

U.S. Department of Justice
Office of Justice Programs



Office of Justice Programs

Annual Report of the Office of Justice Programs

Fiscal Year 1990



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**U.S. Department of Justice
National Institute of Justice**

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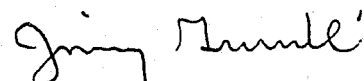
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TO THE PRESIDENT AND THE CONGRESS OF THE UNITED STATES

In response to the following legislative requirement, I am presenting to you the Annual Report of the Office of Justice Programs for Fiscal Year 1990. 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 (OJP), as well as the directors of the Bureau of Justice Assistance, the Bureau of Justice Statistics, and the 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 Section 522(b) of the Crime Control Act, which directs the Bureau of Justice Assistance to report each year regarding programs and other activities supported under the Edward Byrne Memorial State and Local Law Enforcement Assistance Program. Through this Program, funds are provided to States and units of local government to support drug control programs; and funds are used to sponsor demonstrations and evaluations of new initiatives that are likely to be successful in jurisdictions across the Nation in the war on drugs.

As you know, the Office of Justice Programs was created by the 1984 Amendments to the Omnibus Crime Control and Safe Streets 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. Its mission is to identify emerging criminal justice issues, develop and test promising approaches to address these issues, evaluate program results, and disseminate these findings and other information to States and local units of government. The Assistant Attorney General for the Office of Justice Programs guides the policy, focuses efforts on national priorities, and promotes coordination among the five major OJP Bureaus and Offices: 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). Through the programs developed and financed by its Bureaus and Offices, OJP works to form partnerships among Federal, State, and local government officials as well as community-based organizations to control drug abuse and trafficking, improve the administration of justice in America, meet the needs of crime victims, and find innovative ways to address problems such as gang violence, prison crowding, juvenile crime, and white-collar crime.

This Report describes the programs and other activities sponsored by OJP during Fiscal Year 1990. During the fiscal year, OJP worked to ensure that the programs it sponsored reflected the priorities set by President Bush and Attorney General Dick Thornburgh, particularly those outlined in the *National Drug Control Strategy*. OJP continued or initiated efforts to encourage multi-jurisdictional task forces at the Federal, State, and local levels to investigate and prosecute sophisticated drug trafficking organizations; demonstrate comprehensive drug testing of offenders during all phases of the criminal justice process; explore the effectiveness of intermediate sanctions to hold offenders accountable for their crimes; and implement comprehensive evaluations of programs to determine their effectiveness. Through these and other efforts, the Office of Justice Programs is working to reduce crime and violence and to achieve the President's goal of a drug-free America.



Jimmy Gurulé
Assistant Attorney General

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INTRODUCTION

The Office of Justice Programs (OJP) is a small agency within the U.S. Department of Justice, which was created in 1984 to provide the Federal leadership and coordination necessary to make the Nation's criminal justice system more efficient and effective. Its mission is to identify emerging criminal justice issues, develop and test promising approaches to address these issues, evaluate program results, and disseminate these findings and other information to State and local units of government.

For the past six years, OJP has worked to form partnerships among Federal, State, and local government officials to control drug abuse and trafficking, improve the administration of justice in America, meet the needs of crime victims, and find innovative ways to address problems such as gang violence, prison crowding, juvenile crime, and white-collar crime.

The Justice Assistance Act of 1984 amended the Omnibus Crime Control and Safe Streets Act of 1968 to establish the 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.

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 illegal drugs 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 System, Mar-

iel-Cuban Reimbursement, Federal Surplus Property Transfer, and Private Sector/Prison Industry Enhancement Certification Programs.

The Bureau of Justice Statistics (BJS) is the leading criminal justice statistical agency in the Nation. BJS collects, analyzes, publishes, and disseminates statistical information 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 responsible for the collection and analysis of criminal justice data and statistics. BJS also administers special programs to assist State and local governments in improving their criminal justice records and information systems, and to provide technical assistance and data relating to justice expenditures and drug-related crime.

The National Institute of Justice (NIJ) is the principal research and development agency in the Department of Justice. NIJ focuses on new approaches that strengthen the criminal justice system, analyzing criminal justice policies and practices, conducting demonstration projects, and testing new law enforcement and criminal justice programs. In addition, the Anti-Drug Abuse Act of 1988 required NIJ to evaluate drug control efforts across the Nation. With this mandate to examine "what works and why" in the war on drugs, NIJ studies a wide spectrum of issues, ranging from drug treatment and prevention to drug arrests and interdiction. NIJ's research reports and demonstration projects range from prison construction and intermediate punishments to innovations in science and technology.

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. In addition, OJJDP sponsors research on juvenile crime 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 Attorney General's Task Force on Family Violence, and the President's Child Safety Partnership.

During Fiscal Year 1990, 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 outlined in the *National Drug Control Strategy*. During the year, OJP initiated new programs to encourage multi-jurisdictional task forces at the Federal, State, and local levels to investigate and prosecute sophisticated drug trafficking organizations, demonstrate comprehensive drug testing of offenders at all levels of the criminal justice system, and explore the effectiveness and applications of intermediate sanctions to hold drug offenders accountable for their crimes. These programs are making significant contributions toward the President's goal of a drug-free America.

In addition, in Fiscal Year 1990, OJP made an important management improvement. OJP's *Fiscal*

Year 1990 Program Plan represented the first time OJP produced a single program plan document containing anticipated activities for all of the Bureaus for a given fiscal year. The unified planning effort resulted in roughly doubling the amount of competition in the major drug control program from the previous year; decreasing the planned number of continuation programs funded by BJA; and promoting program coordination among other Federal drug control agencies.

Part 1 of the following Report describes the significant programs and activities of OJP and its components during Fiscal Year 1990, the period from October 1, 1989 to September 30, 1990. Part 2 contains additional data of interest to Congress regarding State activities supported under BJA's drug control Formula Grant Program.

Office of Justice Programs

Major OJP Programs and Activities



WAR AGAINST DRUGS

The Office of Justice Programs plays a key role in the Nation's war on drugs, supporting initiatives to promote zero tolerance for illegal drug use and strong, effective enforcement against drug users and traffickers. All five OJP components work together, and in partnership with other Federal, State, and local officials, to implement President Bush's *National Drug Control Strategy* at the State and local levels to improve drug enforcement, to reduce the demand for drugs, and to enhance the coordination of drug control efforts.

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 \$395.1 million to 56 States and Territories in Fiscal Year 1990 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.

Each jurisdiction receiving BJA funds prepared, in consultation with State and local drug enforcement officials, a statewide drug control strategy that established program priorities based on an assessment of State and local needs and resources. In Fiscal Year 1990, State priorities for use of Formula Grant funds were: narcotics task forces and street sales enforcement (46 percent of the funds); corrections and drug use identification, testing, referral, and treatment for offenders (21 percent); prosecution and enhancement of financial investigations (8 percent); and demand reduction and crime prevention (4 percent). The remaining funds (21 percent) were used for a variety of other programs. A further analysis of States' use of Formula Grant funds is presented in Part 2 of this Report.

BJA also administers the Edward Byrne Memorial State and Local Law Enforcement Assistance Discretionary Grant Program, which tests the effectiveness of projects that, based on previous research or experience, are likely to be a success in more than one jurisdiction or that are national or multi-state in scope. In addition, BJA provides technical assistance and training to help State and local agencies adopt innovative narcotics control and criminal justice system improvement programs. BJA had available \$49.6 million for these programs in Fiscal Year 1990.

Priorities for the Discretionary Grant Program reflect policies established by the Administration, as well as statutory requirements set by Congress and recommendations from criminal justice practitioners at the Federal, State, and local levels. These priorities also are designed to provide guidance to help States decide what programs to support through Formula Grant funding, as well as with State and local resources.

Fiscal Year 1990 discretionary program priorities were consistent with the recommendations outlined in the *National Drug Control Strategy* and focused on street level enforcement, vigorous prosecution, seizure of drug profits, drug testing, drug demand reduction, intermediate or alternative sanctions, and program evaluations.

Enforcement

BJA's Crack Focused Task Forces and Street Sales Enforcement Programs made 8,343 arrests and seized 43 kilograms of crack and cocaine and 1,814 pounds of marijuana during Fiscal Year 1990. Seizures of assets totaled almost \$2.8 million, and forfeitures totaled \$419,366. These 18 projects began operations in late 1987 and 1988. The goal of the 10 Crack Task Forces is to improve the capabilities of local law enforcement agencies to investigate and disrupt crack cocaine trafficking organizations. The eight Street Sales Enforcement Programs are designed to strengthen urban enforcement and prosecution efforts targeted at street-level narcotics dealers and their customers.

The goal of BJA's Organized Crime/Narcotics Trafficking Enforcement Program is to enhance, through shared management of resources and operational decision-making, the ability of local, State, and Federal agencies to remove specifically targeted major narcotics trafficking conspiracies and offenders through coordinated investigations, ar-

rests, prosecutions, and convictions. The projects arrested over 10,000 mid- and high-level criminals and seized drugs, cash, and property with an estimated value of \$332 million between its inception in 1987 and June 1990. The seizures included drugs with a street value of over \$263 million, 70 percent of which was cocaine.

Each of the task forces includes State and/or local law enforcement agencies, a prosecuting agency, and U.S. Drug Enforcement Administration agents. The participation of a prosecuting agency ensures that prosecution strategies are incorporated into investigation plans and that legal consultation is available at every stage of the case. The participating prosecuting agencies include local prosecutors offices, the State Attorney General, and/or the U.S. Attorney.

The National Institute of Justice awarded grants to police departments in Pittsburgh, Hartford, Kansas City, Jersey City, and San Diego to develop sophisticated computerized drug information and mapping systems that will help law enforcement disrupt and, eventually, eradicate high-volume drug markets. The objective of the Drug Market Analysis Program is to define the nature and extent of street-level drug trafficking activity; provide current, online information to State and local law enforcement agencies about drug trafficking activity; measure law enforcement activity against street-level drug trafficking; minimize barriers caused by geographic, administrative, and political boundaries; and analyze information about the success of law enforcement efforts.

In addition, during the fiscal year, NIJ invited representatives of key State and local law enforcement organizations to participate in a Domestic Chemical Action Group (DCAG) to coordinate efforts to control the exportation and diversion of legitimate chemicals to produce illicit drugs. The DCAG acts as a liaison with the newly-created Chemical Action Task Force to ensure that the experience and concerns of domestic officials are represented before this international group. The Task Force, comprised of representatives from 20 countries, is charged with identifying the chemicals that should be controlled, reviewing existing diversion methods, and recommending appropriate legal and regulatory responses at domestic and international levels.

Asset Seizure and Forfeiture

One law enforcement technique that has proven effective in disrupting drug trafficking organizations is removing the profits that nurture these illicit businesses. BJA's Asset Seizure and Forfeiture Program provides training to State and local officials on the effective use of their State asset and forfeiture statutes. The training focuses on such topics as case law, effective investigative techniques, tracing assets through financial institutions, uncovering hidden assets, and coordinating with other enforcement agencies. Training has been provided to 1,579 investigators and prosecutors in 23 States. In addition, a series of 13 *Asset Seizure and Forfeiture* booklets have been published on such topics as *Civil Forfeiture: Tracing the Proceeds of Narcotics Trafficking*; *Public Records and Other Information on Hidden Assets*; *Developing Plans to Attach Drug Traffickers' Assets*; and *Informants and Undercover Investigations*.

The Utilization of State Civil RICO and Civil Remedies Statutes to Interrupt Enterprises Trafficking in Illegal Drugs Program is conducted through a BJA grant to the National Association of Attorneys General. The project supports technical assistance, training, and an information clearinghouse on the effective use of State civil RICO (Racketeer-Influenced Corrupt Organization) statutes as a litigation tool to interrupt illicit drug trafficking enterprises. A *Civil RICO Pleading Manual*, which provides new civil litigators with a model for constructing a RICO case, was published in 1990, and regional training seminars were held in four sites. In addition, four demonstration projects are testing different organizational and operational approaches, the results of which will be used to develop a prototype or model for civil RICO projects.

The seven Financial Investigation Programs supported by BJA seized over \$1.3 million in drugs, \$8.3 million in property, and \$18.4 million in currency between their inception in 1988 and June 1990. These programs are designed to demonstrate the effectiveness of a centrally-coordinated multi-jurisdictional approach to the investigation and prosecution of narcotics-related financial crime. Techniques used include: tracing drug-related financial transactions, analyzing the movement of currency, identifying criminal financial structures and money laundering schemes, and asset forfeiture administration.

BJA's Local Drug Prosecution Technical Assistance and Training Program responds to a challenge in the *National Drug Control Strategy* that local prosecutors should 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 and functions as a clearinghouse for all types of information of interest to drug prosecutors, including training materials, exemplary programs, and model drug legislation. Information is provided on model legislation in such areas as asset forfeiture, money laundering and user accountability. The Center responds to a wide variety of inquiries ranging from the case specific, such as trial techniques, to issues concerning organizing the community against drugs.

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.

BJA awarded a demonstration grant during the fiscal year to Portland, Oregon, to conduct drug testing from the pretrial phase through parole as an additional measure of supervision over arrestees and offenders. The project uses drug testing to identify drug-abusing individuals entering the criminal justice system and assess arrestee or offender compliance with court-ordered conditions. Its goal is to break the drug use and crime cycle through appropriate sanctions and treatment, and return the offender to the community drug free.

Under another BJA grant, the American Probation and Parole Association is developing drug testing guidelines for both the pretrial and post-adjudication stages in the criminal justice process. APPA has adopted guidelines to assist agencies

dealing with adjudicated offenders, and is developing pretrial drug testing guidelines, which should be completed in 1991. Together, these documents will provide guidance for probation and parole officials so that drug testing programs can be implemented and effectively and consistently administered in probation and parole agencies.

During Fiscal Year 1990, BJA's six Pretrial Drug Testing Programs administered drug tests to over 50,000 arrestees during pre- and post-arraignment, providing a valuable tool for the criminal justice system to identify and monitor individuals suspected of drug use. Two sites concluded Federal funding and were continued with local revenues during the fiscal year; funding for two other sites also will be assumed by local authorities. During the year, Los Angeles, California, was included in the program to demonstrate the feasibility of drug testing in a large jurisdiction.

A *Drug Testing Program Brief and Implementation Guide* were under development during 1990 to assist jurisdictions design, plan, and operate pretrial drug testing programs. Technical assistance and training were provided through a BJA grant to the Pretrial Services Resource Center to guide planning and implementation efforts. In addition, BJA and NIJ co-host workshops throughout the country to inform jurisdictions interested in implementing drug testing programs about the latest technology and operational experiences.

NIJ's Drug Use Forecasting Program (DUF), begun in 1987, has become one of the most significant tools available to help the criminal justice community understand the scope of drug use in major urban areas across the Nation. The DUF program was singled out by the Office of National Drug Control Policy (ONDCP) in its publication *Leading Drug Indicators* as being among the eight most important drug indicator systems now available. ONDCP noted that the DUF program is unique because, "First, it determines drug use primarily through urinalysis; and second, it examines drug use among those charged with criminal behavior." Drug testing data from DUF revealed that the rate of cocaine use among tested male arrestees is about twice as high as that reported to interviewers, as was documented in NIJ's March 1990 *Research In Action* report, *1988 Drug Use Forecasting Annual Report*.

The DUF program operates in 24 sites; 19 sites test female arrestees, and 11 DUF sites collect data on juveniles. The DUF findings, published quarter-

ly, help State and local officials monitor drug use trends among arrestees and guide prevention and education measures. In San Diego, DUF data confirmed the need for a court that would deal exclusively with drug-involved offenders. And in Illinois, the success of the DUF program in Chicago resulted in the replication of DUF in seven counties.

After media reports in late 1989 that "ice"--a smokeable form of the stimulant methamphetamine--would fuel the next major drug epidemic, DUF data proved the contrary, at least among arrestees. A *DUF Research In Action* report in May 1990 showed that the use of "ice" among arrestees was less than expected. In a DUF sample of 15 major cities, less than 4 percent of arrestees interviewed said they had used the drug.

In 1990, NIJ launched a research effort to apply this drug testing information to local policy. Through a series of grant awards, NIJ is supporting the work of researchers who will investigate such topics as: the relationship between drug use and the crime rate; differences between arrestee self-reported drug use figures and the results of urine testing; and the need for particular forms of drug treatment programs.

NIJ grants to Los Angeles, Cleveland, and Washington, D.C., will show how drug testing impacts justice policy. In Los Angeles, researchers will determine the feasibility of using DUF data to assess both drug-use prevalence and treatment needs among offender populations. In Cleveland, an analysis of female arrestee data will shed light on the relationship between cocaine addiction and prostitution, and may yield vital information on the spread of AIDS. In Washington, a study of criminal histories of DUF sample members will provide concrete information local officials can use in planning pretrial supervision, drug treatment, and prevention efforts.

