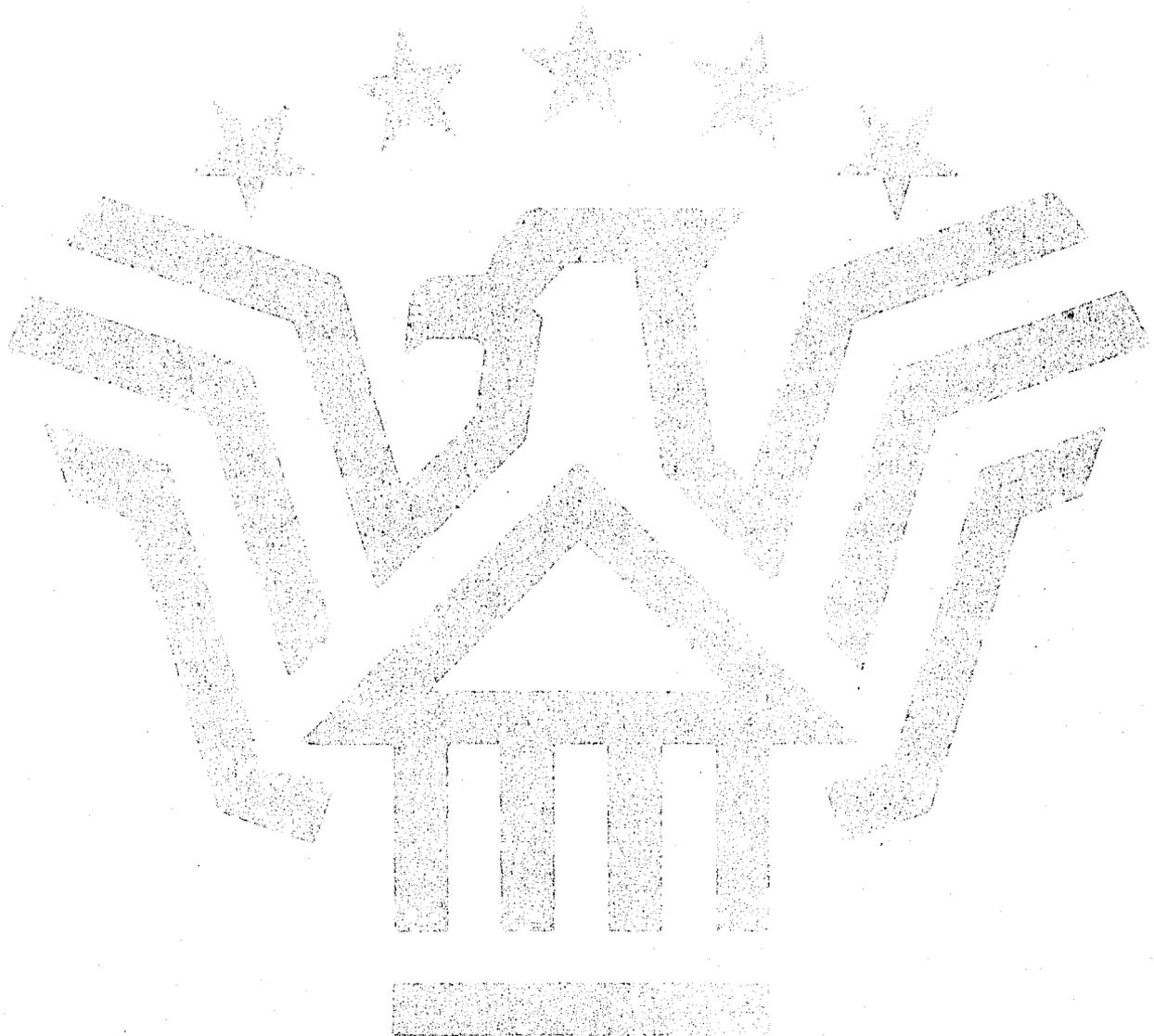
State clearinghouses aid these efforts by collecting data about missing children cases and assisting in the search for and the recovery of missing children. To date, 42 States and the District of Columbia have established missing children clearinghouses. The *OJJDP Annual Report on Missing Children* will include a complete listing of the State clearinghouses. OJJDP supports State clearinghouses with funds provided through the National Center for Missing and Exploited Children (NCMEC). Fifteen States plus the District of Columbia received OJJDP financial assistance through NCMEC in Fiscal Year 1989.

The National Center for Missing and Exploited Children serves as the national resource center and clearinghouse for information on missing and exploited children. NCMEC provides technical assistance to citizens and law enforcement agencies; trains law enforcement officers; distributes photographs and descriptions of missing children nationwide; coordinates child protection efforts with the private sector; networks with nonprofit service providers and State missing persons clearinghouses; and provides information and advice on effective State legislation to ensure the safety and protection of children. Between January and September 1989, the National Center received 49,513 calls on its hotline. The majority of these--39,155--were requests for information. Of these, 5,158 were requests for assistance directly related to a missing or runaway child incident, 10,173 were requests for publications, and 23,824 were calls from law enforcement, nonprofit service providers, attorneys, etc., requesting assistance. In addition, hotline operators received 10,358 reports of possible missing child cases.

When the Attorney General's 1985-1987 Advisory Board on Missing Children released its 1986 report entitled, *America's Missing and Exploited Children: Their Safety and Their Future*, it included 24 recommendations for protecting our Nation's children from abduction and exploitation. Encouraging progress has been made in the past several years toward fulfilling these recommendations. The *OJJDP Annual Report on Missing Children* describes the accomplishments the Nation has made in addressing each of the 24 recommendations, and recommends improved cooperation and coordination to continue progress in this area.

