

THE REPORT OF THE LEAA TASK FORCE ON WOMEN



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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

PREFACE

This report of the LEAA Task Force on Women discusses the problems of women in LEAA and the impact of LEAA's programs on women in the criminal justice system. The report includes recommendations to improve opportunities for women throughout the Agency, and it deals with important issues related to the mission of LEAA and the needs of women in criminal justice.

The Task Force reviewed LEAA-funded programs intended to provide equal services on an equal basis to persons in the criminal justice system. We analyzed current LEAA funding patterns and ongoing programs most directly related to the needs of women.

The Task Force found a general lack of attention to women's needs in most programs and to assuring equal access for women by institutions providing services. This inattention stems partly from a lack of awareness of the special needs of women. Partly it is due to the precedence given to other priorities. Most of the programs we consider significant for women lack adequate representation of women in policy making and supervisory positions.

The Task Force has developed recommendations for particular programs to meet the needs of women. More importantly, by studying the process of day-to-day LEAA activities, the Task Force has developed mechanisms for assuring that women become more valued and have a more significant part in that process.

The issues and recommendations in this report are by no means definitive. The Task Force's initial priorities were to identify the areas needing change, to start the processes of change, and to recommend goals and methods of change to be pursued by LEAA. The report sets forth a preliminary agenda for positive action; however, much more work needs to be done.

The success of the Task Force on Women--and its anticipated impact--is largely due to the concern and commitment of many people both within LEAA and in law enforcement and criminal justice agencies. The publicity about the Task Force has reflected the belief of many people that LEAA intends to respond to the problems of women in criminal justice and to provide leadership in this area.

Those of us on the Task Force took our responsibility seriously. As a result of our experience, we recognize that change does not come easily. We hope to create the climate for change by raising the expectations of women about their role in this Agency and in the criminal justice system. It is the responsibility of all of us in LEAA to help fulfill those expectations.

Marlene Beckman, Chairperson

LEAA TASK FORCE ON WOMEN

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The LEAA Task Force on Women expresses its appreciation to the managers of LEAA who have given willingly of their staff resources and also of their own time.

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INTRODUCTION

Background and Purpose

The Law Enforcement Assistance Administration is interested in the special problems of women in the criminal justice system as offenders, victims, and employees of the system. Because there are special women's issues which must be addressed to assure fair and equal participation by women in the LEAA program, it is incumbent upon LEAA to review past and current policies and programs regarding women in the criminal justice system.

Such agencies as the Manpower Administration, the Women's Bureau, the Bureau of Prisons, and the National Council on Crime and Delinquency are all taking active steps in establishing policy and programs for women in criminal justice. As a principal criminal justice agency for the country, LEAA should assume a leadership role in this area. Timely action is particularly important now since President Ford has established a National Commission on the Observance of International Women's Year in 1975.

A variety of offices within the agency participate in the planning, development, implementation, and evaluation of projects involving female clients in the criminal justice system. What is urgently needed is the establishment of an ongoing effort within LEAA for developing and coordinating policy, research programs, and funding concerned with women's issues. Additionally, there is a need for continuous communication and integration of available knowledge on women's issues both within LEAA and with other Federal agencies and criminal justice organizations.

To begin this process, the Task Force on Women of the Law Enforcement Assistance Administration was established on May 8, 1975, by Administrator Richard W. Velde, and charged with these responsibilities:

- (1) Preparing a policy statement for the Administrator on women's issues addressing the following areas:
 - women as recipients in the LEAA delivery system;
 - the concerns and interests of women as part of the States' comprehensive planning process; and
 - women in the criminal justice system as offenders, victims, volunteers and personnel.
- (2) Developing program recommendations supporting the policy statement.
- (3) Determining the feasibility of establishing an ongoing effort within LEAA for coordinating women's programs and policies.

How The Task Force Operated

The Task Force was created as a short-term effort over a two-month time period beginning with the first meeting on June 27, 1975. The work plan was drafted with the strict time limitation in mind, but with the understanding that a recommendation would be made regarding the future organization and functions for an LEAA women's program. (See Appendix A.)

To ensure a wide range of knowledge of current LEAA policies and programs concerning women in the criminal justice system, Task Force members were appointed from various Agency offices. In addition to LEAA personnel, Norma Handloff, the Delaware SPA Director, participated as an ex-officio member.

The Task Force divided into small working groups to identify key areas for study and to collect information leading to the development of recommendations. The following Task Groups were established:

- (1) Women and Girl Offenders
- (2) Women Who Work in the Criminal Justice System
- (3) Women Victims
- (4) Women as Recipients in the LEAA Delivery System
- (5) LEAA Advocacy of Women's Issues.