A panel of distinguished analysts has been appointed as the program's Research Advisory Board. The Board will help NIJ assess the methodology involved in assembling the collection of DUF data.

Also during Fiscal Year 1990, OJJDP began developing a comprehensive drug identification screening and testing program for the juvenile justice system that includes the development of training curricula for policymakers, administrators, and probation and parole officials.

In addition, OJJDP provided funding to the American Probation and Parole Association to develop drug testing guidelines for the juvenile justice system. The guidelines describe the rigorous collection, identification, and chain of custody procedures needed for effective drug testing programs for juveniles.

Reducing Court Delay

OJP also has initiated programs to help State and local justice systems improve the processing of drug cases so that offenders are brought to justice without undue delay.

Initial results from BJA's Differentiated Case Management (DCM) and Expedited Drug Case Management Demonstration Programs, which applies the DCM model to drug case processing, show that these programs offer the courts a valuable tool for managing growing caseloads. Under this model, the courts, in cooperation with prosecutorial and public defense offices, assign cases to separate processing tracks based on case characteristics. In 1988, BJA selected five courts to develop and test the DCM model. In 1989, three additional sites were chosen to test the applicability of the DCM model in processing the increasing number of drug cases.

The DCM program in Pierce County (Tacoma), Washington, which targeted drug cases, reported a significant decrease in case processing time despite a dramatic increase in drug caseload. For example, prior to program implementation, only 8 percent of cases were arraigned within 30 days, and only 11 percent within 90 days. Under the DCM model, 49 percent of cases were processed within 30 days, and 88 percent were arraigned within 90 days.

As a result of the faster and more efficient processing of cases, the number of bench warrants issued for non-custody defendants decreased 50 percent, and the number of pretrial detention days also declined. In addition, its more efficient use of staff resources enabled the court to focus resources on serious cases.

The DCM program in Wayne County (Detroit), Michigan, reported a 38 percent increase in productivity, measured by the number of cases disposed of per judge. While the caseload in the court increased 70 percent since January 1988, the pending caseload and the number of cases over 180 days in age have both decreased. In addition, the diversion

and expedited processing of cases have resulted in a dramatic reduction in costs for indigent defense services and workload related to pretrial supervision and probation functions.

An NIJ project conducted evaluations of expedited drug case management programs at three sites--Philadelphia, Pa., Middlesex County, N.J., and Marion County, Ind. Preliminary findings indicate that these programs, or parts of them, may be of most value to congested urban areas where their effects can be felt not only by the courts but also by other parts of the criminal justice system, particularly crowded jails.

Case disposition data from the Bureau of Justice Statistics' *Prosecution of Felony Arrests, 1987* series showed that in jurisdictions experiencing a high volume of drug cases, prosecutors have obtained a higher number of felony convictions and prison sentences than before the explosion in drug crime. An NIJ study is analyzing this success in prosecuting drug cases and identifying the types of prosecutorial policies that contribute to the ability to process the increase in volume while simultaneously increasing the severity of punishment. The findings will be published as an NIJ *Issues and Practices* report, and will include case studies describing in detail successful approaches to local drug prosecution.

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. As the *National Drug Control Strategy* noted, "Because our policy seeks to reduce the overall level of drug use nationwide, preventing drug use before it starts is a long-term imperative of Federal strategy." OJP is helping to prevent experimentation with illegal drugs and to reduce the demand for drugs through a number of important programs.

Denial of Benefits to Drug Offenders

Pursuant to Title V, Subtitle G, Section 5301 of the Anti-Drug Abuse Act of 1988, OJP implemented the Denial of Federal Benefits Program in late Fiscal Year 1990. The Act provides that any individual who is convicted of a Federal or State offense for the distribution or possession of a

controlled substance may, at the discretion of the court, be denied Federal benefits, including grants, contracts, loans, professional licenses, or commercial licenses. OJP has established a clearinghouse to process notifications from courts of such sentences and to transmit them to the General Services Administration (GSA) for inclusion in the Debarment List and to Federal agencies.

In addition, under this program, grants were awarded to the National Center for State Courts to provide information and to facilitate implementation of denial of benefit programs at the State level, and to the State of Rhode Island to conduct a demonstration of state-level implementation of a denial of benefits program.

The DARE Program

The Drug Abuse Resistance Education (DARE) Program teaches children in grades kindergarten through 12 ways to resist peer pressure to experiment and use drugs. Focusing on students in grades five and six, DARE teaches young people about the consequences of drug use, and how to respond to peer pressure to try drugs and alcohol. As of July 1990, approximately 7,500 instructors had been trained by or with the assistance of the five Regional Training Centers supported by BJA. Over 10 million elementary and junior high students in the United States have received DARE training. During Fiscal Year 1990, DARE training was expanded to include drug use prevention training for parents.

The McGruff Campaign

The National Citizens' Crime Prevention Campaign continued during 1990 under a cooperative agreement between BJA and the National Crime Prevention Council. The campaign sponsors public service advertising featuring McGruff, the Crime Dog, who urges citizens to help "Take A Bite Out of Crime" and advises young people against experimenting with drugs. In addition, the campaign develops and tests demonstration programs focusing on community involvement in drug prevention, disseminates crime and drug prevention materials, provides technical assistance and training, and coordinates the activities of the 134-member Crime Prevention Coalition. The OJP Assistant Attorney General serves as Chairman of the Coalition.

During 1990, the major focus of the Campaign was to encourage community and police partnerships to reduce crime and drug abuse. Two new McGruff public service ads were released during 1990 in conjunction with this effort, and a training guide, *Challenges and Opportunities in Drug Prevention: A Demand Reduction Resource Guide for Law Enforcement Officers*, was produced and disseminated to 16,235 law enforcement agencies and the public. The guide is designed to encourage law enforcement officers to develop and implement demand reduction programs at the local level, and provides practical information on all aspects of implementing such programs. In addition, three "Demand Reduction Workshops for Police Chiefs and Sheriffs" were held during the year to help chief executive officers and law enforcement agencies define their role in reducing the demand for drugs, and to provide training on developing comprehensive community and law enforcement-based programs.

Systems Approach Prevention Program

BJA's Systems Approach to Community Crime and Drug Prevention Demonstration Program provides a model law enforcement agencies can use to enlist the services of other government agencies and to mobilize the community to reduce crime and drug activity. This "systems approach" focuses on making crime and drug prevention a high priority for police and making prevention a routine part of the daily activities of uniformed officers. In addition, it encourages prevention training for all law enforcement personnel. The systems approach consists of a multi-disciplinary planning team, citizen involvement, crime analysis, and implementing the principles of crime and drug prevention through environmental design.

The four demonstration sites have been successful in forming partnerships with residents in target areas and with other city agencies to reduce criminal and drug activity. For example, in Knoxville, Tenn., drug activity was dramatically reduced in one public housing project simply by changing traffic patterns and closing some streets to through traffic. Through the combined efforts of the police department, the Community Development Corporation, and the Department of Traffic Engineering, the 1,200 vehicles per day driving through the project, many only there to buy and sell drugs, fell to 50 vehicles per day after the changes were made.

Tucson, Ariz., mobilized residents in its midtown area to assist police in combatting a soaring number of burglaries. Over 400 citizens attended a police-sponsored community forum to discuss how the public could work with the police. During the next six weeks, over 170 burglary cases were cleared, 17 individuals were arrested, and the rash of burglaries ceased.

Other Programs

BJA developed a \$2 million program to test innovative neighborhood-oriented policing programs in 13 sites across the country. The programs will emphasize police-community interaction to reduce illegal drug use and other crimes in targeted neighborhoods. Planning teams comprised of representatives from the community and local government will work with police to exchange information and develop strategies and prevention projects. For example, police will establish mini-stations near schools, train landlords in clean-up and security measures to reduce crime and drug trafficking on their properties, and teach business owners how to effectively intervene when trouble arises and when to call police to report problems.

NIJ is assessing community efforts that target resources specifically on the drug problem of a community. Case studies have begun in Kansas City, Boston, Washington, D.C., and Los Angeles to identify those factors that determine success and promote the effectiveness of such efforts.

NIJ also is studying promising approaches to substance abuse prevention for high-risk, inner-city youths nationwide. A project in Philadelphia is designed to learn more about how demand reduction programs work and the characteristics of their success. This NIJ effort will result in a series of products to help practitioners select, develop, and implement prevention programs in their own communities.

During Fiscal Year 1990, the Office of Juvenile Justice and Delinquency Prevention began or continued several programs to help young people resist the urge to experiment with drugs. OJJDP's Super Teams project, for example, uses peers and professional athletes to counsel youth against abusing alcohol and drugs and how to resist peer pressure to experiment with these substances. The program operates in three phases: First, school personnel and parents attend a workshop to learn about the Super Teams program. Second, peer

counselors attend a five-day session to learn about counseling techniques, pressures of adolescence, drug prevention methods, the effects of drug and alcohol abuse, and AIDS. Participants pledge to stay drug free and to recruit other students to join the program when they return to school. In the third phase, Super Team participants develop school-wide substance abuse awareness activities and provide peer counseling.

In addition, OJJDP entered into an agreement with the U.S. Department of Education's Office of Special Education and Rehabilitative Services to support the development, implementation, and evaluation of a program to train counselors in State vocational rehabilitation agencies in drug abuse prevention and treatment. The goal of the project is to encourage referrals to treatment for drug-dependent juvenile offenders and, once they become drug free, to employ them as peer counselors.

DRUG-RELATED RESEARCH

In Fiscal Year 1990, the Office of Justice Programs gave priority to research to aid in the *National Drug Control Strategy*. 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.

For example, BJS provided staff support and technical assistance for three major programs of the Office of National Drug Control Policy (ONDCP). First, BJS prepared an extensive report through the Drugs and Crime Data Center and Clearinghouse dealing with high intensity drug trafficking areas that became Appendix A of the President's 1990 Strategy.

Second, BJS funded a technical assessment of the four major drug data clearinghouses: the National Clearinghouse for Alcohol and Drug Abuse, operated by the National Institute on Drug Abuse; the Drug Information and Strategy Clearinghouse, operated by the Department of Housing and Urban Development; and the National Criminal Justice Reference Service and the Drugs and Crime Clearinghouse, both administered by OJP.

Third, BJS developed two major publications concerning drug data--*Federal Drug Data for National Policy* and *State Drug Resources: A National*

Directory--that were issued at the ONDCP-sponsored National Conference on State and Local Drug Policy. BJS also supported a conference conducted by the Drug Policy Research Center of the RAND Corporation that discussed "Improving Data for Federal Drug Policy Decisions: Correcting Flaws and Filling Gaps."

In addition, many of the ongoing BJS statistical series include data relating to the case processing of drug-related offenses, in the categories of drug possession, drug trafficking, and other drug offenses, such as possession of drug paraphernalia, and forging or uttering a false prescription for a controlled substance. BJS publications on these topics released in Fiscal Year 1990 include: *Felony Sentences in State Courts, 1988*; *Felons Sentenced to Probation in State Courts, 1986*; *Profile of Felons Convicted in State Courts, 1986*; *National Corrections Reporting Program, 1985*; *Felony Defendants in Large Urban Counties, 1988*; *Federal Criminal Case Processing, 1980-87*; *Compendium of Federal Justice Statistics, 1985*; and *The Prosecution of Felony Arrests, 1987*.

NIJ published a report in 1990 on multi-jurisdictional anti-drug task forces that illustrates how a variety of collaborative approaches can satisfy different community needs and resources. NIJ case studies describe novel approaches as well as more traditional strategies that are proving effective in cities and counties across the Nation. The report describes techniques to mobilize a variety of agencies--criminal justice, health, education, business, and citizen organizations--to combat drug use. It also explains how to target the most serious problems, devise the right tactics, and marshal the needed resources.

EVALUATION

The Anti-Drug Abuse Act of 1988 directs the National Institute of Justice to evaluate drug control programs funded by the Bureau of Justice Assistance. In Fiscal Year 1990, NIJ awarded \$4 million for the evaluation effort, up from \$3 million in Fiscal Year 1989. The 1990 awards are supporting 13 new efforts and six continuations of evaluations begun in Fiscal Year 1989.

Among the strategies being assessed are programs involving enforcement against drug trafficking on city streets, including efforts in Detroit and New

York City, where Tactical Narcotics Teams (TNT) deploy narcotics officers in targeted neighborhoods. Other evaluations are assessing anti-drug enforcement in public housing projects and multi-jurisdictional narcotics task forces. Studies are also assessing the merits of expedited management of drug cases in the criminal courts and innovative sanctions such as the Urban Boot Camp program in Los Angeles, which provides military-style discipline, drug counseling, and remedial and vocational education for youthful drug offenders.

Evaluations of community policing experiments continue in Houston, Tex., and Madison, Wis. These are providing new information on the activities of the "community police officer," and on the police department reorganization and personnel evaluation methods that are needed when a community policing project is implemented. Recently completed research in Seattle indicates that a formally-organized community policing effort stimulates citizen participation and leads to significant reductions in crime.

DRUG DATA SHARING

Since its establishment in 1988, OJP's Drugs and Crime Data Center and Clearinghouse has continued to provide a centralized source of readily accessible information and data on drugs and crime for use by Federal, State, and local policymakers, criminal justice practitioners, researchers, private organizations, the media, and the general public. Operated by BJS with funding from BJA, the Clearinghouse aims to increase knowledge about drugs and crime by analyzing drug policy and programs, providing technical assistance, and compiling data and information to help policymakers formulate national, State, and local drug control strategies.

Special attention is given to the needs of State and local government agencies, especially those seeking data to meet the statistical and planning requirements of BJA's drug control Formula Grant Program. The Drugs and Crime Data Center and Clearinghouse provides the most current data on illegal drugs, drug law violations, drug-related crime, drug-using offenders in the criminal justice system, and the impact of drugs on criminal justice administration. The Clearinghouse can be reached toll-free by dialing 1-800-666-3332.

WHITE-COLLAR CRIME

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 covering all 50 States. Over 2,000 State and local and 125 Federal member agencies 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 Appalachian and gold-mining and other precious metals fraud throughout the country.

From their inception in 1984 through June 1990, RISS program services were utilized by member agencies in investigations resulting in 25,630 arrests, seizure of controlled substances valued at over \$1 billion and assets of over \$200 million, and recovery under civil RICO statutes of almost \$14 million. In addition, training has been provided to more than 42,000 State and local law enforcement officers in 1,756 sessions.

In cooperation with the Department of Education, NIJ is working with State and local law enforcement agencies and private sector representatives to stem the tide of computer crime during the 1990s. An NIJ advisory panel composed of law enforcement, education, and private sector representatives will help school officials and teachers construct curricula aimed at enhancing computer ethics and preventing computer crime by students.

In Fiscal Year 1990, NIJ also funded the publication of a manual on the detection and investigation of money laundering, including a description of major money laundering methods. In addition, NIJ prepared an inventory of strategies for use against each method, and guidelines for establishing detection programs within State and local law enforcement agencies.

PRISON AND JAIL IMPROVEMENTS

Many State and local criminal justice officials face an urgent need for increased jail and prison space to house the record inmate population. BJS surveys found that the Nation's Federal and State prison population increased 6 percent during the first half of 1990, reaching a record 755,425 men and women. The prison population has increased 115 percent since 1980, BJS reports. The Office of Justice Programs is helping State and local officials find creative ways to deal with the prison capacity problem so that offenders are held accountable for their crimes in a manner that ensures the protection of the public.

INTERMEDIATE SANCTIONS

The development of programs to provide a continuum of sentencing options was a priority for OJP in Fiscal Year 1990. These intermediate sanctions represent correctional alternatives between simple probation and incarceration, and include options such as boot camps, house arrest, community service, expanded use of fines, and restitution.

BJA's Shock Incarceration (Boot Camp) Program is being demonstrated in four sites. The projects provide a highly-structured, military-type environment for young, nonviolent first offenders. The services provided by the programs include: military-type drills, physical conditioning and manual labor, life skills education, job training, and alcohol and drug treatment and therapy while in the programs; aftercare programs such as intensive supervision or residential probation and temporary work for offenders when they return to the community; individual, group, and family counseling; job and educational referrals; and relapse prevention sessions. BJA and NIJ are conducting an assessment of the effectiveness of these demonstration programs and several shock incarceration programs operated by the States.

In addition, during the year, OJJDP began developing a program that will fund demonstrations of boot camps for adjudicated, nonviolent juvenile offenders. The program aims to provide a criminal sanction while emphasizing responsibility for one's own actions; increase academic achievement; provide discipline through physical conditioning and

team work; and reduce drug and alcohol abuse among juvenile offenders. A Request for Proposals was published in the *Federal Register* on July 12, 1990, and 26 applications were subsequently received. Grants to up to three sites will be awarded in the Spring of 1991.

NIJ has tracked the development of many boot camp programs to help policymakers make decisions regarding shock incarceration. An NIJ survey showed that there are 21 programs for adult offenders in 17 States and another three States are planning to implement programs in 1991. NIJ research is exploring how adult and juvenile shock incarceration programs actually work to change offender behavior and attitudes.