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# APPENDIX



**Table 1**

OFFICE OF JUSTICE PROGRAMS  
APPROPRIATION HISTORY  
(In thousands of dollars)

Budget Activity	1985	1986	1987	1988	1989	g/
	Appro.	Appro. Less GRH	Appro.	Appro.	Appro.	
Research, Evaluation & Demonstration Program	\$19,500	\$18,566	\$18,566	\$19,144	\$21,000	
Justice Statistical Program	16,776	15,982	18,982	19,278	19,986	
State and Local Formula Grants	4,400	46,256	35,520	...	...	
State and Local Discretionary Grants	<u>1,100</u>	<u>11,564</u>	<u>8,880</u>	<u>8,000</u>	<u>3,497</u>	f/ h/
Subtotal, State & Local Assistance	<u>5,500</u>	<u>57,820</u> b/	<u>44,400</u>	<u>8,000</u>	<u>3,497</u>	
Juvenile Justice:						
Formula Grants	42,935	41,089	42,960	40,765	44,378	
State Technical Assistance	...	...	...	...	906	
Special Emphasis	14,311	13,696	14,320	13,589	6,146	
Juvenile Justice Institute	7,726	7,394	7,731	7,336	10,027	
Technical Assistance	1,804	1,726	2,000	1,580	...	
Concentration of Federal Efforts	<u>824</u>	<u>789</u>	<u>589</u>	<u>530</u>	<u>343</u>	
Subtotal, Juvenile Justice Program	<u>67,600</u>	<u>64,694</u>	<u>67,600</u>	<u>63,800</u>	<u>61,800</u>	i/
Public Safety Officers' Benefits Program	8,301	10,810	10,650	9,275	24,000	j/
Missing Children	4,000	3,828	4,000	4,000	4,000	
Maribel Cuban Program	5,000	4,785	5,000	5,000	5,000	
Emergency Assistance	800	1,048	1,148	...	...	
Regional Information Sharing System	...	9,474 c/	12,000	12,000	13,000	
Anti-Drug Abuse:						
Formula Grants	...	...	178,400	55,600	118,800	
Discretionary Grants	...	...	44,600	13,900	29,700	
Prison Capacity	...	...	<u>2,000</u>	...	...	
Subtotal, Anti-Drug Abuse	...	...	<u>225,000</u>	<u>69,500</u>	<u>148,500</u>	
Management and Administration	<u>18,874</u>	<u>17,304</u>	<u>20,326</u>	<u>22,078</u>	<u>22,292</u>	
Total, Justice Assistance	<u>146,351</u> a/	<u>204,311</u>	<u>427,672</u> e/	<u>232,075</u>	<u>323,075</u>	
Crime Victims Fund	...	68,313 d/	62,506 d/	77,446 d/	93,559 d/	
Positions	334	334	323	329	342	

- a/ Includes \$800,000 reprogramming for emergency assistance.
- b/ Includes \$9.3 million of JJ carryover funds transferred by the Appropriation Act.
- c/ This activity had been funded in the DOJ general administration appropriation since 1981.
- d/ Amount collected in previous year.
- e/ Includes \$11,640,000 carryover.
- f/ Includes \$3 million of JJ carryover funds transferred by the Appropriation Act.
- g/ Includes 1989 Emergency Supplemental Appropriation enacted.
- h/ Earmarked for National Citizens Crime Prevention Campaign (\$2.3 million), Operational Information System Support (SEARCH) (\$1 million) and other high priority programs (\$197K).
- i/ Additional \$2 million JJ carryover earmarked by Congress to be added to appropriated for 1989 program level of \$63.8 million.
- j/ Includes \$4 million 1989 supplemental approved 6/30/89.