For the third consecutive year, NIJ survey data show a steady rise in the use of electronic monitoring as a criminal sanction. While overall numbers are small relative to the incarcerated population, the total number of offenders in electronic monitoring programs has roughly tripled each year. In addition to studying the extent of electronic monitoring and the offenders on whom it was used, NIJ's survey reviewed specific technologies, responses to offender violations, termination and success rates, and laws related to electronic monitoring.

Electronic monitoring programs are in place in 38 States, with more than two-thirds of the sites collecting fees from offenders who are admitted to the program. Routine substance abuse testing was conducted in 5 out of every 6 programs. Most monitoring programs require that offenders have jobs, telephones, and fixed residences. Somewhat fewer than half of the States have specific enabling statutes for electronic monitoring.

During Fiscal Year 1990, OJJDP continued to encourage restitution as a sanction for juvenile offenders. OJJDP's RESTTA--Restitution Education, Specialized Training and Technical Assistance Program provides expert consultation, training, and instructional materials to help courts and juvenile justice practitioners develop, implement, and improve programs that require restitution from juvenile offenders.

In addition, in the Fall of 1990, NIJ sponsored a 3-day conference on intermediate punishments as sentencing options. More than 300 local, State, and Federal criminal justice officials, legislators, researchers, and treatment professionals gathered in Washington, D.C., to learn about intermediate punishments and to share information about the

design and costs of emerging new programs from all across the country.

INCREASING CAPACITY

OJP is helping State and local jurisdictions find innovative, cost-effective ways to increase prison and jail capacity.

Through the Federal Surplus Real Property Transfer Program, BJA helps transfer suitable surplus Federal buildings and other property to State and local governments for correctional use. Since 1985, 15 such properties have been transferred under the program for new construction or renovation of corrections facilities.

NIJ's Construction Information Exchange offers easy access to the latest concepts and techniques for planning, financing, and constructing new prisons and jails. State and local officials can tap into this valuable network and obtain the information they need through:

- The Construction Information Exchange Data Base, an up-to-date information resource which offers detailed information on more than 260 jails and prisons, including construction costs, financing methods, floor plans, staffing levels, and operational costs.

- The *National Directory of Corrections Construction*, which provides the same wealth of information in book form. It also includes floor plans for typical housing units, and lists the administrators, sheriffs, architects, and other professionals who have recently completed a prison or jail project.

- *Construction Bulletins*, case studies of critical corrections issues and selected construction projects that demonstrate new building techniques and report time and costs savings. In Fiscal Year 1990, NIJ published *Construction Bulletins* on the transfer of Federal surplus property to States for prison sites, and on a Federal Bureau of Prisons model design adapted by South Carolina.

OTHER PROGRAMS

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 1990, 36 States were awarded an average of \$190 per month for each of the 2,483 inmates verified as meeting the reimbursement criteria. Payments totaled \$4,962,000.

BJA's Private Sector/Prison Industry Enhancement Certification Program provides for the limited deregulation of Federal laws prohibiting the movement of State prisoner-made goods in interstate commerce and purchase by the Federal Government. By the end of Fiscal Year 1990, 857 inmates were employed in 20 certified programs involving 59 prison industry projects. Since the inception of the program in December 1979, inmates employed in these programs have earned over \$16.7 million in wages and contributed over \$7.4 million in taxes, room and board, family support, and compensation to victims. Through a cooperative agreement with the American Correctional Association, BJA provides technical assistance and training to participating programs and State and local units of government interested in developing prison industry programs.

In addition, during the year, BJA's Correctional Industries Information Clearinghouse published a *Training Handbook for Correctional Industry Line Supervisors*. The handbook provides practical information for newly-hired, first-time prison industry supervisors. It addresses safety and sanitation, production, correctional and financial management, and training skills.

OJJDP entered into an interagency agreement with the U.S. Department of Education to develop, implement, and evaluate a drug treatment program for use in State juvenile rehabilitation facilities.

VICTIMS OF CRIME INITIATIVES

In addition to controlling and preventing crime, the Office of Justice Programs is 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 1990, \$125 million was available in the Fund from monies collected in 1989. Another \$125 million will be awarded in 1991 from monies collected in 1990. By the end of 1990, a total of nearly \$424 million had been awarded to States and Territories to aid crime victims across the Nation.

VICTIM COMPENSATION AND ASSISTANCE

In Fiscal Year 1990, \$46,527,000 was awarded to 42 State programs that compensate crime victims for expenses resulting from their victimization. The amount allocated to each State is 40 percent of the compensation funds the State paid out to crime victims the previous year. To qualify for funding, State compensation programs must reimburse crime victims from State funding sources for: medical expenses, including mental health counseling, wage loss attributable to physical injury, and funeral expenses. In addition, the State programs 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.

In 1988, amendments to VOCA added new requirements to the VOCA crime victim compensation program: States must provide compensation to victims of drunk driving and domestic violence. In addition, States must compensate 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 State where the crime occurred does not have eligible crime victim compensation programs. An amendment to VOCA in the Crime Control Act of 1990, P.L. 101-467, extended the deadline imposed upon States to meet these new requirements from October 1, 1990, to October 1, 1991.

OVC conducted an extensive 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 1992 funds. State officials were notified of OVC's findings. Subsequently, most States have amended their laws to meet the new requirements.

Over the past five years, the number of eligible States participating in the VOCA crime victims compensation grant program and the amount of Federal funds they received have steadily increased. In Fiscal Year 1986, the first year awards were made, 39 State compensation programs received Federal awards from the Crime Victims Fund totaling \$23,594,000. This amount was based on 35 percent of the States' certified payments to crime victims (\$67.5 million) from State funding sources. In Fiscal Year 1990, 42 States, which awarded \$117 million to crime victims from State funding sources, received 40 percent reimbursements from the Crime Victims Fund totaling \$46,527,000. Thus, State and Federal payments to crime victims have increased more than 100 percent since Fiscal Year 1986.

This increase in funding has fostered:

- expansion of State victim compensation benefit payments and maximum awards to crime victims;
- efforts to make crime victims more aware of benefits;
- improved coordination among victim compensation programs, local victim services agencies, and law enforcement;
- outreach to crime victims who have traditionally been excluded from participating in State compensation benefits, such as, Native Americans and victims of drunk driving incidents and domestic violence; and

- stabilized State funding support for crime victim compensation programs.

In Fiscal Year 1990, OVC also awarded \$64,818,000 to States and Territories to support 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, as well as victims of other violent crimes such as drunk driving crashes and families of homicide victims.

Like the amounts awarded from the Crime Victims Fund to State compensation programs, awards to States and Territories to support victim assistance services have also increased dramatically --64 percent since money was first available in 1986. As funding increased, OVC has observed:

- an increase in the number of community-based victim assistance programs receiving Federal funds to support their efforts;
- an expansion in the types of services provided;
- outreach to other victims of violent crimes, such as victims of drunk driving crashes, elderly victims of assault and abuse, Native American victims of violent crime on reservations, and survivors of homicide victims; and
- an increase in the type of organizations that offer victim services, such as universities and mental health and social service agencies.

To complement and enhance victims assistance and compensation programs, OVC awarded grants from the Crime Victims Fund totaling \$380,527 to support training for victims assistance providers and crime victims compensation program staff.

FEDERAL CRIME VICTIMS PROGRAM

A portion of the Crime Victims Fund (up to \$1.25 million) is available each year to support services for victims of Federal crimes. During Fiscal Year 1990, OVC focused on strengthening efforts begun in 1988 to establish and improve

assistance services for victims of Federal crimes in Indian country.

Aid for Victims in Indian Country

OVC awarded grants totaling more than \$1.4 million to 15 States to support victim assistance services on Indian reservations. The States and award amounts are:

Arizona	\$175,500
Idaho	\$115,500
Kansas	\$40,000
Michigan	\$63,000
Minnesota	\$40,500
Montana	\$200,500
Nevada	\$105,000
New Mexico	\$200,500
North Dakota	\$100,500
Oregon	\$35,500
South Dakota	\$195,500
Utah	\$50,500
Washington	\$170,500
Wisconsin	\$35,000
Wyoming	\$75,500

The States subgranted these Federal funds to 52 Indian tribes or tribal organizations that have initiated, expanded, or improved "on-reservation" services for violent crime victims. 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. Prior to OVC's grant program, victim assistance services were almost non-existent in remote areas of Indian country, where violent crimes are prevalent.

To provide needed training and information for the 52 new programs, during the fiscal year, OVC funded an Indian Nations conference that brought together over 300 service providers from 22 States to discuss crime victims' issues involving Native Americans, solve problems, and attend skills building workshops. OVC also awarded funding to a Native American organization to provide individualized training and technical assistance to the 52 new programs through regional training seminars, on-site consultation, and telecommunication conferences.

Federal Law Enforcement Training

Federal victims program efforts in 1990 included training programs for Federal prosecutors, investigators, and Victim-Witness Coordinators in U.S. Attorneys Offices concerning handling child abuse cases in the Federal criminal justice system. OVC sponsored a training conference on child sexual exploitation, and trained teams of over 200 Federal investigators, prosecutors, and service providers who address problems of child pornography, child sexual exploitation, and multiple child victim cases. OVC funding also enabled teams of Federal criminal justice officials to attend a day of specialized training on the handling, investigation, and prosecution of child sexual abuse cases in the Federal judicial system. The training was held in conjunction with the Sixth National Symposium on Child Sexual Abuse.

OVC also sponsored training for Federal law enforcement officers through an interagency agreement with the Federal Law Enforcement Training Center. The training focused on responsibilities to victims and witnesses, and services as prescribed by the Victim and Witness Protection Act of 1982 and the subsequent *Attorney General's Guidelines on Victim and Witness Assistance*. Six training sessions were held for Bureau of Indian Affairs personnel, and four regional sessions were conducted for other Federal law enforcement officers.

In addition, during Fiscal Year 1990, OVC, in coordination with the Executive Office for U.S. Attorneys (EOUSA) and the Law Enforcement Coordination Subcommittee/Victim Witness of the Attorney General's Advisory Committee, developed a questionnaire to determine to what extent U.S. Attorneys offices were implementing the *Attorney General's Guidelines on Victim and Witness Assistance*. The survey found widespread compliance with the guidelines. OVC also developed a checklist to attach to individual criminal case files to help U.S. Attorney staff follow the guidelines for providing services to crime victims. Additional details about the survey findings will be included in OVC's *Report to Congress*, scheduled for release in 1991.

OVC continues to maintain an interagency agreement with EOUSA to pay for emergency services for victims of Federal crimes when services are not available locally. In Fiscal Year 1990, OVC approved 14 requests, and provided eight different U.S. Attorneys Offices with approximately \$39,996. Most of these funds were used for emergency shelter; to provide therapy to Indian child victims of

sexual abuse; to support emergency training and consultation regarding multiple victim child molestation cases; and to pay for travel and other expenses related to victims' participation in criminal justice proceedings.

Children's Justice Act Grant Program

OVC initiated the Children's Justice Act Grant Program for Native Americans (CJA) in 1990. The purpose of the CJA grant program is to enable federally-recognized Indian tribes to improve the investigation, prosecution, and handling of child abuse cases in a way that lessens trauma to the child victim. Ten grants totaling \$466,000 were awarded directly to tribes to address a range of systemic improvements, including: training for multidisciplinary teams; revising tribal codes to address child abuse; child advocacy services for children involved in the court process; developing protocols for reporting, investigating, prosecuting, and treating child sexual abuse cases; and improving case management and treatment services.

NATIONAL SCOPE PROGRAMS

During Fiscal Year 1990, OVC sponsored a number of national scope programs, including training and technical assistance projects to improve and coordinate services to crime victims across the Nation, a model demonstration project to reduce child sexual exploitation, and National Crime Victim's Rights Week, an event that focuses national attention on the needs and rights of crime victims.

OVC awarded grants to two organizations that aid parents and children who have experienced violent homicides in their families. Parents of Murdered Children (POMC) received \$30,000 to develop and distribute 900 copies of a guide to establishing POMC chapters and services. POMC chapters train parents to organize self-help groups and provide information about the grieving process and the criminal justice system. In addition, POMC provides information to professionals in the helping fields regarding problems faced by those surviving a homicide victim. POMC's work has resulted in the development of a national network with 300 chapters and contact people serving approximately 18,000 members across the United States and abroad.

Fernside also received \$34,000 to provide services for children that have experienced the violent death of a family member. During Fiscal Year 1990, Fernside reproduced and disseminated a training manual for professionals who work with grieving children. Materials for children containing poems, pictures, and stories written by children themselves that help grieving children better understand and resolve their feelings were distributed with the manual. These materials are the first that have been developed specifically to help children cope with the loss of a parent or sibling through a violent death.

OVC also supported a number of programs with funding from BJA:

- The National Victim Center is producing a manual to train victim service providers to help victims understand their legal rights and remedies against perpetrators, as well as how and when to obtain legal assistance in appropriate cases.
- The National Organization for Victim Assistance is developing a training curriculum and providing technical assistance to improve victim service organizations' treatment of victims of drug-related crime.
- The American Probation and Parole Association, in conjunction with the Council of State Governments, is identifying effective restitution management techniques and ways to assess the impact of crime upon victims. The aim of the project is to improve probation and parole personnel's response to the needs of crime victims.
- The National Victim Center also is developing a protocol for establishing and operating corrections-based victim assistance programs. The project will produce a training curriculum and other materials to improve the correctional system's response to the needs and rights of crime victims.

In addition, OVC funded Paul and Lisa, Inc., an organization that helps child victims of sexual exploitation. Many of these children are runaways, who are involved in prostitution and drug use, and who are often transported across State lines for immoral purposes in violation of Federal criminal statutes. The project is establishing a model treatment demonstration project, developing training and technical assistance materials, and providing victim services to these children. OVC is providing funding in conjunction with BJA, OJJDP, and the

Department of Health and Human Services' Administration for Children, Youth and Families.

OVC also supports, with BJA funding, the National Victims Resource Center (NVRC), a national clearinghouse for victims-related information. Reports, studies, and other material are provided to criminal justice professionals, victims service providers, researchers, crime victims, and the public.

On April 25, 1990, President Bush signed a proclamation declaring April 22 through April 28, 1990, as National Crime Victims Rights 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. In a ceremony in the White House Rose Garden on the same day, President Bush, assisted by 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. OVC also provided funding to national victims organizations to develop public awareness materials for use during National Crime Victim's Rights Week.

In addition, during the fiscal year, OJJDP continued a project designed to reduce victimization of teenagers, a group sometimes overlooked by victims service providers. Teens in Action provides training and other assistance to encourage young people to become involved in crime and drug abuse prevention activities in their schools. In Fiscal Year 1990, the program was expanded to include prevention programs for Native American teens, teens in rural areas, and those in juvenile institutions.

Advocacy for Abused and Neglected Children

With funding from OJP's Office of Juvenile Justice and Delinquency Prevention (OJJDP), the National Court-Appointed Special Advocates (CASA) Association provides training and technical assistance to State and local programs that recruit volunteers to advocate the best interests of abused and neglected children during judicial proceedings. The National CASA Association operates an information clearinghouse, conducts public awareness campaigns, and hosts annual national conferences of CASAs. By the end of 1990, 426 CASA or guardian ad litem programs existed in 47 States. During the

year, approximately 81,500 abused and neglected children were represented by the 19,000 CASA volunteers. During the year, the number of CASA programs increased by 33, 2,200 more volunteers became court-appointed special advocates, and 9,500 more children received services than in 1989.

Another OJJDP initiative, the Permanent Families for Abused and Neglected Children Program, seeks to prevent unnecessary foster care placement of abused and neglected children, to reunite families of children already in care, and to ensure permanent adoptive homes when reunification is impossible. Coordinated by the National Council of Juvenile and Family Court Judges, the program provides training for judges, social service personnel, citizen volunteers, and others to ensure that foster care is used only as a last-resort, temporary solution. During the fiscal year, nine training sessions hosted 1,875 participants.

Findings from the updated study show that compensation claims filed in 1988 were up 20 percent over the levels of the previous year, and payments to crime victims increased by 15 percent. Almost 60 percent of the States with existing crime victim compensation programs needed to enact new legislation in order to comply with new requirements under the 1988 amendments to VOCA. Drunk driving cases involved high payments because of the frequency of serious injury and death, and were more costly than other claims to process. In contrast, domestic violence incidents produced few claims or awards despite substantial outreach efforts to victims.

VICTIMS-RELATED RESEARCH

Other OJP components are supporting research programs to better understand and respond to the needs of crime victims and their families.

During Fiscal Year 1990, NIJ began updating its *Issues and Practices* study on crime victim compensation programs. The new volume, which will be published in 1991, will describe changes in State practices since the enactment of the Victims of Crime Act of 1984 (VOCA), as amended.

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 \$364,064 during Fiscal Year 1990 to six State and local agencies to train law enforcement officers in the appropriate handling of family violence cases. Awards were made to the Connecticut Coalition Against Domestic Violence, the Indiana Department of Human Services, the New York Office for the Prevention of Domestic Violence, the Tennessee Task Force Against Domestic Violence, the Vermont Criminal Justice Training Council, and the Virginia Department of Criminal Justice Services.

OVC also awarded grants totaling \$35,936 to police departments in Morehead, Ky., Newport News, Va., York, Pa., and the Port Gamble Klallam Tribe in Kingston, Wash., to disseminate information to victims of family violence.

CONTROLLING JUVENILE CRIME

One of the most disturbing developments in narcotics trafficking over the past few years is the increased involvement and violence by gangs in the drug trade. OJP's Office of Juvenile Justice and Delinquency Prevention continued funding during Fiscal Year 1990 for several programs to assess the extent of gang violence and provide information on developing community-wide responses to counter it. Preliminary estimates are that there are over 1,400

gangs with more than 125,000 members in cities large and small across the country, and even in rural areas.

OJJDP, in conjunction with the National District Attorneys Association and the International Association of Chiefs of Police, sponsored a national conference on gangs that brought together teams from 19 cities facing problems with emerging gangs. Experts from Los Angeles and Chicago presented sessions to help communities coordinate system-wide strategies for solving violence and drug trafficking by youth gangs.

In late Fiscal Year 1990, OJJDP initiated the Gang and Drug POLICY (Police Operations Leading to Improved Children and Youth Services) Training Program to teach policy-level law enforcement, prosecution, judicial, probation, school, housing, social service, and other local government officials from a single jurisdiction how to implement a comprehensive, coordinated program to prevent, intervene with, and suppress gang and drug use activities by juveniles. The first training session was held in October 1990 in New Orleans.

Under an OJJDP grant, the National Office of Boys and Girls Clubs began providing training and technical assistance to help 33 local clubs intervene with youth in or at risk of becoming involved in gangs and divert them to legitimate activities. Major components of the project include "Smart Moves," a drug and alcohol abuse and teen pregnancy prevention program for youth; and "Keep Smart," a parenting skills development program that works to improve communication between parents and their children.

Another OJJDP gang prevention project in Philadelphia focuses on students in grades 10 and 11 who are gang members, have family members who belong to gangs, are involved with drugs or alcohol, were abused or neglected, or who have been arrested. The project's main goal is to prevent high school students from dropping out of school and joining gangs by providing educational, recreational, and social services to at-risk and disadvantaged youths, and support services to their families. The "Schools and Jobs are Winners" program is co-funded by the Private Industry Council of Philadelphia.

OJJDP's Law-Related Education Program assists States in developing classes to help students understand the law and its application to everyday life. During 1990, the program expanded to include

47 States and the District of Columbia. In addition, during the fiscal year, the program held its Fourth Annual Leadership Training Conference for teams of LRE project coordinators from 36 States, and a new substance abuse prevention initiative, "Drugs, the Law, and Schools," began in 44 States, Washington, D.C., and Guam.

MISSING AND EXPLOITED CHILDREN

In 1984, the Congress charged OJJDP with the responsibility for coordinating the Federal response to the problem of missing and exploited children. Congress further directed OJJDP to compile an estimate of the incidence of missing children in the United States.

While the Missing Children's Assistance Act of 1984 provided a statutory definition of "missing children," the expression became a catch-all in the public mind. In May 1990, OJJDP announced the first scientifically-derived estimates of a wide range of problems affecting children the public might perceive as "missing," often mistakenly. Its report, *Missing, Abducted, Runaway, and Thrownaway Children in America*, identified five distinct categories of missing children: (1) those abducted by family members; (2) those abducted by non-family members; (3) those who ran away from home; (4) those who were thrown out of their homes or abandoned; and (5) those who were lost, injured, or otherwise displaced.

Specifically, the study found that in 1988:

- There were 354,100 family or custody dispute abductions, most perpetrated by fathers. Sexual abuse was reported in less than 1 percent of the cases. In 99 percent of the family abductions, the children were eventually returned or recovered.

- There were from 3,200 to 4,600 non-family abductions. The study cautioned, however, that this could be an underestimate due to the lack of uniform local police reporting procedures. Sexual assault appeared to be the predominant motive for non-family abductions. Seventy-five percent of the incidents involved a weapon.

- 450,700 children ran away from home or from juvenile facilities. However, the study found only 28 percent of these runaways were regarded as

missing by their caretakers. Most were believed to be at the homes of friends or relatives.

- 127,100 children were "throwaways." At least 22 percent of the children described as runaways in past estimates were actually living outside of their homes involuntarily because they had been thrown out or not allowed to come back.

- 438,200 children were lost, injured, or otherwise displaced. These children may have been lost at an airport or a shopping center, injured in a bicycle accident, or forgot what time it was or misunderstood when they were to return home. In 14 percent of the cases, however, the child was abused or assaulted.

Data for the study were collected through: a telephone survey of over 30,000 randomly-selected households; a study of records in 83 law enforcement agencies across the country; followup interviews with returned runaways; a survey of juvenile residential facilities to estimate the number of runaways from these institutions; reanalysis of FBI homicide data; and a study of 735 agencies having contact with children in a nationally-random sample of 29 counties. This sample helped determine how many children known to these agencies were abandoned or thrown away.

To help locate and recover missing children, since 1984, OJJDP has supported the National Center for Missing and Exploited Children (NCMEC). The Center operates a national toll-free telephone line on which individuals can report information about missing and exploited children. In Fiscal Year 1990, the line--1-800-THE-LOST--received 76,911 calls.

The Center also provides technical assistance to jurisdictions, nonprofit organizations, and individuals trying to locate missing children, and has developed numerous publications on missing children and child exploitation. These publications include: *Investigator's Guide to Missing Child Cases*; *Parental Kidnapping*; *Selected State Legislation*; *Nonprofit Service Providers Handbook*; *Interviewing Child Victims of Sexual Exploitation*; *Children Traumatized in Sex Rings*; *Child Molesters: A Behavioral Analysis*; and, *Youth At Risk: Understanding Runaway and Exploited Youth*. Thousands of copies of these publications have been distributed throughout the country. In addition, the Center coordinates public and private programs that locate, recover, and reunite missing children with their legal parents.

During Fiscal Year 1990, the Center developed a "Kids and Company Together for Safety" curriculum. This program, developed in conjunction with the Adam Walsh Resource Center, will help schools adopt effective child protection and safety standards. In addition, the Center assisted in developing two new publications: *Child Sex Rings: A Behavioral Analysis*, an investigation of child sexual exploitation; and a brochure on preventing abductions from hospitals for parents and hospital staff.

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.

OJJDP also awards formula grants to help States and Territories meet the mandates of the Juvenile Justice Delinquency Prevention Act of 1974, as amended. The mandates require the deinstitutionalization of status offenders--juveniles who have committed acts such as truancy or running away from home that would not be illegal for adults; the separation of juveniles and adults in secure correctional facilities; and the removal of juveniles from jails and police lockups.

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 1990.

Of the 57 States and Territories eligible to participate in the Formula Grant Program, only one--South Dakota--elected not to participate in Fiscal Year 1990. These States and Territories received awards totaling \$48,361,000 during the fiscal year.

In Fiscal Year 1990, 51 States and Territories were in full compliance with the deinstitutionalization mandate; 32 demonstrated compliance with the separation mandate; and 29 were in full compliance, 13 in substantial compliance, and 10 had not achieved compliance with the jail removal mandate. In order to achieve or maintain compliance with the jail removal mandate, more than 30 States have enacted some form of legislation prohibiting, or at least restricting, the secure detention of juveniles in adult jails and lockups.

During Fiscal Year 1990, OJJDP provided the following training and technical assistance activities to help States carry out their responsibilities under the JJDP Act.

- OJJDP conducted three national technical assistance workshops for State juvenile justice specialists and State Advisory Group members on compliance monitoring, the jail removal mandate, and the disproportionate minority confinement and Native American pass-through amendments. Under the Juvenile Justice and Delinquency Prevention Amendments of 1988, States must address any disproportionate confinement of minorities in secure facilities and provide funding to Indian tribes that perform law enforcement functions so that such tribes can achieve compliance with the deinstitutionalization, separation, and jail and lockup removal mandates of the JJDP Act.

- OJJDP also held two policy workshops convening practitioners, State juvenile justice specialists, State Advisory Group members, and academicians to review national research and policy related to disproportionate minority confinement and Native American pass-through amendments.

- Eight training workshops were held to respond to the specific needs of State Advisory Groups and State Planning Agencies in eight States.

- OJJDP conducted numerous other training events in response to requests from State Planning Agencies for assistance related to the deinstitutionalization of status offenders, jail removal, monitoring, and other goals of the JJDP Act.

In addition, OJJDP is helping 20 jurisdictions implement Serious Habitual Offender Comprehensive Action Programs (SHOCAP). 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 involves the participation of law enforcement, probation, prosecutorial, social service, school, and corrections authorities. In Fiscal Year 1990, SHOCAP orientation and implementation training was conducted in Oklahoma City, Okla., Tallahassee, Fla., and Portland, Maine. These jurisdictions have become project sites, bringing the total to 21 project sites and four technical assistance host sites.

OJJDP also sponsors training for law enforcement executives, prosecutors, judges, court administrators, and detention and corrections officials to help them better understand and manage the juvenile justice system. For example, the POLICY Program provides a series of training sessions to help Federal, State, and local law enforcement officials better understand the juvenile justice system. Special sessions focus on incorporating juvenile services into the mainstream of police activity, investigating child abuse cases, and working with school officials to deal with youth-related crime, drug use, and other problems.

JUVENILE JUSTICE RESEARCH

OJJDP sponsors research on the causes of juvenile crime and delinquency and other juvenile justice issues. During Fiscal Year 1990, OJJDP continued its indepth program of Research on the Causes and Correlates of Delinquency and Non-Delinquency. The study is following the lives of a sample of over 4,000 young people to survey their positive, delinquent, or drug-abusing behavior, including their family, academic, and other characteristics. The research is designed to identify factors that either promote or inhibit involvement in illegal or anti-social behavior. The study is taking place in Denver, Colo., Pittsburgh, Pa., and Rochester, N.Y.

OJJDP awarded a grant during the fiscal year to conduct Research on the Juvenile Justice Systems in American Indian and Alaskan Native Communities. The research is in response to a Congressional mandate under the 1988 amendments to the Juvenile Justice and Delinquency Prevention (JJDP) Act. The project will analyze juvenile justice procedures, particularly the treatment of accused juveniles, the financial resources available to support community-based alternatives to incarceration, and the extent of deinstitutionalization of status offenders and removal of juveniles from secure institutions for adults.

JUVENILES IN CUSTODY

OJJDP's Children in Custody census surveys both public and private juvenile custody facilities every other year and reports findings in bulletins and other reports. The 1989 census, which was analyzed during Fiscal Year 1990, showed that the average daily population of public juvenile detention, correctional, and shelter facilities increased 5 percent since 1987, and 14 percent since 1985. Between 1987 and 1989, there were increases in the number of juveniles held for violent and other personal offenses, and probation violations. All other categories showed decreases.

In response to a 1988 Congressional mandate, OJJDP initiated in Fiscal Year 1990 a study to evaluate conditions of confinement for juveniles in secure detention and correctional facilities. The study will assess the extent to which conditions meet recognized national professional standards and, based on the findings, make recommendations for improving conditions.

OJJDP developed a training film designed to help law enforcement officers better understand and implement provisions of the Juvenile Justice and Delinquency Prevention Act of 1984, as amended, relating to the removal of juveniles from adult jails and lockups. The videotape will be released in early Fiscal Year 1991.

TRACKING CRIME IN AMERICA

The Office of Justice Programs--through its Bureau of Justice Statistics--provides the Administration, the Congress, the judiciary, State and local governments, criminal justice practitioners, academic and research institutions, the media, and the public with timely and accurate data about crime and the operation of the Nation's criminal justice system.

NATIONAL STATISTICS

The National Crime Victimization Survey (NCVS), conducted by BJS, is the second largest ongoing household survey undertaken by the Federal Government, and is a national indicator of crime in American society. During a collection year, a nationally-representative sample of roughly 50,000 households comprising more than 100,000 persons are interviewed by representatives of the Bureau of Census about their experience as victims of crime. During Fiscal Year 1990, BJS continued to implement the National Crime Victimization Survey Redesign Project. A new questionnaire was tested in 10 percent of the ongoing sample, which includes additional questions on the victim's use of self-protective measures, a question about drug use by offenders, and questions about the victim's contacts and experience with the criminal justice system. It is designed to improve the respondent's ability to recall crimes, especially in cases of sensitive crimes, such as family violence and rape.

Publications derived from the NCVS data base provide annual rates of victimization and an indication of crime in the Nation's households. In Fiscal Year 1990, BJS reported that, during 1989, persons age 12 or older were victimized by 19.7 million violent crimes of robbery, rape, and assault. The overall level of crime did not change significantly from 1988, but the number of burglaries fell by 7.3 percent and the number of household thefts rose 6.4 percent. In 1989, as in the preceding four years, 1 of every 4 households was victimized by a crime of violence or theft. Households with higher incomes, those in urban areas, and black households were more vulnerable to crime than others. Special Reports also produced in Fiscal Year 1990 using the NCVS data include: *Hispanic Victims*; *Black Victims*; and *Handgun Crime Victims*.

During Fiscal Year 1990, BJS continued to analyze data from the School Crime Supplement, a one-time supplement to the National Crime Victimization Survey, that asked household members aged 12 or older who were attending school under the college level various questions about their school environment. Developed in conjunction with NIJ, the project was designed to obtain information relating to students knowledge about various drugs; availability of specific drugs and alcohol; existence of street gangs at school and how often gang members fight with each other; victimization of the respondent, including being robbed or physically attacked, the number of times these incidents occurred and whether these attacks resulted in injuries that needed medical attention; avoidance of school for fear of being attacked or harmed; weapons brought to school for protection; and whether the weapon made the respondent feel safe at school.

BJS published the first report from its National Pretrial Reporting Program (NPRP), *Felony Defendants in Large Urban Counties*, in April 1990. The data for this report were collected from felony cases filed during February 1988 in 39 urban counties selected to represent the 75 largest urban counties in the United States. Demographic and criminal history information was collected on the defendants, and their cases were tracked for one year to assess significant events in the pretrial release, adjudication, and sentencing phases of the criminal justice process. The issuance of this report culminated more than five years of efforts to develop a statistical series to capture information on felony defendants, and, for the first time, provide comprehensive findings on the criminal justice system's treatment of felony defendants. A second report, focusing more closely on the pretrial release phase, will be issued in February 1991.

In addition, during the fiscal year, BJS continued to develop and report on its new statistical series, the National Judicial Reporting Program (NJRP). In its initial phase, the NJRP recorded information on felony convictions in 1986. Reports from the series published in Fiscal Year 1990 include the following:

- *Profile of Felons Convicted in State Courts, 1986*, which provided national estimates of the race, age and sex of convicted felons;

- *Felony Case Processing in State Courts, 1986*, which reported that of the estimated 583,000 persons convicted of a felony in State courts in 1986, 89 percent pleaded guilty, 8 percent were found guilty

by a jury, and 3 percent were found guilty by a judge; and,

- *Felons Sentenced to Probation in State Courts, 1986*, which determined that 53 percent of all persons convicted of a felony received probation, either straight probation or in combination with other penalties. The report also discussed the relationship of sex, race, and age with the type of sentence and examined the effects of criminal history and multiple charges on sentencing.

Data collection for the 1988 NJRP was also completed during the first half of 1990. The initial report using 1988 data, *Felony Sentences in State Courts, 1988*, will be released in December 1990.

During 1990, the BJS Corrections Program published a number of reports including: the BJS Bulletin, *Prisoners in 1989*, which reported the prisoner counts for year-end 1989 and mid-year 1990; the *National Corrections Reporting Program, 1985*, which presents sentences and time-served information for inmates entering and leaving prisons; *Probation and Parole, 1988*, which reports on the 2.5 million adults on probation and the more than 450,000 under parole supervision; and *Jail Inmates, 1989*, an annual sample survey of local jails for 1989, which describes the inmate population and facility characteristics.

In addition, the corrections program completed and published results of its annual survey of populations under sentence of death in *Capital Punishment, 1989*, and prepared a historical use data-set covering all cases under sentence of death since 1973. Two major studies of jails were also completed during the fiscal year: *Census of Local Jails, 1988*, which focused on the general characteristics of the Nation's 3,316 local jails; and *Population Density in Local Jails, 1988*, which examined spatial and social density of the nearly 137,000 housing units in these jails.

In addition, BJS conducted a study of the victims of State prisoners, and published the findings in the BJS Special Report, *Violent State Prisoners and Their Victims*. It examines the prior relationships, age, race, and sex of those victimized by prisoners serving time for violence.