**Table 2**

**Bureau of Justice Assistance  
FY 89 FORMULA GRANT DISTRIBUTION REPORT**

STATE	Purpose 1	Purpose 2	Purpose 3	Purpose 4	Purpose 7	Purpose 8	Purpose 9
	<u>Demand Reduction</u>	<u>Task Forces</u>	<u>Domestic Drug Enforcement</u>	<u>Crime Prevention</u>	<u>Improving Police Operations</u>	<u>Carreer Criminal</u>	<u>Financl Investigation</u>
Alabama	43,468	1,535,690	0	59,564	0	0	0
Alaska	0	0	0	0	0	0	0
Arizona	0	1,208,100	0	0	225,000	0	0
Arkansas	3,193	1,040,688	0	0	31,319	0	0
California	0	2,062,394	0	0	0	1,792,781	0
Colorado	15,000	969,137	0	30,000	100,000	64,137	0
Connecticut	0	0	0	0	0	0	0
Delaware	0	297,835	0	49,200	0	0	0
District of Columbia	50,000	0	0	0	50,000	0	50,000
Florida	0	1,826,674	293,023	0	73,878	220,244	0
Georgia	0	1,887,700	0	0	0	0	0
Hawaii	0	285,000	90,000	0	98,025	0	0
Idaho	0	0	0	66,000	19,770	0	82,056
Illinois	0	818,266	0	150,000	0	1,147,643	50,000
Indiana	0	683,534	0	0	0	0	0
Iowa	7,235	490,558	0	0	204,773	15,800	0
Kansas	0	22,983	0	0	0	0	0
Kentucky	244,000	0	0	0	187,500	0	0
Louisiana	0	1,541,566	0	0	0	152,952	0
Maine	39,520	600,000	0	0	0	0	0
Marlyland	0	0	0	0	0	0	0
Massachusetts	0	50,000	0	0	0	0	100,000
Michigan	0	2,459,000	0	0	0	1,300,000	0
Minnesota	1,249,200	0	105,000	0	0	0	0
Mississippi	0	662,872	0	155,000	0	0	0
Missouri	28,475	1,413,353	150,000	0	379,070	147,402	0
Montana	0	522,000	0	0	185,000	0	0
Nebraska	0	855,036	0	0	0	108,108	0
Nevada	838,000	0	0	0	0	0	0
New Hampshire	15,171	0	26,876	0	0	0	0
New Jersey	0	1,165,875	0	0	0	0	0
New Mexico	60,000	138,245	0	38,130	103,175	41,175	47,827
New York	325,000	1,900,900	0	0	0	2,486,800	0
North Carolina	0	1,769,064	0	0	0	0	0
North Dakota	37,500	150,000	0	60,000	0	0	0
Ohio	0	1,153,767	119,180	220,610	0	382,899	0
Oklahoma	128,000	1,241,773	21,675	30,000	0	0	0
Oregon	150,000	700,000	0	0	0	0	0
Pennsylvania	0	666,767	0	0	117,115	278,204	401,423
Rhode Island	15,000	569,240	0	0	0	0	0
South Carolina	27,107	245,574	0	68,509	200,654	0	0
South Dakota	0	348,063	41,201	0	0	35,000	0
Tennessee	0	1,302,945	120,000	0	0	0	0
Texas	0	4,714,000	0	0	0	0	0
Utah	0	790,300	60,000	0	0	0	60,000
Vermont	0	546,531	0	0	0	0	0
Virginia	0	1,762,500	0	85,950	31,800	0	0
Washington	55,680	1,109,531	0	0	98,036	0	581,813
West Virginia	50,000	663,683	0	0	80,000	0	0
Wisconsin	0	1,478,600	0	0	0	0	0
Wyoming	0	556,990	0	0	0	0	0
Puerto Rico	0	440,000	0	0	0	0	0
Virgin Islands	0	0	0	0	0	0	0
American Samoa	0	34,000	0	20,500	0	0	0
Guam	0	0	5,000	0	0	0	0
North Mariana Islands	0	19,070	0	15,000	0	0	19,070
<b>TOTAL</b>	<b>3,381,549</b>	<b>44,699,804</b>	<b>1,031,955</b>	<b>1,048,463</b>	<b>2,185,115</b>	<b>8,173,145</b>	<b>1,392,189</b>

NOTE: No jurisdiction reported using funds to support Purpose 5 (anti-fencing operations), Purpose 6 (white-collar crime and public corruption), Purpose 12 (prison industry projects), Purpose 14 (victim/witness assistance), Purpose 17 (drugs in public housing), Purpose 18 (domestic violence) or Purpose 19 (drug control evaluation).

**Bureau of Justice Assistance  
FY 89 FORMULA GRANT DISTRIBUTION REPORT**

Purpose 10	Purpose 11	Purpose 13	Purpose 15	Purpose 16	Purpose 20	Purpose 21		TOTAL ALLOCATION
Court Programs	Corrections Program	Treatment	Improved Technology	Innovation Program	Alternative to Detention	Street Sales	Other	
0	0	0	55,000	0	0	0	324,278	2,018,000
0	0	0	0	0	0	0	695,000	695,000
127,500	22,500	0	0	0	0	0	175,900	1,759,000
0	0	0	224,800	0	0	0	88,000	1,388,000
0	1,529,473	0	24,327	0	0	3,939,216	1,433,809	10,782,000
0	100,000	25,000	50,000	0	0	50,000	321,726	1,725,000
0	0	932,997	0	0	590,703	0	169,300	1,693,000
57,400	0	50,000	0	164,565	0	90,000	30,000	739,000
0	0	250,000	200,000	0	0	0	131,000	731,000
0	272,608	627,539	497,275	0	0	196,540	961,219	4,969,000
0	0	524,000	70,000	0	0	0	331,300	2,813,000
0	114,675	0	0	0	0	0	315,300	903,000
0	0	0	0	0	0	54,141	649,033	871,000
0	700,000	0	1,358,591	0	0	0	580,500	4,805,000
0	0	462,563	154,562	287,286	0	0	968,055	2,556,000
0	158,278	345,258	40,292	0	0	120,720	170,086	1,553,000
0	0	1,000,460	0	0	0	0	396,557	1,420,000
0	0	312,000	75,000	0	633,250	0	433,250	1,885,000
65,000	0	0	152,735	0	0	0	245,747	2,158,000
0	156,147	0	78,917	0	0	0	66,416	941,000
0	106,500	47,000	0	1,813,900	0	0	218,600	2,186,000
0	0	200,000	680,000	53,400	0	1,325,000	267,600	2,676,000
0	0	0	0	0	0	0	160,000	3,919,000
15,000	15,000	0	0	0	21,000	465,000	207,800	2,078,000
0	0	0	143,400	0	0	0	514,728	1,476,000
0	0	39,000	0	0	0	0	239,700	2,397,000
0	7,000	0	27,000	0	0	0	60,000	801,000
0	0	0	0	0	19,656	0	109,200	1,092,000
0	0	0	0	0	0	0	36,000	874,000
0	4,700	0	0	52,500	0	704,453	89,300	893,000
1,358,625	492,300	0	0	0	0	0	335,200	3,352,000
0	171,039	109,305	0	75,857	50,000	37,447	185,800	1,058,000
0	1,040,700	0	0	0	0	0	1,371,600	7,125,000
0	119,034	0	142,054	64,216	0	0	789,632	2,884,000
0	60,000	0	178,500	0	19,500	0	244,500	750,000
0	707,474	0	342,326	0	950,906	0	630,838	4,508,000
0	46,500	19,182	7,270	0	0	0	221,600	1,716,000
0	75,000	75,000	0	0	75,000	0	437,000	1,512,000
0	2,664,830	0	214,061	100,000	0	0	493,600	4,936,000
0	195,160	0	0	0	0	0	86,600	866,000
0	300,000	86,484	137,810	0	0	465,295	241,567	1,773,000
0	162,671	62,965	37,700	0	0	0	76,400	764,000
0	240,289	218,800	0	0	0	0	421,966	2,304,000
0	0	0	674,000	610,600	0	0	741,400	6,740,000
0	90,000	0	0	55,000	0	0	68,700	1,124,000
0	85,365	0	0	27,104	0	0	45,000	704,000
0	221,286	0	0	0	0	262,689	329,775	2,694,000
0	0	0	123,240	0	0	0	218,700	2,187,000
0	200,817	40,000	0	0	0	0	170,500	1,205,000
164,450	0	410,250	0	0	0	0	233,700	2,287,000
0	0	0	0	0	0	0	125,010	682,000
0	459,000	411,000	284,000	0	0	0	130,000	1,724,000
0	0	0	232,760	0	150,780	0	155,460	539,000
0	0	0	106,290	0	0	0	27,310	188,100
0	0	85,000	142,000	15,000	0	0	38,000	285,000
0	0	0	0	0	0	0	43,760	96,900
1,787,975	10,518,346	6,333,803	6,453,910	3,319,428	2,510,795	7,710,501	18,253,022	118,800,000