BJS also compiled the annual volume, *Correctional Populations in the United States, 1988*, which provided detailed data on all facets of corrections. The 1990 Census of State and Federal prisoners was initiated on June 29, 1990, to collect facility in-

formation on each of the more than 1,300 prisons and publicly-operated community-based facilities in operation.

BJS continued to maintain its Criminal Justice Expenditure and Employment Survey (CJEE) series, which provides the only comprehensive national data on the cost of operating the Nation's criminal justice systems. BJA provides most of the funding for this project. The survey examines public finance records to determine the dollars spent and persons employed by criminal justice agencies at all levels of government and in all components of the criminal justice system. The data acquired through the expenditure and employment survey provides detailed information on the costs of the criminal justice system, including police protection, courts, prosecution, public defense, and corrections.

During the fiscal year, BJS released a Bulletin, *Justice Expenditure and Employment, 1988*, which reported that Federal, State, and local governments in the United States spent \$61 billion in Fiscal Year 1988 for civil and criminal justice, an increase of 34 percent since 1985, the last year comparable data were collected.

In addition, the CJEE produces the variable pass-through data required for the allocation of BJA's State and local anti-drug abuse formula grants, and is used by State and local governments for planning purposes. The BJS Technical Report, *Justice Variable Pass-Through Data, 1988*, describes the statutorily-mandated variable pass-through formula and its history, and publishes the 1988 variable pass-through data required by Public Law 90-351.

FEDERAL JUSTICE STATISTICS

The BJS Federal Statistics program collects and analyzes data describing the prosecution, adjudication, sentencing, and correctional status of Federal offenders. The data collected from the Executive Office for U.S. Attorneys, Administrative Office of the U.S. Courts, Bureau of Prisons, and Parole Commission are linked in the Federal Integrated Database to permit the analysis of cases and offenders as they progress through the system. Reports addressing specific crimes and issues are released, as well as a compendium of data describing activity at the national and district levels during a given year.

The *Compendium of Federal Justice Statistics, 1985*, released in August 1990, presented previously published data that provide an overview of Federal criminal case processing. Of all suspects investigated in 1985, 73 percent of defendants were prosecuted, and 56 percent were convicted. *Immigration Offenses*, a BJS Special Report released in August 1990, reported that, in 1987, U.S. Attorneys investigated 7,458 suspected immigration violators. Of those prosecuted in 1987, 93 percent were convicted either in U.S. District Courts or before U.S. Magistrates. Although the Immigration and Naturalization Service intercepts an estimated 1.2 million suspects, only a small percentage are referred through the criminal justice system. The vast majority are immediately returned to their home countries.

Another Federal statistical report released during Fiscal Year 1990 was the BJS tome, *Federal Criminal Case Processing, 1980-87*, which compared criminal case processing data for all years between 1980 and 1987. In addition, BJS began developing, in conjunction with other Federal research and statistical agencies, a state-of-the-art automated model to simulate functioning of the Federal criminal justice system. When implemented, the model will permit assessments of possible future impacts on the criminal justice system.

STATE ANALYSIS NETWORK AND STATISTICS

Most criminal justice activities in the Nation take place at the State and local levels of government. A primary objective and legislative mandate of BJS is to support the States in the accurate and timely collection, aggregation, and analysis of state-level criminal justice data. This objective is accomplished primarily through the support of State Statistical Analysis Centers (SACs), which analyze and disseminate statistical information, coordinate State criminal justice statistical activities among State, county, and city agencies, and provide improved State data for BJS analyses. BJS has created SACs in 46 States, the District of Columbia, and three Territories.

Having funded the National Incident-Based Reporting System (NIBRS), the redesign of the FBI's Uniform Crime Reporting (UCR) program, BJS is now supporting its implementation within the States by providing funding to a national network of

State agencies that compile and process data on crimes reported to local law enforcement agencies. More than 25 States have received funds. Several States are expected to provide NIBRS data starting in 1991, with additional States to be added each year thereafter.

BJS's Offender-Based Transaction Statistics (OBTS) program analyzes data tracking key decisions during the arrest, prosecution, and sentencing of felony offenders within each State's criminal justice system. The program is expected to expand as additional States participate in the data collection process. *Tracking Offenders, 1987* was prepared during Fiscal Year 1990. The report presents an analysis of OBTS data from 12 States. By tracking the movement of persons arrested for felonies through the criminal justice system, the report concludes that 81 percent of the arrestees were prosecuted, 60 percent were convicted of a felony, and 40 percent received a jail or prison sentence. The State courts dismissed about a quarter of all cases prosecuted.

Early in the fiscal year, BJS consulted with experts in the fields of law enforcement and drug control policy to obtain suggestions for revising the questionnaire for the second Law Enforcement Management and Administrative Statistics (LEMAS) survey. Subsequently, the new questionnaire was tested in 14 law enforcement agencies in the Washington, D.C., metropolitan area, and a special section was added on drug enforcement policies and procedures. The questionnaire was then mailed to approximately 3,200 law enforcement agencies, including State and local police, sheriffs, and special police, in July 1990. The first report of the second survey is scheduled for release in the Summer of 1991.

BJS began an Urban Arrest Study during the fiscal year. Two States, New York and Florida, were chosen to participate, and criminal history files on a sample of approximately 50,000 persons arrested during 1987 or 1988 are being collected from these States. In the first phase, a profile of all persons arrested for felony and misdemeanors will be completed. In a later phase, a sample will be drawn from two urban counties to examine those who committed serious crimes and their relationship to the corrections system at the time of arrest. Those cases where an individual was released before serving the maximum amount of incarceration time will be examined to determine the incidence of crime that would have been avoided had the individual served a full sentence. Data processing

began in the Summer of 1990, and the first report is scheduled for release in the Spring of 1991.

INTERNATIONAL JUSTICE STATISTICS

BJS initiated a number of efforts to make crime statistics from other countries more widely available in the United States. For example, the Criminal Justice Archive at the University of Michigan now asks foreign universities and research centers to supply data tapes of crime and criminal justice studies that have been conducted in other countries. BJS has established a program in coordination with the National Criminal Justice Reference Service to collect annual statistical reports on crime and justice from statistical agencies in other countries, translate those from non-English-speaking countries, and make them available to American scholars and researchers. In addition, BJS provides support to the United Nations Criminal Justice Network to enhance communication among criminal justice professionals and disseminate criminal justice information and research findings around the world.

DATA QUALITY AND INFORMATION POLICY

In November 1989, Attorney General Thornburgh wrote to Congress recommending a four-part program to enhance efforts to stop firearms sales to ineligible felons. One priority was to use \$27 million of BJA Anti-Drug Abuse Act discretionary funds during the next three years to encourage States to make systemic improvements in the data quality and timeliness of State criminal history record information.

In response to this recommendation, BJS established a new Criminal History Record Improvement (CHRI) program. The objectives of this program are to identify individuals convicted of a felony within a State, improve reporting of criminal justice actions and dispositions to State criminal history repositories, increase automation of criminal history records at the State level, and meet the voluntary reporting standards developed by BJS and the FBI. The first applications for the CHRI program were received in July 1990. Twenty-five applications were received from 23 States. BJS awarded 18 CHRI cooperative agreements in Fiscal

Year 1990 for State Criminal History Record Improvement projects to be conducted in Fiscal Year 1991.

In addition, during Fiscal Year 1990, BJS undertook major efforts to improve data quality. BJS funded a review of State criminal justice data systems and State audit experiences, and conducted a national workshop on audit practices. A comprehensive 50-state survey of criminal history record systems was also conducted. The survey aims to determine the status of State criminal history record systems, with particular emphasis on the extent to which records in such systems are complete and automated. A major report describing findings of the survey will be released in the Spring of 1991.

BJS reports from the information policy program that were published in Fiscal Year 1990 include: *Criminal Justice in the 1990s*, which discussed the proceedings of a national conference on criminal justice data policy; *Juvenile and Adult Records: One System, One Record?*, which discussed the status of juvenile records and their interface with the adult criminal justice system; an updated *Compendium of State Privacy and Security Legislation*; and other reports that analyzed the impact of open record statutes and recent Supreme Court decisions on criminal justice data system operations. In addition, BJS prepared a report analyzing the technical and policy implications associated with various alternative methods of positive identification and sponsored a conference on automated fingerprint identification.

IMPROVING JUVENILE STATISTICS

In Fiscal Year 1990, OJJDP funded a new 5-year program to improve national statistics on juveniles as victims and offenders. The program is designed to enhance decision-making capabilities at the State and local levels related to juvenile crime, the juvenile justice system, and child victims. The Juvenile Justice Statistics and Systems Development Program will produce a *Report to the Nation on Juveniles as Victims and Offenders*. Work has begun in several sites to identify effective uses of information and how such information affects program development and management and policy decisions.

In April 1990, as required by Congress, OJJDP submitted its report, *Juveniles Taken Into Custody: Developing National Statistics*. Relying on existing

data, the report was able to respond minimally to the Congressional mandate, which required more detailed data on juveniles' offenses, age, race, and sex than is currently available. Pilot testing of the State Juvenile Corrections Reporting Program began in the Summer of 1990. This new data collection system will produce data from existing State records that are more responsive to the Congressional requirements.

IMPROVING POLICE MANAGEMENT, TECHNOLOGY, AND INFORMATION DISSEMINATION

During Fiscal Year 1990, the Office of Justice Programs continued to help improve the effectiveness of State and local criminal justice operations by supporting experimental projects and efforts to improve law enforcement technology and information sharing.

IMPROVING POLICE OPERATIONS

NIJ research is supporting the development and evaluation of two new public safety strategies that are rapidly being adopted by communities and police departments throughout the Nation. One, which is referred to as "community policing" or "neighborhood-oriented policing," involves new partnerships between police and the community. The second, called "problem-oriented policing," redirects police resources towards resolving fundamental problems that breed crime incidents. Both strategies aim to focus police attention on preventing and controlling crime.

NIJ research is also trying to increase the cooperation between public law enforcement and the private security industry, with the aim of improving resource allocation. Research on the private security business indicates that cooperative relationships between private security and public law enforcement are increasing since NIJ began to document the benefits of these approaches in the early 1980s.

In addition, NIJ research continues to advance computer technology and applications that will increase the efficiency of the information systems that currently support police departments.

FORENSIC SCIENCE AND TECHNOLOGY

NIJ research pioneered the study of DNA in hair, blood, and semen to increase precision in identifying offenders and exonerating innocent suspects. In Fiscal Year 1990, NIJ, in cooperation

with the FBI and the National Institute of Standards and Technology, advanced the state of the art of DNA "fingerprint" testing by developing new ways to simplify its use and reduce its cost. A 1990 report by the Office of Technology Assessment noted NIJ's extensive research and contributions to this complex field. NIJ is continuing to develop the research needed to reap the full potential of this scientific breakthrough.

In addition, NIJ's Technology Assessment Program continues to serve as the criminal justice community's "consumer's guide." Priorities are set by assessing the primary technological needs of criminal justice professionals in the field. The use of increasingly complex and sophisticated technology has expanded greatly among State and local agencies in recent years, making the NIJ effort more important than ever before.

Scientists and engineers working under NIJ sponsorship are continuing to develop minimum performance standards and test technology and equipment used by police, courts, and corrections agencies against those standards. NIJ has developed reliable guides to performance, safety, and economy.

Hair analysis may have even greater potential benefits than other methods for detecting drug use, including urinalysis. Both urine and blood testing provide accurate evidence of use for most drugs in relatively recent time periods prior to testing, generally 2 to 4 days. Evidence of cocaine and heroin, on the other hand, is absorbed into the hair and remains indefinitely. NIJ is helping refine this technology by funding developmental projects for standardizing analysis techniques, in order to make them more accessible to crime laboratories.

INFORMATION DISSEMINATION

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), a clearinghouse of information and publications concerning OJP programs and other information of interest to the criminal justice community. OJP's National Institute of Justice, which has supported the clearinghouse for almost 20 years, provides most of the funding for NCJRS. The more than 95,000 registered users of NCJRS have access

to 106,000 information entries in the NCJRS electronic data base and, in addition, receive bimonthly copies of *National Institute of Justice Reports*, which keeps them abreast of the new research, programs, and publications of interest to criminal justice professionals and others. The NCJRS fee-for-service program generated \$337,536 in 1990 to offset the costs of distributing criminal justice information.

Under contracts with OJP Bureaus, NCJRS operates the Drugs & Crime Data Center and Clearinghouse, the BJA Clearinghouse, the Justice Statistics Clearinghouse, the Juvenile Justice Clearinghouse, the National Victims Resource Center, the AIDS Clearinghouse, and the Construction Information Exchange. All the NCJRS clearinghouses can be reached toll-free on 1-800-851-3420, or in the Washington, D.C., metropolitan area on 301-251-5500.

Another mechanism by which statistical data is disseminated is through the National Archive of Criminal Justice Data. BJS sponsors the National Archive at the Inter-University Consortium for Political and Social Research at the University of Michigan, which assists users in obtaining and utilizing BJS data tapes and other high-quality data.

In Fiscal Year 1990, NIJ launched the International Document Exchange (IDE), which provides 43 member organizations in 27 countries the same access to the wealth of NIJ's criminal justice information. NIJ has invited all United Nations members to join in this international program.

OTHER OJP ACTIVITIES

The Office of Justice Programs continued several other important initiatives during Fiscal Year 1990, including activities supporting the efforts of the Task Force on Felon Identification in Firearms Sales, the Public Safety Officers' Benefits 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 to report to Congress by November 18, 1989, on a system for the immediate and accurate identification of felons who attempt to purchase firearms. A Task Force on Felon Identification in Firearms Sales, comprised of representatives from OJP and Department components, as well as representatives from the Treasury Department's Bureau of Alcohol, Tobacco and Firearms, was established to develop a range of options that would comply with the statute.

The Task Force submitted its report, *Report to the Attorney General on Systems for Identifying Felons Who Attempt to Purchase Firearms*, to the Attorney General in October 1989. It identified the scope of the problem, and presented a range of options in two basic categories--point-of-sale approval systems and prior approval systems. The report examined the advantages and disadvantages of the various systems, as well as associated costs. It also addressed implementation issues, such as the quality of felon conviction data and available technology, as well as the legal and policy issues involved in establishing a felon identification system and information on current practices.

Section 6213 of the Anti-Drug Abuse Act of 1988 also required the Attorney General to report to Congress by May 18, 1990, on the feasibility of a system for the immediate and accurate identification of persons, other than felons, who attempt to purchase firearms, but are ineligible to purchase firearms as defined by section 922(g) of Title 18 of the U.S. Code. Such persons include, for example, those adjudicated mentally ill or those dishonorably discharged from the armed services. A report, *Identifying Persons, Other Than Felons, Ineligible to Purchase Firearms: A Feasibility Study*, was prepared. It identified three steps that would greatly

facilitate the implementation of a national firearms eligibility verification system at some future date. First, the study suggested that the disability categories in the Gun Control Act may need reexamination in light of the definitional problems discovered by the Task Force. Second, the study said that programs aimed at improving the quality of the data bases described in the report could be initiated. And, third, it recommended that the Federal Government, perhaps by developing and promulgating model legislation, could encourage the States to adopt consistent firearms-related statutes and similar verification procedures.

BJS also released a final report during Fiscal Year 1990 of the criminal misuse of toy and imitation firearms, based on an examination of police reports. The study was required under Section 4 of the Federal Energy Management Improvement Act of 1988. The final report gathered information from 458 police departments and sheriffs' agencies concerning the number of criminal incidents involving toy guns between January 1985 and September 1989. Researchers also gathered information regarding the number of incidents in which persons employing imitation guns in non-criminal situations were killed or injured by law enforcement officers, where the circumstances facing the officer appeared to be a threatening or criminal act.

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 1990, the PSOB Program paid 223 claims totaling \$23.4 million to the wives, children, and parents of public safety officers killed in the line of duty. Of the claims approved, 155 were police officers, 47 fire fighters, 6 correctional officers, and 15 were other public safety officers such as judges, and ambulance and rescue squad members. As a result of the cost of living adjustment, Fiscal Year 1990 payments increased to \$109,460 to each surviving family.

In addition, up to \$150,000 in PSOB funds may be used to establish national programs to assist families of public safety officers who have died in the line of duty. During Fiscal Year 1990, Concerns of Police Survivors (COPS) received funding to provide emotional and psychological support services through its national network of survivor families. In May 1990, COPS held its annual National Survivor Family Conference in Washington, D.C., for law enforcement survivor families throughout the Nation.

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

1990, awards were made to South Carolina and the Virgin Islands to assist with emergency law enforcement responsibilities related to Hurricane Hugo. South Carolina was awarded two grants to be used for overtime, replacement or repair of damaged equipment, and emergency repairs to critical law enforcement facilities. The Virgin Islands was awarded almost \$1.3 million to be used for communications equipment, repair and renovation of damaged law enforcement and correctional facilities, and replacement of destroyed law enforcement and corrections vehicles.

In addition, in September 1990, the State of Florida requested emergency funding for its Homicide Task Force investigating five murders committed within one week in Gainesville by a serial killer. An award of \$941,639 was made to assist with expenses related to overtime, travel, and associated expenses such as aircraft operations, equipment rental, and office supplies.

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 105 allegations of civil rights noncompliance were received during the fiscal year, only 11 were docketed for investigation. The balance was 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 124 preaward reviews were conducted on applications for OJP assistance of more than \$500,000 as required by regulation, and Equal Employment Opportunity Programs were reviewed for 29 State and local criminal justice agencies that received \$500,000 or more in Federal funds.

Equal Employment Opportunity Staff

The Equal Employment Opportunity (EEO)

Staff is responsible for establishing, coordinating, and implementing a wide range of programs to assist managers in carrying out their equal opportunity responsibilities within OJP, and for the overall management of the discrimination complaint processing system. The Staff is also responsible for assisting in OJP's efforts to recruit minorities, women, disabled veterans, and persons with disabilities.

In addition, the EEO Staff is responsible for coordinating OJP's efforts to implement Executive Order 12677, which encourages Federal agencies to develop liaisons with historically black colleges and universities. The goal of this program is to increase opportunities for these institutions to participate in and benefit from Federal programs.

During Fiscal Year 1990, the Staff participated in seven minority-sponsored conferences and two job fairs that resulted in broadening the spectrum of contacts for recruitment with targeted group members. A training program was conducted for employees concerning career advancement and skills development. In addition, four EEO-awareness programs were presented to commemorate events of significance in equal employment.

Of the total 85 employees hired during Fiscal Year 1990, 42 were from minority groups, including eight students participating in the Stay-in-School program and six volunteers.

OFFICE OF CONGRESSIONAL AND PUBLIC AFFAIRS

The Office of Congressional and Public Affairs (OCPA) is responsible for ensuring positive relations and effective communications between OJP and 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 coordinating and 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.

OCA 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 officials, 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 coordinates responses to White House, Congressional, and media correspondence.

As the Freedom of Information Act (FOIA) office in Fiscal Year 1990, OCA was responsible, in consultation with the Office of General Counsel, for making all grant and other nonexempt documents available for inspection or possible reproduction.

During Fiscal Year 1990, OCA was actively involved in tracking and analyzing legislation that became the Crime Control Act of 1990. In addition, during the year, OCA provided staff support and Congressional and media liaison for the National Crime Victim's Rights Week and Young American Medals awards ceremonies. OCA also began publishing an employee newsletter to keep OJP staff informed of new programs, policies, and activities.

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. All *Federal Register* submissions also are reviewed by OGC.

During Fiscal Year 1990, 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 President's *National Drug Control Strategy*. It also increased activity in the areas of government ethics, labor relations, and coordinating Freedom of Information Act (FOIA) requests. In addition, OGC continued to provide assistance to the Attorney General's Task Force on Felon Identification in Firearm Sales.

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 1990, the Office of Personnel participated in the conversion to the National Finance Center's personnel and payroll system; administered the Voluntary Leave Transfer Program; administered the Drug-Free Workplace Program to prevent hiring drug users; conducted negotiations with OJP's union regarding parking space; and developed a library of training tapes that are available for all OJP employees.

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.

Budget Staff

The Budget Staff plans, develops, and coordinates all phases of budget formulation, execution, and control. This includes preparation of multi-year financial plans, three annual budget submissions for three appropriation accounts, and justifications of OJP budget requests. In Fiscal Year 1990, the Budget Staff also prepared and submitted OJP budgets for drug-related resources to the Office of National Drug Control Policy.

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 1990, the Management Staff was responsible for the following:

- Coordinating OJP Internal Control activities, including all required reports to the Department, OMB, and GAO.
- 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.
- 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, provides support to the Office of the Assistant Attorney General and OJP Bureaus and Offices in coordinating activities, and performs special assignments. These activities include the

design, implementation, and evaluation of planning and program operations. In Fiscal Year 1990, among other activities, the Planning Staff worked to prepare, for the first time, a single program plan document containing anticipated activities for all of the Bureaus for the fiscal year.

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.

OFFICE OF THE COMPTROLLER

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.

At the end of Fiscal Year 1990, OC, as a primary monitor of OJP grants, was overseeing 1,705 active grants totaling almost \$1.5 billion, and contracts and interagency agreements totaling almost \$75.8 million under all OJP programs. With a broad mandate to conduct financial and compliance reviews of grants, OC conducted more than 140 site visits to grantees during the fiscal year.

In compliance with the Single Audit Act of 1984, OC provides audit control and tracking to the Department of Justice and its components. During Fiscal Year 1990, OC received 271 audit reports from the Department's Office of the Inspector

General and closed 254 audit reports. OC's Audit Control and Compliance Examination System (ACCESS) maintains a database of 1,762 audit reports.

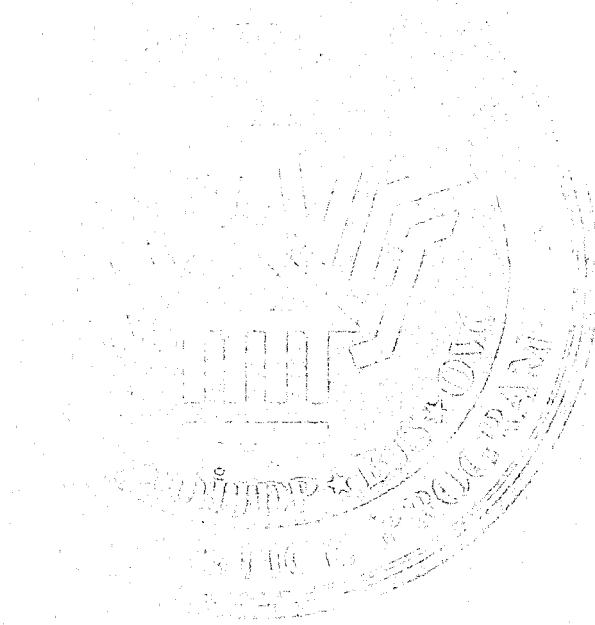
During the fiscal year, OC continued to strengthen grantee cash management and fiscal integrity by providing financial management training to 282 State and local government officials. Some \$5.75 million was made available to OJP program offices by deobligating closed grant funds. Cash recovered from grantee refunds totaled \$608,060. In addition, internal control procedures continued to ensure improved cash management and to prevent waste, fraud, and abuse.

In Fiscal Year 1990, OC authorized disbursements of \$436,013,151, primarily through electronic fund transfer to grantee letter of credit accounts. As of September 30, 1990, 233 formula/block grants and 491 categorical (discretionary) grants were processed. They totaled almost \$689 million. During the year, OC also provided accounting, financial management, and grant administration under cross-servicing agreements with the Department's Office of Special Counsel for Immigration-Related Unfair Employment Practices and to the Commission on the Bicentennial of the United States Constitution. Under these agreements, OC awarded 60 new grants totaling \$10.6 million.

In addition during the fiscal year, OC improved OJP computer systems. This included upgrading and expanding stations and service in OJP's local area network (LAN), installing a LAN for the Denial of Federal Benefits Program, and developing a subgrant tracking system for OJP block grants to aid in monitoring these projects.

Office of Justice Programs

BJA Report on Drug Control Activities in the States



INTRODUCTION

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;

- Evaluation results of programs and projects under the Act and of each State's implementation of its statewide drug control strategy.

In Fiscal Year 1990, a total of almost \$445 million was available for the Drug Control and System Improvement Program. A total of \$395 million was distributed to the States as Formula Grants, and \$49.6 million was available for programs of assistance to State and local criminal justice systems under the Discretionary Grant Program. 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

The first statewide drug strategies developed by the States in response to the Anti-Drug Abuse Act of 1986 showed that many jurisdictions throughout the country, especially rural areas, were not effectively enforcing drug laws because of a lack of resources. Since that time, with the infusion of Federal drug control funds, however, many States report a significant increase in the participation of State and local law enforcement agencies in drug control activities.

Arizona, for example, reports an 80 percent increase in resources to investigate drug offenses between 1986 and 1990. Most county sheriff departments and many small municipal police departments in Arizona did not have full-time drug investigators before 1988 due to budget limitations and small department size. The task forces initiated or enhanced with drug grant funds gave these departments the opportunity to participate directly in the drug control effort.

In Michigan, the number of full-time narcotic enforcement officers and support staff in Michigan increased from 677 in 1988 to 932 in 1989 (including 116 Federal officers). More than 160 of these officers are assigned to cooperative drug teams. The major thrust of Michigan's narcotics enforcement effort continues to be multi-jurisdictional cooperative State and local drug teams. Michigan has 18 teams covering most of the State.

The following is an overview of programs initiated by the States with BJA Formula Grant funding.

MULTI-JURISDICTIONAL TASK FORCES

Almost every State has used the multi-jurisdictional task force or drug unit concept as the foundation of its drug control strategy. Over 700 task forces and drug units have been established or expanded throughout the country as a result of BJA's Drug Control and System Improvement Program. These multi-jurisdictional task forces help State and local agencies coordinate efforts to investigate highly-mobile drug traffickers and share limited resources and expertise. Many of the task

forces are comprised of Federal, State, and local law enforcement officers and prosecutors.

The Consortium for Drug Strategy Impact Assessment, a multi-state initiative to study State drug enforcement activities, collects and analyzes information on drug-related operations of multi-jurisdictional cooperative law enforcement task forces. Information provided by 305 task forces in 15 States that receive formula grant funds is included in the analysis. States reporting on task force activities in 1988 and 1989 include: Arizona, Indiana, Massachusetts, Michigan, Minnesota, Montana, North Carolina, New Jersey, Ohio, Pennsylvania, South Dakota, Texas, Utah, Virginia, and Washington.

Consortium task forces reported 66,119 drug arrests during Fiscal Years 1988 and 1989. Over one half of the arrests involved cocaine, and one third involved marijuana. The task forces also reported seizures of 7,974 kilograms of cocaine, 64 tons of marijuana, 97,927 dosage units of hallucinogens, and 1,285 kilograms of amphetamines. In addition, assets worth an estimated \$84 million were seized by the task forces.

The mission of the task forces varies. This variation affects the number of arrests and the amount of drugs and assets seized. For example, task forces that concentrate on street-level enforcement usually 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.

Eight percent of the task forces reporting to the Consortium focus on coordinating drug law enforcement activities, which results in few arrests. However, 49 percent of the task forces target both street and upper-level drug offenders; 31 percent target street-level offenders alone; 10 percent upper-level drug offenders, and 2 percent focus on prosecuting drug offenders.

HIGHWAY DRUG INTERDICTION

Tennessee, like a number of other States, has used formula grant funds to implement a highway

drug interdiction program. Its "Operation Pipeline" program uses trained highway patrol officers, undercover operatives, drug distribution intelligence, suspect profiles, and other investigative tools to identify drug manufacturing and distribution operations, intercept drug shipments, and make cases against drug traffickers. The project has made over 1,000 felony arrests and seized drugs and assets worth \$24 million during the past two years.

DRUG CANINE UNITS

Drug canine programs established in a number of States with formula grant funds have been very successful, as evidenced by the results in Pennsylvania and Virginia.

The Pennsylvania State Police Narcotic Detector Dog Program established one dog and handler detection team in each of 17 regions across the State to provide assistance to local, State, and Federal law enforcement agencies. During the first eight months of 1990, the program was responsible for the seizure of drugs valued at almost \$20 million and assets worth over \$5 million.

The Virginia State Police established a narcotic detector canine training program to make drug-detecting dog teams available to localities and to train local drug detection dogs and handlers. From September 1989 through August 1990, the program received 3,325 requests for service that resulted in 878 drug arrests, 692 drug seizures valued at \$3.6 million, and seized assets worth \$2.1 million. In addition, the program trained 46 narcotics detector dog teams.

COMMUNITY INVOLVEMENT IN DRUG ENFORCEMENT

In 1990, New York State established Coordinated Omnibus Municipally-Based Anti-Drug Teams (COMBAT) in the five New York City boroughs and in eight upstate communities. COMBAT is an intensified enforcement effort targeting drug-infested areas within communities. Community members play an integral role in developing narcotics enforcement and drug prevention activities and participate on an advisory committee, which works closely with the police to define crime

and social problems related to drugs and to identify and better utilize resources in the community to respond to the problem.

Under another New York State program, public housing drug control programs in New York City, Yonkers, Freeport, and Buffalo focus on intensified police presence and diligent eviction of those found to possess or sell drugs. Tenants work closely with housing police officials to identify potential targets, patrol lobbies, and encourage residents to report suspicious activity to police.

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 drug task forces, which results in stronger cases for prosecution. Most of the drug prosecution units emphasize the seizure and forfeiture of drug-related assets, and many of the units utilize vertical prosecution of drug cases, where one prosecutor is assigned to a case from start to finish.

In Arizona, prosecutors are involved in decisions early in drug task force investigations. Prior to 1987, only two of the 15 county attorneys in Arizona had deputies dedicated full time to drug case prosecutions, compared to 11 in 1990. With grant funding, the Maricopa County Attorney has dedicated 13 deputy county attorneys and four investigators, and the Pima County Attorney has dedicated six deputy city attorneys to drug prosecutions. In smaller counties, a deputy county attorney works full-time with the drug task forces. In 1990, there were a total 35 full-time drug prosecutors at the local level and three full-time investigators dedicated to asset forfeiture activities where previously there were none. In addition, the Tucson Police Department has received a Financial Investigation discretionary grant from BJA to enhance the efforts of a regional drug enforcement program and conduct investigations under Arizona's new money laundering statute. The drug prosecution program in Arizona reported 8,436 felony drug offender convictions and 3,640 misdemeanor drug offender convictions between April 1988 and July 1990.

Formula grant funds in Michigan have provided prosecuting attorneys to most jurisdictions in the

State with a population of 250,000 or more. These increased resources provide personnel for vertical prosecution of drug offenders and enable prosecutors to avoid plea bargaining in many drug delivery and possession cases.

Under the Cook County, Illinois, Nuisance Abatement Program begun in mid-1990, prosecutors hold property owners and landlords accountable for illicit activities in their buildings by strictly enforcing public nuisance laws. If the owners of a building identified as a "drug house" do not voluntarily evict drug dealers after being sent a letter of abatement, public nuisance charges can be initiated and the building can be seized and forfeited. During the first three months of operation, the county-wide program received more than 650 complaints and seized 20 properties.

CORRECTIONS

Most States are struggling with prison and jail capacity problems, which have been aggravated by a growing number of drug offenders and legislation requiring enhanced or mandatory sentences for some drug offenders that has been passed by many State legislatures. In addition, many States also report that treatment services in institutions and in the community are inadequate to meet the needs of the 70 to 80 percent of offenders who have substance abuse problems. Almost all of the formula grant funds allocated by the States for detention, rehabilitation, and treatment have been used to develop or enhance drug use identification, testing, referral and treatment services or alternative sanctions programs, rather than to expand prison or jail capacity.

Illinois, for example, estimates that up to 12,000 offenders will be convicted of drug offenses and 18,000 offenders with serious drug problems will be placed on probation in the State during 1990. Illinois is using formula grant funds to support specialized probation services in 11 metropolitan counties in order to ensure that drug offenders are properly monitored, supervised, and referred to appropriate treatment. A home confinement program begun in Cook County in the Fall of 1990 has reported a 90 percent compliance rate.

In 1988, the Illinois Department of Corrections expanded drug education programs for substance-abusing offenders. Previously, drug education

programs existed in only three adult and one juvenile institution. Long-term substance abuse therapy groups were available in only four adult institutions. A 30-hour substance abuse education curriculum was created and is now presented on an ongoing basis in all adult and juvenile institutions by trained correctional counselors. Classes are open to all inmates on a voluntary basis.

Treatment alternatives supported with formula grant funds in Illinois include: a 30-bed substance abuse treatment program for female inmates; a community reintegration program for substance-abusing females who have completed the intensive treatment program; a 24-bed adolescent treatment unit providing an intensive 3-4 month treatment program for juveniles with extensive post-release preparation and follow-up; intensive parole supervision for 50 males and females at high risk for substance abuse; and a boot camp program for 200 young male and female drug offenders that provides intensive parole or appropriate treatment following release from the program.

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

Pennsylvania established a Treatment Alternatives to Street Crime (TASC)/Pre-Post Release Project. The goal of the program is to reduce the number of substance abusing parolees who reenter State correctional institutions for violating their parole conditions or committing new crimes. The program targets inmates about to be released to counties that have 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 ANTI-DRUG EFFORTS

The President's *National Drug Control Strategy* states that "the reality of the drug problem cannot be met through an exclusive law enforcement strategy on the one hand, or a prevention and treatment strategy on the other. Most Americans recognize by now that we require both approaches. An effective criminal justice policy needs a good treatment policy; a successful treatment system is hampered by the easy availability of drugs and will ultimately be overwhelmed without a good prevention program; and good prevention programs are harder to carry out absent vigorous efforts directed at international and domestic drug traffickers who are largely responsible for making drugs so ubiquitous in the first place."