Table 3

**DISTRIBUTION OF DRUG CONTROL AND SYSTEM IMPROVEMENT  
DISCRETIONARY GRANT FUNDS**

<u>PROGRAMS</u>	<u>SITE</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
<b>DEMAND REDUCTION PROGRAMS</b>				
National Crime Prevention Campaign	National Crime Prevention Council			1,200,000
Demand Reduction Initiative	Miami/Dade County, FL			500,000
Community Crime Prevention	Tucson, AZ			125,000
	New Haven, CT			125,000
	Jacksonville, FL			125,000
	Knoxville, TN			125,000
(Evaluation)	Institute Social Analysis			100,000
National Night Out	National Association of Town Watches			50,000
Anti-Drug Program	Congress of Black Churches			150,000
Drug Abuse Resistance Education Regional Training Centers	AZ Department of Public Safety			124,967
	Los Angeles Police Department			125,000
	IL State Police Academy			125,000
	NC Department of Justice			125,000
	VA State Police			125,000
<b>ENFORCEMENT PROGRAMS</b>				
Crack/Focused Substance Enforcement	Los Angeles, CA	299,250		200,000
	San Diego, CA		175,000	125,000
	Denver, CO	300,000		200,000
	Miami, FL		350,000	
	Baltimore, MD		350,000	
	Minneapolis, MN	300,000		200,000
	Nassau County, NY		350,000	
	Houston, TX	300,000		200,000
	Detroit, MI	300,000		
Northern, VA			2,350,000	
Street Sales Enforcement	Birmingham, AL	180,200		150,000
	Oakland, CA	299,826		150,000
	Long Beach, CA	399,590		150,000
	Orlando, FL	359,903		150,000
	New Orleans, LA	418,476		150,000
	Rochester, NY		350,000	
	San Antonio, TX	394,500		150,000
	Seattle, WA	356,753		
Organized Crime/Narcotics Trafficking*	Arizona	500,000		
	Pima County, AZ	250,000		
	Riverside, CA	250,000		

<u>PROGRAMS</u>	<u>SITE</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
* Includes some Justice Assistance Act funding				
	CO Dept. of Public Safety	170,000		
	Broward County, FL	673,886		
	FL Dept. of Law Enforcement	119,920		
	Georgia	349,556		
	Louisiana	250,000		
	Suffolk County, MA	600,000		
	Maine	250,000		
	Kansas City, MO	413,650		
	Harrison County, MS	170,000		
	New Jersey	577,409		
	New York City, NY	600,000		
	New Mexico	250,000		
	Las Vegas, NV	386,971		
	Ohio	250,000		
	Multnomah County, OR	673,283		
	Dallas, TX	334,000		
	Salt Lake City, UT	80,000		
	Utah	310,000		
(Technical Assistance)	Institute for Intergovernmental Research	1,293,000	200,000	90,000
Technical Assistance and Training for State and Local Narcotics Enforcement	Institute for Law and Justice	1,494,101	165,666	675,000
Asset Seizure and Forfeiture	Arizona	124,763		
	Tucson, AZ	124,986		
	Colorado Springs, CO	105,281		
	Prince George's County, MD	105,000		
(Technical Assistance and Training)	Police Executive Research Forum	1,164,970		450,000
Roundtable/Financial Investigation	National Criminal Justice Association	24,917		
BJA/FBI Financial Investigation Training	Federal Bureau of Investigation	1,770,000		
Financial Investigation	Riverside, CA			210,000
	San Diego, CA			225,000
	Broward County, FL			225,000
	Decatur, GA			197,713
	GA Bureau of Investigation			225,000
	Boston, MA			225,000
	Suffolk Co., MA			225,000
	Kansas City, MO			223,653
	New York City, NY			225,000
	Multnomah County, OR			
	Dallas, TX			
(Technical Assistance)	Institute for Intergovernmental Research			300,000