OJP's Bureau of Justice Assistance has initiated a number of activities designed to encourage coordination and joint policy and program development among the criminal justice, education, and treatment communities.

First, BJA encourages States to establish drug policy boards to assist in the development of their 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 with Federal drug control activities. More than 80 percent of the States have established drug policy boards.

In addition, many of the programs implemented by BJA and the States involve interdisciplinary and intergovernmental coordination and cooperation. For example, the Drug Abuse Resistance Education (DARE) program and many of the 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 within these zones.

BJA has worked closely with the National Association of State Alcohol and Drug Abuse Directors (NASADAD) to help States develop programs to identify, test, refer to treatment, and

monitor drug-using defendants and offenders. Many States have implemented Treatment Alternatives to Street Crime (TASC) programs that bridge the gap between the criminal justice system and the treatment community. The goal of TASC is to interrupt the drug-using behavior of offenders by linking the sanctions of the criminal justice system to the therapeutic processes of drug treatment programs. In a number of States, corrections agencies work with drug treatment agencies to provide drug treatment services within prison and jail facilities.

Efforts in the State of Illinois illustrate the ongoing coordination between criminal justice and treatment in the States. In 1990, the Illinois Department of Alcoholism and Substance Abuse (DASA) expanded services to criminal justice system clients. It targeted funds to work with felons through programs involving both community-based treatment and the criminal justice system. DASA obligated \$2.8 million for services for felons, and earmarked \$1 million for a variety of programs designed jointly with the Department of Corrections. In addition, DASA expanded community-based treatment, including a TASC program, which provides assessment, referral, and case management services. TASC also was expanded to provide services for the night court sessions instituted in Cook County to handle increased drug caseloads.

Most State task forces include the participation of several local agencies or local and State agencies. Law enforcement and prosecutorial agencies work closely 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 (DEA) and/or United States Attorneys.

BJA and DEA work cooperatively to provide training to State and local law enforcement officers regarding clandestine laboratory investigations and officer safety in those dangerous situations. BJA and DEA also worked together to develop training and a resource manual for DEA's demand reduction coordinators. In addition, DEA has assigned agents to participate in BJA-funded Organized Crime/Narcotics Trafficking Task Force Programs and other anti-drug task forces supported with BJA formula grant funds. DEA field offices also assist the States in defining the drug problem in their jurisdictions and in developing their drug strategies,

and DEA agents serve on a number of State drug policy boards.

Through an interagency agreement with BJA, the FBI is providing Financial Investigation Training to State and local investigators. BJA also has worked with the FBI to ensure that the drug data which BJA recommends be collected by the States is consistent with changes in the Uniform Crime Report (UCR) system. In addition, BJA and the FBI have worked closely in the area of crime and drug prevention. Crime prevention materials produced by the National Citizens' Crime Prevention Campaign featuring McGruff, the Crime Dog, are a part of the FBI tour. McGruff stars in the "No Show," a drug prevention video produced under

a BJA grant, which is shown to the more than half million people who take the tour annually. In addition, posters and crime prevention materials featuring McGruff and crime and drug abuse prevention messages are provided to the public at the FBI's expense. The FBI also 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 1990, the Bureau of Justice Assistance completed development of an expanded evaluation program that reflects the evaluation mandates contained in the Anti-Drug Abuse (ADA) Act of 1988. BJA worked closely with the National Institute of Justice to coordinate the "Special Initiative on Drug Control Evaluation" program to make the best use of OJP's resources for planning, designing, and conducting evaluations.

The new evaluation program is designed to determine the effectiveness of BJA Discretionary and Formula Grant Programs, whether they are achieving the performance objectives stated in the original application, and, if they are, how those objectives are achieved. The goal of the evaluation program is to identify programs of proven effectiveness so that they can be publicized and replicated in other jurisdictions. In addition, evaluation results will guide the formulation of policy and programs in OJP, as well as other Federal, State, and local criminal justice agencies, to ensure that policies and funded programs are based on proven results.

The new evaluation program establishes stronger planning, coordination, and reporting that involves the participation of all OJP Bureaus. It includes a full range of options, from ongoing monitoring activities, to implementation and design studies, to comprehensive evaluation research. This strategy will ensure that an evaluation component can be established for each BJA project.

In Fiscal Year 1990, BJA and NIJ awarded 19 grants to initiate major evaluations of the following programs:

- Problem-Oriented Narcotics Enforcement
- Therapeutic Drug Communities in Prison
- Urban Boot Camps
- Intensive Probation Supervision
- Intensive Community Supervision
- Statewide Drug Testing
- County-wide Drug Testing
- Drug-Free Prison Work Release
- Location-Based Drug Profiling
- Street-Level Narcotics Strategies

One major objective of BJA's evaluation program in Fiscal Year 1990 was building evaluation capacity at the State and local level. Regional Evaluation Workshops were held for State officials

in San Diego, Calif., and Alexandria, Va., in April 1990, and in Nashville, Tenn., in October 1990. In addition, 12 technical assistance visits were made to individual States in response to their requests, and all States participated in the National Conference on Evaluating Drug Control Initiatives, co-sponsored by BJA and NIJ, which was held in June 1990. The proceedings of the conference were published and disseminated in September 1990. As a result of these activities, more States are conducting intensive evaluations of their programs while, at the same time, building stronger evaluation capabilities at the State level.

BJA produced a number of new *Program Guides* and *Implementation Manuals* during the fiscal year describing BJA Discretionary Grant Program demonstration projects. These publications keep policymakers and practitioners informed about BJA program models and demonstrations and provide progress or interim reports regarding ongoing evaluations. BJA also began a new *Special Analysis Series* to highlight evaluation and assessment projects at national and State levels. The first three *Special Analysis* reports, produced in conjunction with the Criminal Justice Statistics Association, were disseminated during Fiscal Year 1990.

The BJA-funded Consortium to Evaluate the Impact of the State Drug Strategies is designed to develop standardized State-level evaluations of drug control efforts. In Fiscal Year 1990, the Consortium continued to define, collect, and analyze information on drug control efforts in order to help Federal, State, and local policymakers assess the effectiveness of State drug control strategies. The Consortium also began providing technical assistance to the 56 States and Territories directly and through a series of reports and technical assistance documents. Fiscal Year 1990 publications included: *Multi-jurisdictional Narcotics Task Forces 1988: A Key Program of the State Drug Control Strategies*; *Drug Control and Use Surveys: A Potential Tool for Developing State Drug Control Strategies*; and *Crime Laboratories 1988: Critical Components of the State Drug Control Strategies*.

During the year, BJA revised its Annual Project Report Forms, which are used to assess formula grant projects, and to respond to modifications in the Anti-Drug Abuse Act of 1988. These forms help State and BJA program managers establish data collection and monitoring requirements for formula grant projects. BJA also began revising its Performance Evaluation and Assessment System to

correspond to the new Annual Project Report Forms.

In addition, BJA has started work on a national database of information that can be used to assess the overall impact of drug control and system improvement efforts.

BJA *Evaluation Guidelines* provide States and other BJA grantees with guidance on conducting and reporting on evaluation activities. The primary guidelines document, *Evaluating Drug Control and System Improvement Projects*, which established the overall framework for the evaluation program, was

distributed to all States and grantees during the fiscal year. Other documents concerning useful evaluation approaches and methods were under development in Fiscal Year 1990, and are planned for publication in Fiscal Year 1991.

Office of Justice Programs

Appendix



Office of Justice Programs

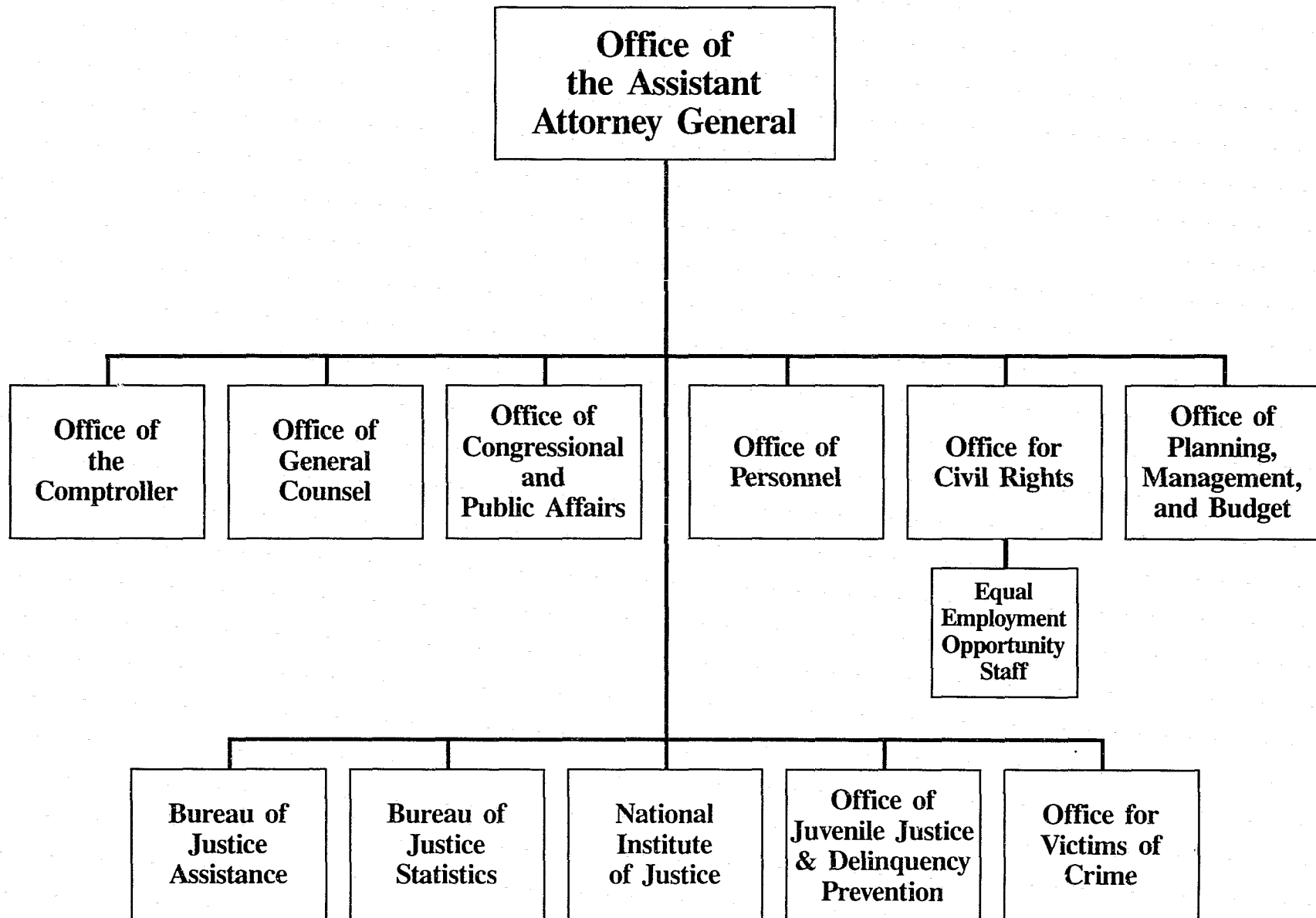


Table 1
OFFICE OF JUSTICE PROGRAMS
APPROPRIATIONS HISTORY
(In Thousands of Dollars)

Budget Activity	1988	1989	1990*
Research, Evaluation & Demonstration Program (NIJ).....	\$19,144	\$21,000	\$22,766
Justice Statistical Program (BJS).....	19,278	19,986	20,879
State and Local Formula Grants .....	...	...	...
State and Local Discretionary Grants	<u>8,000 a/</u>	<u>3,497</u>	<u>...</u>
Subtotal, State and Local Assistance (BJA)	8,000	3,497	...
Juvenile Justice (OJJDP):			
Formula Grants	40,765	45,750	48,361
State Technical Assistance .....	...	934	987
Special Emphasis	13,589	6,362	9,123
Juvenile Justice Institute	7,336	10,311	8,501
Technical Assistance	1,580	...	...
Concentration of Federal Efforts	530	433	488
Part D, Gangs	<u>...</u>	<u>...</u>	<u>1,985</u>
Subtotal, Juvenile Justice Program	63,800	63,800 b/	69,405
Public Safety Officers' Benefits Program ..	9,275	24,000	24,818
Missing Children	4,000	4,000	3,971
Mariel Cuban Program	5,000	5,000	4,963
Emergency Assistance .....	...	...	9,927 c/
Regional Information Sharing System	12,000	13,000	13,402
Anti-Drug Abuse (BJA):			
Formula Grants	55,600	118,800	395,101
Discretionary Grants	13,900	29,700	49,636
Prison Capacity	<u>...</u>	<u>...</u>	<u>...</u>
Subtotal, Anti-Drug Abuse	69,500	148,500	444,737
Management and Administration	<u>22,078</u>	<u>22,292</u>	<u>24,240 d/</u>
TOTAL	232,075	325,075	639,108
Crime Victims Fund	77,446 e/	93,559 e/	123,250 f/
Appropriated Positions	329	334	352

* Less GRH.

a/ Includes \$3 million of Juvenile Justice carryover funds transferred by the Appropriations Act.

b/ Includes \$2 million Juvenile Justice carryover funds earmarked by Congress for 1989 program level.

c/ One-half intended for Hurricane Hugo (\$4.963 million) and one-half for California earthquake locales.

d/ Includes \$3.077 million from Juvenile Justice and Delinquency Prevention Act program funds and \$1.985 from Anti-Drug Abuse funds.

e/ Amount collected in previous year.

f/ \$1.75 million sequestered in 1990. \$125 million available. (Will be obligated in 1991.)

Table 2

BUREAU OF JUSTICE ASSISTANCE
FY 90 FORMULA GRANT ALLOCATIONS LEGISLATIVELY AUTHORIZED BY PURPOSE AREA

STATE	ADMIN.	1	2	3	4	5	6	7	8	9	10	11
Alabama	659,300	\$ 236,708	\$4,057,912		\$ 100,000	\$ 107,127						
Alaska	85,200		1,286,178	\$ 52,265				\$ 47,627		\$ 82,730	\$ 53,088	\$ 490,500
Arizona	172,650	99,213	1,144,576					97,221	\$ 752,592		75,000	75,000
Arkansas	88,000	5,625	970,508									151,428
California	1,288,000		13,295,094	2,632,000					8,675,402			100,000
Colorado	274,900	216,330	1,000,000		350,000	100,000		416,770			250,000	3,988,208
Connecticut	230,000		375,000						675,000			500,000
Delaware	90,000										124,000	
Florida	500,000		414,000		52,000							
Georgia	965,300	400,000	4,546,550						339,750		120,000	400,000
Hawaii	124,375	51,225	249,000	223,500	110,025	126,900	\$ 300,000	115,725		187,500		
Idaho	141,480	213,162	1,223,722							169,548		229,842
Illinois	842,850		2,833,176		457,500			400,000	2,786,963			3,130,639
Indiana	429,000		2,667,292	66,000								100,040
Iowa	243,000	50,000	1,220,000	100,000				500,000	150,000	100,000	100,000	400,000
Kansas	219,850	439,593	1,000,000					439,593	439,593			439,592
Kentucky	304,000	404,000	3,510,000		150,000		93,365			66,400		
Louisiana	420,660	344,883	3,900,019			34,720		341,449	592,664	180,000	246,220	152,567
Maine	98,000		1,450,000		79,000			40,000			15,000	
Maryland	366,000											210,000
Massachusetts	411,750	40,000	4,745,000				948,250				1,400,000	
Michigan	450,000	450,000	5,238,000		2,200,000				750,000		1,200,000	1,650,000
Minnesota	438,038	100,000	1,632,981		375,000						211,000	762,000
Mississippi	365,400	75,000	2,052,600		200,000			187,500		125,000		200,000
Missouri	320,480	1,210,020	2,052,113	137,096	5,000			1,234,305	416,349			1,504,072
Montana	104,400	158,876	946,853					382,955				8,408
Nebraska	84,000	357,597	2,275,746									
Nevada	121,400	372,603	745,764	117,723				389,624	27,903			220,457
New Hampshire	123,500									270,000	50,000	300,000
New Jersey	621,750		3,487,500				375,000				5,043,750	1,556,250
New Mexico	304,700	303,184	862,899	78,300	21,000			315,000	68,887	45,000		193,113
New York	334,432	300,000	3,095,900		4,000,000				4,200,000			5,175,000
North Carolina	985,400	66,575	5,813,834			144,671		55,052		600,000	77,492	980,000
North Dakota	94,950											
Ohio	790,000		4,800,000	150,000	730,000				200,000		300,000	3,000,000
Oklahoma	270,900	680,740	1,448,438	229,500				133,919				
Oregon	238,450	98,822	1,254,000		275,125				41,025			1,208,314
Pennsylvania	869,800		471,942									9,735,798
Rhode Island	117,250	37,500	1,055,000	18,750	58,786		322,694			18,750	83,770	
South Carolina	197,250	1,000,000	500,000	100,000	100,000	200,000	25,000	1,100,000	30,000		75,000	181,750
South Dakota	98,100	35,000	809,048	24,065	45,000				175,743			206,903
Tennessee	383,800	75,000	1,827,105	200,175			178,500	75,000			187,646	
Texas	1,199,950		18,479,100							879,950		
Utah	164,800	20,000	1,282,826	81,662				200,061				
Vermont	36,750	56,250	791,250			146,277		45,000				
Virginia	920,700	200,000	2,280,000		355,000			110,000			150,000	212,889
Washington	366,950		5,722,050	200,000				250,000		500,000		
West Virginia	177,550	303,026	1,289,359		24,994			200,000				500,000
Wisconsin	241,900		6,326,990									299,925
Wyoming			1,642,000									
District (DC)	92,000	300,000								50,000	300,000	25,000
Puerto Rico	274,250		412,958				464,814			489,393		1,131,030
Virgin Islands	56,450	131,695	390,000		100,000	40,000	237,855	100,000				
Guam	58,000		80,000	49,000		90,694	225,000					
American Samoa	68,308	51,177	200,000		62,400				62,630			
No. Marianas	35,343				10,000		85,000			85,000		6,462
Total	18,961,266	8,883,804	129,154,283	4,460,036	9,860,830	990,389	3,255,478	7,176,801	20,384,501	3,849,271	10,061,966	39,425,187