<u>PROGRAMS</u>	<u>SITE</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
Problem-Oriented Approach to Drug Enforcement	San Diego, CA	122,724		
	Tampa, FL	122,724		
	Atlanta, GA	122,724		
	Tulsa, OK	122,724		
	Philadelphia, PA	122,724		
(Technical Assistance)	Police Executive Research Forum	587,058	199,913	
Philadelphia Community Mobilization, PA	Philadelphia, PA			200,000
Narcotic Enforcement in Public Housing	Denver, CO			250,000
	New Orleans, LA			250,000
Pharmaceutical Diversion	Connecticut	300,057		
	Massachusetts	299,895		
	Nebraska	300,000		
	Columbus, OH	167,274		
	Virginia	299,975		
Clandestine Lab Program	California		248,914	
	New Jersey		275,000	
	Pennsylvania		275,000	
	Portland, OR			510,000
	Washington		275,000	
(Technical Assistance)	National Sheriffs' Association		449,134	
(Training & Certification)	Transfer to Drug Enforcement Administration			200,000
Marijuana Eradication	Kentucky			250,000
	Hawaii			250,000
Forensic Crime Lab Information Systems	Criminal Justice Statistics Association		299,942	
Attorney General's Working Group on Violence	Drug Enforcement Administration			100,000
Expert Burglary Systems	Jefferson Institute		275,000	
Drug Corruption Program	International Association of Chiefs of Police		372,768	
Anti-Terrorism Conference	Police Foundation			39,870
Juvenile Gangs in Drugs	Transfer to Office of Juvenile and Delinquency Prevention			150,000
Urban Street Gangs Law Enforcement	San Diego, CA			250,000
	Kansas City, Mo			250,000

<u>PROGRAMS</u>	<u>SITE</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
<b>PROSECUTION PROGRAMS</b>				
State Civil RICO Enforcement	Colorado		100,000	
	Arizona			196,693
	Oregon			200,000
	Washington		100,000	
(Technical Assistance)	National Association of Attorneys General	50,000	500,000	
Interjurisdictional Prosecution	National District Attorneys Association	1,500,000		189,955
	Multnomah Co., OR.			197,252
Statewide Drug Prosecution	Alabama	437,500		128,620
	Arizona		397,184	
	Florida	437,500		
	Louisiana		175,000	
	Pennsylvania	437,500		230,000
	Rhode Island		400,000	
	Utah	427,612		75,683
(Technical Assistance)	Institute for Intergovernmental Research	249,876		180,000
Model State Drug Statutes	National District Attorneys Association/National Criminal Justice Association			132,117
Drug Free America Blueprint	National Association of Attorney Generals			20,000
National Victims Resource Center	Transfer to Office for Victims of Crimes			100,000
<b>ADJUDICATION PROGRAMS</b>				
Drug Testing/Intensive Supervision	Phoenix, AZ	727,000		499,023
	Tucson, AZ		363,000	300,000
	Los Angeles, CA	25,000		499,784
	Broward County, FL	25,000		
	Orleans Parish, LA	25,000		
	Prince George's County, MD	800,000		500,000
	Camden County	25,000		
	Portland, OR		362,000	300,000
	Bexar County, TX	25,000		
	Tarrant County, TX	25,000		
	Milwaukee, WI	593,000		
(Technical Assistance)	Pretrial Service Research Center	704,379	75,000	
(Evaluation)	Criminal Justice	250,000	61,000	100,000

<u>PROGRAMS</u>	<u>SITE</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
	Research Institute			
Comprehensive Adjudication of Drug Arrestees	Santa Clara County, CA	687,000		
	New Orleans, LA	690,000		
	Flint, MI	75,000	150,000	
	Rhode Island	705,000		
(Technical Assistance)	Pretrial Service Research Center	418,000		
(Evaluation)	National Center for State Courts	200,000		
Large Court Capacity	National Center for State Courts	1,805,000	799,525	449,922
Differentiated Case Management	Detroit, MI	97,000		70,000
	Tacoma, WA			70,000
	Pierce County, WA	97,000		
	St. Joseph, MI			70,000
	Berrien County, MI	21,000		
	St. Paul, MN	86,000		70,000
	Camden, NJ	99,000		70,000
(Technical Assistance)	EMT Group, Inc.	350,000		
(Evaluation)	National Center for State Courts	150,000		74,990
Expedited Management of Drug Cases	Middlesex, NJ			190,000
	Philadelphia, PA			190,000
	Indianapolis, IN			145,000
	American University			165,000
(Technical Assistance)				
Technical Assistance and Training for Juvenile Court Judges	National Center for Juvenile and Family Court Judges	150,000		
Technical Assistance for Adjudication Programs	EMT Group, Inc.	750,000	200,000	
	American University			475,000
Judicial Training on Drug Abuse	National Judicial College		145,000	
Enhanced Pretrial Service Delivery	Pretrial Service Research Center		499,933	288,000
Family Violence Courts	National Council on Juvenile Family Court Judges			316,816
Drug Testing for Juvenile Arrestees	Transfer to National Institute of Justice	600,000		
Drug Testing Technologies	Transfer to National		225,000	

<u>PROGRAMS</u>	<u>SITE</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
Evaluation	Institute of Justice			
Drug Detection Technology/ Focused Offender Disposition	Birmingham, AL Phoenix, AZ Site to be selected	500,227 433,750 450,000		325,000
(Technical Assistance)	National Association of State Alcohol and Drug Abuse Directors	614,589		275,000
Probation/Parole Drug Testing Standards	American Probation and Parole Association		100,000	
Drug-Related Program Development Assistance and Training	National Association of State Alcohol and Drug Abuse Directors	500,000		237,500
TASC Case Management Information	SEARCH Group, Inc.			250,000
Sentencing Study	National Association Criminal Justice Planning			9,500
<b>CORRECTIONS/TREATMENT PROGRAMS</b>				
Probation and Parole Narcotics Interdiction National Training	American Corrections Association	299,460		
Intensive Supervision for Drug Offenders	Contra County, CA Los Angeles County, CA Ventura County, CA Georgia Iowa New Mexico Virginia Washington	150,000 150,000 150,000 150,000	67,000 66,500 66,500 150,000	
(Technical Assistance)	National Council on Crime and Delinquency	159,207	100,000	112,500
Technical Assistance to Correctional Programs and Agencies	Correctional Research Institute	349,993		187,500
Comprehensive State Department of Corrections Treatment Strategy	Alabama Connecticut Delaware Florida New Mexico New York Oregon New Jersey Hawaii California	100,000 119,747 463,230 521,634 482,579 85,128	400,000 400,000 400,000	400,000 400,000 400,000 100,000

<u>PROGRAMS</u>	<u>SITE</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
	Probation Executive			
Prison Capacity	Connecticut	142,000		
	Florida	162,000		
	Hawaii	161,000		
	Louisiana	94,000		
	Montana	123,145		
	Ohio	80,000		
	Oklahoma	160,000		
	Oregon	160,000		
	Nebraska	55,000		
	Rhode Island	88,170		
	South Carolina	106,953		
	South Dakota	117,000		
	Texas	114,565		
Wisconsin	108,000			
(Technical Assistance)	National Council on Crime and Delinquency	324,839		
Correctional Industries Clearinghouse/Manual	American Corrections Association			300,000
Strategic Planning for Prison Industries	Institute on Economic and Policy Studies			115,000
Private Sector Enhancement Technical Assistance and Training	American Corrections Association			180,000
BJA/Public Health Service Drug Treatment Intervention	Corrections Research Institute			148,790
Management of AIDS Population	National Sheriffs' Association		421,047	
Serious Juvenile Offenders	Pacific Institute for Research and Evaluation			199,900
Coordinate Interagency Drug Technical Assistance and Training	American Probation and Parole Association/ National Association of State and Local Drug Abuse Directors			400,000
Third National Conference on Female Offenders	Margaret Moore			5,000
<b>INFORMATION SYSTEMS</b>				
Drug Data Clearinghouse	Bureau of Justice Statistics	1,365,854		199,986
Drug Use Forecasting*	Birmingham, AL		21,433	
	Phoenix, AZ	77,600	48,400	
	Los Angeles, CA	84,035		
	San Diego, CA	51,690		
	Broward County, FL	4,844		

<u>PROGRAMS</u>	<u>SITE</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
(Technical Assistance)	Narcotics and Drug Research, Inc.	427,237	680,000	200,000
Model State Prison Drug Rehabilitation	Florida	400,000		
(Technical Assistance)	American Corrections Association	114,134		
Drug Treatment for State Correctional Institutions	Iowa	150,000		
	Ohio	150,000		
	New Mexico	150,000		
	North Carolina	150,000		
	Montana	150,000		
	Wisconsin	150,000		
(Evaluation)	Narcotics and Drug Research, Inc.		100,000	
Drug Treatment in the Jail Setting	Pima County, AZ	300,000		350,000
	Hillsborough County, FL	300,000		
	Cook County, IL		300,000	
(Technical Assistance)	American Jail Association	290,793	100,000	100,000
Criminal Justice Model Treatment Programs Documentation	National Criminal Justice Association	487,283		9,954
Pennsylvania Comprehensive Department of Corrections Drug Treatment	Pennsylvania Department of Corrections/Pennsylvania State University		40,000	
Innovative Local Drug Treatment	IL TASC			50,000
	EAC, Mineola, NY			50,000
	Safer Foundation, IL			50,000
	WI Correctional Services			50,000
	Marathon, RI			50,000
Treatment Monograph	Wiloughby			7,500
Wisconsin Department of Corrections Treatment Monograph	Wiloughby			9,880
Shock Incarceration (Boot Camp)	New York			248,142
	Texas			250,000
(Evaluation)	Transfer to National Institute of Justice		100,000	
Automation of Probation/Parole Interstate Compact	Council of State Government/Probation and Parole Compact Administrators Association			229,197
Probation Parole Interdiction	Council of State Government/National Association of			249,746