BUREAU OF JUSTICE ASSISTANCE
FY 90 FORMULA GRANT ALLOCATIONS DISTRIBUTION REPORT

STATE	12	13	14	15	16	17	18	19	20	21	UNALLOCATED	Total
Alabama		\$ 192,853		\$ 574,668							\$ 120,844	\$ 6,593,000
Alaska												1,704,000
Arizona											3,337,320	5,755,000
Arkansas											3,095,867	4,260,000
California				68,273						\$ 7,531,218	2,197,805	39,676,000
Colorado		500,000		1,050,000			\$ 150,000	\$ 90,000	\$100,000	500,000		5,498,000
Connecticut		1,875,000			\$ 225,000					525,000	1,500,000	5,405,000
Delaware				115,000	756,000					125,000	680,000	1,890,000
Florida											16,876,000	17,842,000
Georgia		1,350,000		598,800		\$ 900,000					32,600	9,653,000
Hawaii	\$57,750	337,500				225,000	379,500					2,488,000
Idaho		9,030		73,890	154,785		46,180	53,321		43,040		2,358,000
Illinois				1,435,000	2,000,000			1,125,000	500,000	1,345,872		16,857,000
Indiana		1,721,036		385,000				176,000	203,000		2,832,632	8,580,000
Iowa		900,000		425,000		50,000	22,000	50,000	100,000	350,000	100,000	4,860,000
Kansas					439,593			100,000	439,593	439,593		4,397,000
Kentucky				1,183,750	118,485				250,000			6,080,000
Louisiana				434,340				50,000	313,478			7,011,000
Maine		622,000		70,000	190,000		70,000					2,634,000
Maryland		101,250			1,500,000						5,125,750	7,303,000
Massachusetts		1,290,000		100,000	100,000							9,035,000
Michigan				1,075,000						600,000		13,613,000
Minnesota				299,000			570,000	90,000	762,000	1,632,981		6,873,000
Mississippi			\$ 500,000	375,000	125,000			100,000	75,000	187,500		4,568,000
Missouri		450,000		632,565					50,000			8,012,000
Montana		333,862	18,000								134,646	2,088,000
Nebraska		104,689		49,534	161,581					143,853		3,177,000
Nevada		68,400		145,424			57,000	66,677		95,025		2,428,000
New Hampshire				70,000	100,000					1,556,500		2,470,000
New Jersey		187,500				206,250		60,000				11,538,000
New Mexico		200,000			276,404			178,513		200,000		3,047,000
New York		4,424,975		128,000		1,000,000					2,800,693	25,459,000
North Carolina				165,726		452,572					366,841	9,854,000
North Dakota								145,837			1,804,050	1,899,000
Ohio			250,000	1,580,000				300,000	3,050,000		670,000	15,820,000
Oklahoma		40,000		1,111,413			93,526			57,000	1,352,564	5,418,000
Oregon	250,000	740,160		339,104	15,000		60,000	81,000	168,000			4,769,000
Pennsylvania		2,000,000		469,701	3,713,999					124,740	20	17,386,000
Rhode Island		343,750		165,000	75,000			48,750				2,345,000
South Carolina		750,000		800,000	100,000	90,000	50,000	150,000	30,000	250,000		5,729,000
South Dakota		175,901		46,069			125,000		221,171			1,962,000
Tennessee		895,366		1,306,150						2,547,258		7,676,000
Texas				1,550,000	1,750,000			140,000				23,999,000
Utah		137,000		216,650	85,000		210,000				899,001	3,297,000
Vermont				273,250	40,000				360,000		223	1,749,000
Virginia		1,996,300	130,000	300,000		470,000				2,082,111		9,207,000
Washington				300,000								7,339,000
West Virginia		400,000		404,448						100,000	151,623	3,551,000
Wisconsin		271,500		115,200							366,485	7,622,000
Wyoming												1,642,000
District (DC)		489,000		350,000							225,000	1,831,000
Puerto Rico		711,000		509,000	965,807		526,748					5,485,000
Virgin Islands				73,000								1,129,000
Guam				358,960	176,000					131,346		1,169,000
American Samoa				165,902	107,153							717,570
No. Marianas	307,750			6,462				33,700	6,463	85,000		353,430
Total		23,618,072	898,000	19,887,817	13,181,269	3,393,822	2,359,954	3,038,798	6,628,705	20,653,037	44,669,964	395,101,000

Explanation of Purpose Areas:

1. Drug demand reduction education programs in which law enforcement officers participate.
2. Multi-jurisdictional task force programs that integrate Federal, State, and local drug law enforcement officers and prosecutors for the purpose of enhancing interagency coordination and intelligence and facilitating multi-jurisdictional investigations.
3. Programs designed to target the domestic sources of controlled and illegal substances, such as precursor chemicals, diverted pharmaceuticals, clandestine laboratories, and marijuana cultivation.
4. Providing community and neighborhood programs that involve citizens in preventing and controlling crime, including special programs to reduce crimes committed against the elderly and special programs for rural areas.
5. Disrupting illicit commerce in stolen goods.
6. Improving the investigation and prosecution of white-collar crime, organized crime, public corruption, and fraud against the government, with priority to cases involving drug-related official corruption.
7.
 - a. Improving the effectiveness of law enforcement operations through crime analysis techniques, street sales enforcement and schoolyard violator programs, and programs to control gang-related crime and drug-related problems in low-income housing.
 - b. Developing and implementing anti-terrorism plans for deep draft ports, international airports, and other important facilities.
8. Career criminal prosecution programs, including model drug control legislation.
9. Financial investigation programs that identify money laundering operations and assets obtained through illegal drug trafficking, including the development of model legislation, financial investigation training, and financial information sharing systems.
10. Improving court operations, including court delay reduction programs and programs to enhance the judicial process.
11. Programs to expand and improve corrections, including drug treatment in prisons and jails, intensive supervision programs, and long-range corrections and sentencing strategies.
12. Prison industry projects.
13. Programs to identify and treat adult and juvenile drug and alcohol-dependent offenders.
14. Programs to provide assistance to jurors and witnesses and assistance (other than compensation) to victims of crime.
15.
 - a. Programs to improve drug control technology, such as drug testing and enhancing State and local forensic laboratories.
 - b. Criminal justice information systems to assist law enforcement, prosecution, courts, and corrections agencies, including automated fingerprint identification systems.
16. Innovative programs that demonstrate new and difference approaches to enforcement, prosecution, and adjudication of drug offenses and other serious crimes.
17. Programs to address the problems of drug trafficking and the illegal manufacture of controlled substances in public housing.
18. Programs to improve the criminal and juvenile justice system's response to domestic and family violence, including spouse abuse, child abuse, and abuse of the elderly.
19. Programs to evaluate State and local drug control activities.
20. Programs to provide alternatives to detention, jail, and prison for persons who pose no danger to the community.
21. Programs for which the primary goal is to strengthen urban enforcement and prosecution efforts to target street drug sales.

Table 3
FY 1990 DISCRETIONARY GRANT AWARDS

<u>PROGRAM</u>	<u>GRANTEE</u>	<u>AMOUNT</u>
<u>APPREHENSION PROGRAMS</u>		
Organized Crime/Narcotics Trafficking	Arizona Department of Public Safety	\$ 355,000
	Broward County Sheriff's Office	180,000
	City of Conyers, GA	146,550
	Dallas County Sheriff's Office	250,000
	Jefferson County Police Department	150,000
	Kansas City Missouri Police Department	170,000
	Las Vegas Metropolitan Police Department	100,000
	Maryland Department of Public Safety	152,892
	Maine Department of Public Safety	130,000
	Multnomah County District Attorney	170,000
	Nebraska Commission on Law Enforcement	135,842
	New Mexico Department of Public Safety	100,000
	New York County District Attorney	100,000
	Ohio Office of Criminal Justice Services	100,000
	PIMA County Sheriff's Department, Az	190,000
	Riverside Police Department, California	320,000
	Suffolk County, MA District Attorney	140,000
	Utah Department of Public Safety	100,000
Marijuana Eradication	Arkansas State Police	188,300
	Hawaii Department of Attorney General	394,450
	Kentucky Bureau of Investigation	250,000
	Maryland Department of Public Safety	199,155
	Nevada Division of Investigation	71,000
	Washington State Police	250,000
Drug Enforcement TA	Institute for Law And Justice	150,000
Crack Enforcement	Baltimore, MD Police Department	300,000
	City of San Diego, CA	150,000
	Miami, FL Police Department	350,000
	Nassau County, NY Police Department	200,000
	Rochester, NY Police Department	250,000
Urban Street Gangs Drug Trafficking Enforcement	Kansas City, MO Police Dept	125,000
	San Diego County, CA District Atty	175,000
Clandestine Laboratories Training	Drug Enforcement Administration	250,000
	National Sheriff's Association	179,998
Washington DC Metro Drug Task Force	Arlington County, VA Police Department	2,763,155
	Drug Enforcement Administration	1,251,702
Drug Impacted Small Jurisdictions	Hastings, NE	100,153
	Ocala, FL	99,940
Narcotics Enforcement in Public Housing	Office of Juvenile Justice and Delinquency Prevention (OJJDP)	37,500

Training on Drug Activities Involving Illegal Aliens	International Association of Chiefs of Police	299,730
Law Enforcement Training	Drug Enforcement Administration (DEA)	200,000
Clandestine Lab Cleanup (Transfer from DEA, administered by BJA)	California Department of Health Services	347,635
	New Futures, Inc.	319,328
	New Jersey Department of Environmental Protection	348,037
	Portland, OR Bureau of Fire	372,500
	Washington Department of Social and Health Services	362,500
High Intensity Drug Trafficking Area Assistance	Miami, FL Police Department	483,000
Financial Investigations Demonstration	Broward County, FL Sheriff's Office	185,000
	San Diego, CA Office of the Comptroller	185,000
	Georgia Bureau of Investigation	185,000
	Kansas City, MO Police Department	185,000
	Multnomah County, OR District Attorney	185,000
	New York County, NY District Attorney	185,000
	Suffolk County, MA District Attorney	185,000
Financial Investigations Training	Federal Bureau of Investigation	700,000
Assets Seizure and Forfeiture Training	Police Executive Research Forum	199,913

PROSECUTION PROGRAMS

Multijurisdictional Drug Prosecution	Georgia Office of the District Attorney	200,000
Utilization of RICO Statutes	National Association of Attorney Generals	499,982
Statewide Drug Prosecution	Alabama Attorney General	70,593
	Arizona Attorney General	200,000
	Florida Department of Legal Affairs	178,300
	Louisiana Department of Justice	132,569
	Pennsylvania Attorney General	41,009
	Rhode Island Attorney General	180,350
	Institute for Intergovernmental Research	50,000
Training for Local Drug Prosecutors	American Prosecutors Research Institute (APRI)	149,516
Local Prosecution Technical Assistance	APRI	800,034
Model State Statute Development	APRI	149,968
Civil Penalties	Wayne County, MI	250,000

ADJUDICATION PROGRAMS

Adjudication Agencies Assistance	American University (AU)	149,931
Structured Sentencing	National Institute of Justice (NIJ)	25,000
Differentiated Case Management	Berrien County, CT Second Circuit Camden County, NJ Superior Court Pierce County, WA Superior Court Ramsey County, MN Second Judicial District Wayne County, MI Recorder's Court	65,000 65,000 65,000 65,000 64,978
Judicial Training on Drugs	State Justice Institute	12,000
Expedited Drug Case Management	AU	149,998
Comprehensive Drug Offender Adjudication	Genesee County, MI Louisiana Criminal District Court Santa Clara County, CA - Center for Urban Analysis	150,000 300,000 150,000
Drug Testing - Pretrial	Arizona Superior Court Prince George's County, MD Wisconsin Correctional Services Pretrial Services Resource Center	300,000 300,000 300,000 199,987
Drug Testing Model Demonstration	Multnomah County, OR Community Corrections Division	684,461
Denial of Benefits to Drug Offenders	National Center for State Courts Rhode Island Governor's Justice Commission	293,802 150,000

CORRECTIONS PROGRAMS

Drug Treatment in Jail Setting	American Jail Association	75,000
Drug Treatment in Corrections Institutions	Narcotic and Drug Research, Inc.	75,000
Drug Offender Management	National Association of State Alcohol and Drug Abuse Directors (NASADAD)	13,165
Treatment Alternative Street Crime	NASADAD	525,000
Focused Offender Dispositions	NASADAD	300,000
Corrections Technical Assistance	Correction Research Institute	149,983
Shock Incarceration	Illinois Department of Corrections OJJDP Oklahoma Department of Corrections	250,000 1,600,000 250,000
Probation and Parole Drug Testing	Council of State Governments	1,100,000
Corrections Drug Testing and Interdiction	NIJ	300,000

Private Sector/Prison Industry Enhancement	American Correctional Association (ACA)	99,993
Prison Industries Clearinghouse	ACA	99,998
Jail Industries Development	NIJ	150,000
Real Property Identification and Transfer	Federal Bureau of Prisons	100,000
Planning New Correctional Facilities	National Institute of Corrections	200,000
	NIJ	300,000

DEMAND REDUCTION PROGRAMS

National Crime Prevention Campaign	National Crime Prevention Council (NCPC)	\$2,700,000
National Night Out	National Association of Town Watch	100,000
Demand Reduction Model Development	NCPC	1,000,000
Congress of Black Churches - Anti-Drug Program	OJJDP	150,000
Innovative Neighborhood-Oriented Policing	Hayward, CA	191,557
	Louisville, KY	200,000
	Norfolk, VA	105,582
	Tempe, AZ	200,000
	Eisenhower Foundation	500,000
	New York City, NY	199,903
	Prince George's County, VA	202,575
Drug Abuse Resistance Education (DARE)	Arizona Department of Public Safety	160,000
	Los Angeles, CA	170,000
	Illinois State Police	170,000
	North Carolina Bureau of Investigation	160,000
	Virginia State Police	200,000
DARE Model Parent Program	Illinois State Police	70,000
	North Carolina Bureau of Investigation	70,000
Drug-Free School Zones	OJJDP	37,500

VICTIMS OF CRIME PROGRAMS

Technical Assistance (TA) and Training to Improve the Treatment of Victims	Office for Victims of Crime (OVC)	190,000
National Victims Resource Center	OVC	200,000
Legal Remedies for Crime Victims	OVC	80,000
TA and Training for Victims	OVC	80,000
Corrections-Based Victims Assistance	OVC	150,000

Paul and Lisa	OVC	100,000
Offender Supervision, Victim Restitution	OVC	150,000
TA and Training for Native Americans	OVC	200,000

INFORMATION SYSTEM PROGRAMS

Operational Information Systems	Search Group, Inc.	300,000
Drug Data Clearinghouse	Bureau of Justice Statistics (BJS)	750,000
Improving Criminal History Information Systems	BJS	9,000,000
Drug Use Forecasting	NIJ	1,000,000
Impact of Drugs on the Criminal Justice System	Crime and Justice Research Institute	30,000
Criminal Justice Expenditure Analysis	BJS	200,000

EVALUATION

Evaluation of Discretionary and Formula Grant Programs	National Institute of Justice (NIJ)	3,147,500
Consortium to Assess Strategies	Criminal Justice Statistics Association (CJSA)	750,000
State Drug Control Directors Conference	NIJ	100,000
State Cluster on Strategic Planning	CJSA	73,975