<u>PROGRAMS</u>	<u>SITE</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
* Includes some National Institute of Justice funding				
	Ft. Lauderdale, FL	37,240	37,240	
	Miami, FL	37,240	37,240	
	Chicago, IL	43,892	43,892	
	Indianapolis, IN	32,480	32,480	
	Orleans Parish, LA	36,980	32,480	
	Detroit, MI		36,780	
	Wayne State, MI	7,040		
	Kansas City, MO		35,560	
	St. Louis, MO		38,862	
	Omaha, NE		14,960	
	New York City, NY	91,054	76,560	
	Cleveland, OH		32,604	
	Portland, OR	75,012	65,040	
	Philadelphia, PA		59,005	
	Dallas, TX		53,472	
	Houston-Galveston, TX	58,531	79,379	
	San Antonio, TX		35,826	
	D.C. Pretrial Services	37,740	31,240	
	Transfer to National Institute of Justice			655,550
Baseline Management/Assessment Data for Treatment Alternatives to Street Crime (TASC)	National Consortium of TASC Programs	99,813		
Criminal History/TASC Program Assessment	SEARCH Group, Inc.	299,764		
Drug Equipment Proficiency Study	Transfer to National Institute of Justice			81,898
<b>EVALUATION PROGRAMS</b>				
Consortium for Drug Strategy Impact Assessment	Arizona	25,000		18,200
	Delaware			15,000
	District of Columbia	15,000		17,400
	Indiana	22,424		16,620
	Iowa	15,000		
	Massachusetts	15,000		10,000
	Michigan	25,547		22,576
	Minnesota			14,800
	Montana	20,000		16,207
	Nebraska			11,886
	New Jersey	9,960		15,496
	New York			15,280
	North Carolina			16,580
	Ohio	20,000		15,554
	Oklahoma			15,499
	Oregon			15,997
	Pennsylvania	9,346		13,327
	South Carolina			11,700
	South Dakota	20,267		20,000
	Texas	14,340		12,950
Utah	16,000			
Virginia	7,555		22,461	
Wisconsin			11,369	

<u>PROGRAMS</u>	<u>SITE</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
(Technical Assistance and Administration)	Criminal Justice Statistics Association	29,510	200,000	273,091
Case Management Applications of Drug Use Forecasting	National Consortium of TASC Programs		100,000	
Cocaine Use & Trafficking in Detroit	Wayne State University		9,915	
Impact of Drug Cases on the Criminal Justice System	Temple University		300,032	
Evaluation of BJA Grants	Transfer Funds to National Institute of Justice			1,852,229
Evaluation of Organized Crime/Drug Enforcement Task Forces	Transfer Funds to Executive Office the U.S. Attorney General			25,000
Drug Evaluation and Classification	Transfer to Department of Transportation		80,000	100,000
Drug Trafficking Initiative	National Association of Criminal Justice Planners			9,900



**Table 5**  
**States producing data on issues**  
**of policy concern**  
**calendar 1988 and 1989**

<u>Issue</u>	<u>Number of States</u>	
	<u>1988</u>	<u>1989</u>
Police	33	32
Prosecution	25	28
Jail	29	27
Sentencing	26	27
Controlled dangerous substances (drugs)	26	27
Courts	30	26
Juvenile Delinquency	27	26
Overcrowding	27	24
Personnel/Management Issues	19	22
Recidivism	16	21
Population Projections	24	20
Parole	24	19
Victims	24	19
Probation	23	17
Drunk Driving	22	16
Domestic Violence	18	15
Crime Prevention	17	14
Alternatives to Incarceration	18	14
Sexual Assault	10	14
Pretrial Release	16	14
Homicide	26	13
Child Abuse	14	13
Crime Projections	16	12
Public Attitudes	12	12
Corrections	*	12
Rehabilitation	13	11
Status Offenses	11	10
Plea Bargaining	16	10
Traffic Safety	8	8
Crime by Females	10	8
Bail	11	8
Risk Assessment	8	7
Restitution	7	5
Prisons	*	4
Expenditures/Budget/Finance	*	4
White Collar Crime	*	3
Bias Crime	2	2
Missing Children	*	1

\* Category not used in 1988

Source: Criminal Justice Statistics Association  
Computerized Index to Data Sources

Table 6

### Functions of State Statistical Analysis Centers in the area of Anti-Drug Abuse Activities

Activity Type	A	D	F	G	I	I	K	M	M	M	N	N	N	O	O	O	P	P	S	U	W						
	L	E	C	L	A	D	L	N	A	Y	D	A	N	O	H	M	Y	C	H	K	R	A	R	D	T	I	Y
ANALYSIS OF SYSTEM PROCESS		■		■			■	■	■		■	■							■	■							■
CLEARINGHOUSE	■		■				■	■					■		■	■	■							■			■
CRIME STATISTICS REPORTING	■	■	■	■			■	■	■	■	■	■	■	■	■									■		■	■
DATA FILE MAINTENANCE/UPDATE		■					■	■						■	■									■			
DIRECTORY							■	■										■									
INFORMATION SYSTEMS		■					■	■						■	■				■								■
LEGISLATIVE STUDY/ASSISTANCE							■	■						■					■								■
NEWSLETTER				■																							■
POLICY ANALYSIS							■	■				■	■	■					■	■	■				■		
PROGRAM EVALUATION				■		■	■	■	■		■	■	■	■				■	■	■				■			■
RESEARCH		■		■		■	■	■		■		■		■	■	■			■	■	■				■		■
SERVICES TO NON-SAC AGENCIES					■	■												■	■	■							
SIMULATION/MODELING																											
SOFTWARE DEVELOPMENT		■						■																			■
TASK FORCE SUPPORT							■	■	■		■	■	■						■						■	■	
TRAINING								■																			

Source: Criminal Justice Statistics Association,  
Computerized Index to Data Sources (CIDS).





**Table 8**

THE MOST CURRENT ESTIMATES OF THE NUMBER OF JUVENILE ADMISSIONS TO CUSTODY  
AND  
JUVENILES IN CUSTODY

	# of Facilities	# of Juvenile Admissions	# of Juveniles in Custody: 1-Day Counts
Juvenile Facilities (1) (Public & Private)	3,302	716,608	91,646
Adult Jails (2)	3,338	97,217	1,781
State Correctional Facilities (3)	903	9,078	3,996
Police Lockups (4)	3,570	Unknown	Unknown
TOTALS	11,113	822,903 (5)	97,423 (5)

Note: These data reflect a compilation of information from a number of separate statistical series. The definition of a "juvenile" differs in each data source. Also, the data on admissions do not represent individual youth taken into custody. However, these are the only data presently available to estimate the number of youth entering custody facilities.

Sources: (1) Children in Custody, 1987.  
(2) National Jail Survey, 1987.  
(3) Census of State Correctional Facilities, 1984.  
(4) Law Enforcement Management and Administrative Survey, 1987.  
(5) Totals do not include juveniles admitted to police lockups.

**Table 9****RATES PER 100,000\* JUVENILE ADMISSIONS TO CUSTODY  
BY REGION AND TYPE OF FACILITY**

	Juvenile Facilities	Jails	State Correctional Facilities
United States	2,764	273	25
Northeast	1,583	90	38
Midwest	2,514	281	17
South	2,363	397	35
West	4,740	341	6

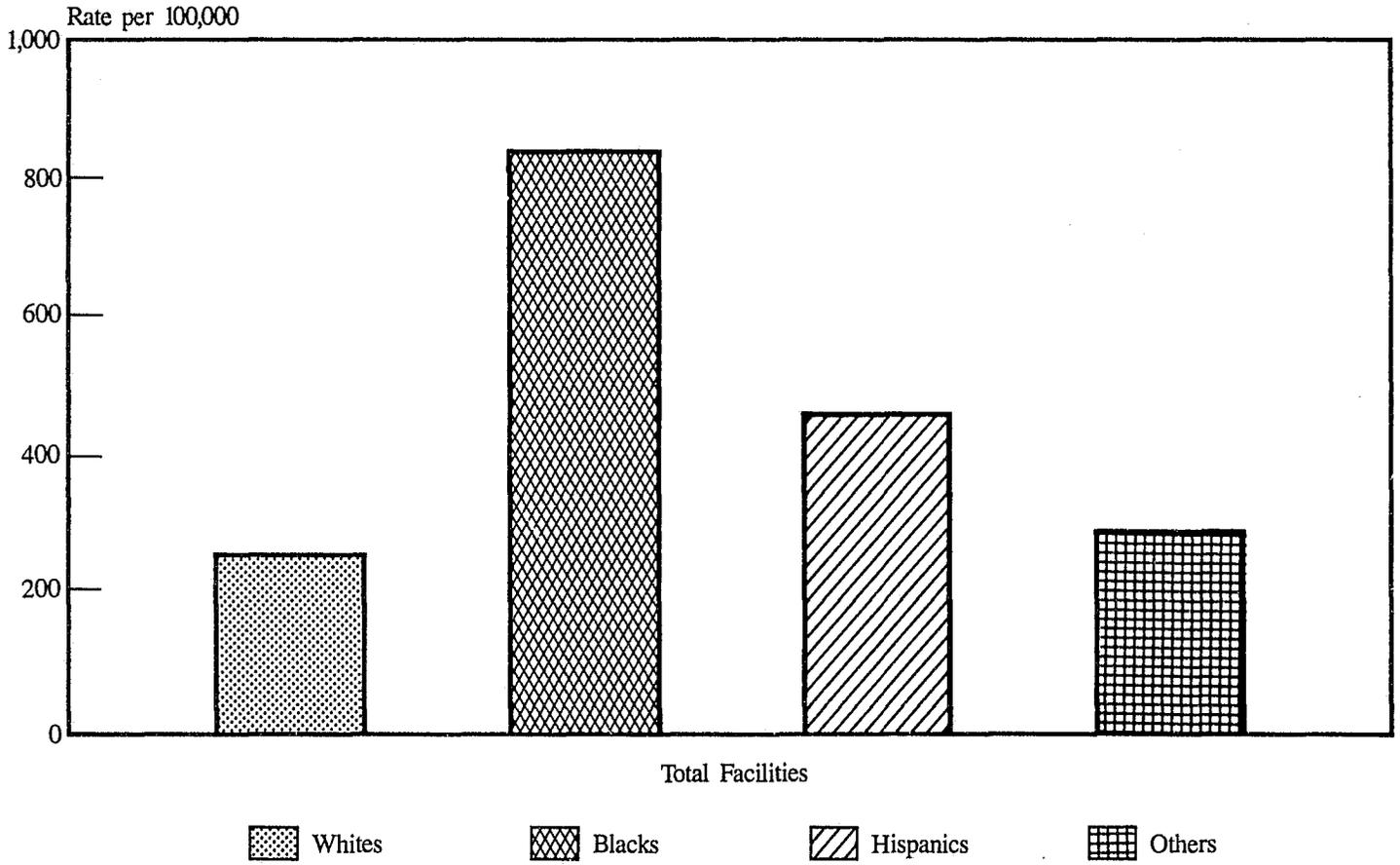
Note: These data reflect a compilation of information from a number of separate statistical series. The definition of a "juvenile" in each data source is different. Also, the data on admissions do not reflect individual youth taken into custody. However, these are the only data presently available to estimate the number of youth entering custody facilities.

Sources: (1) Children in Custody, 1987.  
(2) National Jail Census, 1983.  
(3) National Census of State Correctional Facilities, 1984.  
(4) U.S. Bureau of Census.

\*For juvenile facilities, the rate is based on the estimated number of youth, ages 10 to the upper age of original court jurisdiction in each State, for 1987. For adult jails and prisons, the rate is based on the estimated number of youth, ages 10 to 19 years, in 1985.

**Figure 1**

**JUVENILES IN CUSTODY BY RACE  
(RATES PER 100,000 IN ALL FACILITIES)**



Sources: Children in Custody, 1987.  
U.S. Bureau of Census, Population Estimates.