Each task group met independently and periodically reported their findings to the full Task Force. Task group coordinators received input from LEAA managers, LEAA regional and central office personnel, and resource persons in other criminal justice organizations and Federal agencies which are developing women's programs or offices.

As the Task Force attempted to analyze those LEAA policies and programs particularly important to women's concerns and to understand women's needs in the criminal justice system and LEAA's responsibility to help meet those needs, it became apparent that consideration had to be given to LEAA's responsibility to women working in the Agency. An effective leadership role for LEAA depends upon the Agency's sensitivity to any discrimination which may exist within LEAA and its vigor in carrying out policies and programs to ensure equal opportunity for women as full participants in the LEAA process.

The extent of the Task Force's inquiry involved the review of numerous programs and activities of LEAA headquarters and regional offices, State Planning Agencies, and other law enforcement and criminal justice agencies. Task Force committees reviewed program materials, Federal legislation, Management-By-Objective funding priorities, Guideline Manuals, State Comprehensive Plans, EEO and Civil Rights Compliance documents, etc.

The Task Force was repeatedly struck by the lack of attention to women's needs in most programs and the lack of basic information pertaining to women. As a result, many of the recommendations require the elementary first step of collecting data or synthesizing and analyzing existing data. In the past little or no consideration appears to have been given to collecting and organizing information to develop a composite overview of women in the criminal justice system.

As a result of the Task Force's information gathering, specific issues were identified which were considered to be significant in promoting equal opportunity for women in LEAA and critical to the Agency's mission in meeting the needs of its female clients. Issues were selected which provided an opportunity for greatest impact.

The time limitation under which the Task Force operated severely limited the scope of its inquiry. Many issues could only be surfaced with the recommendation that the appropriate LEAA office explore the issue more thoroughly. In addition, the Task Force operated without staff support. Each member took on the Task Force responsibilities in addition to her or his own office work. As a result, the report itself and the recommendations represent only a preliminary study. Additional investigation, analysis, and planning are essential.

ISSUES AND RECOMMENDATIONS: WOMEN IN THE CRIMINAL JUSTICE SYSTEM

Women as Offenders

Analysis of the Issue

Women in prison are the forgotten offenders. Because of their small numbers, the female offender's needs and problems have been largely overlooked by the criminal justice system. In 1971, approximately 18 out of every 100 persons arrested for a serious crime were women. Of those convicted of a serious crime, 9 out of 100 were women, but only 3 out of every 100 persons sentenced to a State or Federal prison were women. ^{1/} Recent National Prisoner Statistics show that of the 204,349 inmates in State and Federal institutions in 1973, 6,684 were women. In addition, approximately 7,000 women were locked up in more than 3,900 local jails scattered across the country. ^{2/}

The problems of the female offender have remained invisible for another reason: women inmates themselves have called so little attention to their situation. Public and official interest in corrections and the attendant support for prison reforms have been strongly influenced by the dramatic spectacle of disruption and violence inside many prisons. During the 1960's and the early 1970's, a number of serious riots occurred in many large Federal and State prisons for men. Women's institutions, on the other hand, witnessed few if any riots, and the amount of public attention focused on these institutions was proportionate.

In the past, society has been able to ignore the woman offender, for the crimes women have committed traditionally have been ones that inconvenience rather than threaten. Women offenders are rarely involved with organized crime, with crimes involving large property losses, or with crimes that have endangered large numbers of people.

However, recent statistics from the FBI's Uniform Crime Reports show that female arrest rates for the majority of serious offenses are rising much faster than male arrest rates. For the period 1960-1973, the arrest trends for those offenses defined by the FBI as "major crimes" are startling. During this 13-year period, arrests for males increased 87.9 percent while arrests for females jumped 277.9 percent. Although in actual numbers female crime remains much lower than male crime, current statistics show that the proportion of women in crime in 1973 is higher than at any other time since the end of World War II, and probably before that. ^{3/}

^{1/} Simon, Rita, "The Contemporary Woman and Crime", NIMH Crime and Delinquency Issues, 1975, page 64.

^{2/} U.S. Department of Justice, Law Enforcement Assistance Administration, "Survey of Inmates of Local Jails 1972 Advance Report"

^{3/} Ibid.

This increase in the proportion of arrests of women for serious crimes is due almost wholly to the fact that women seem to be committing more property offenses than they have in the past. For the year 1973, women accounted for 15.1 percent of the arrests for all crimes. Those categories in which they exceed the 15.1 percent overall average by a wide margin include larceny, forgery, fraud, embezzlement, prostitution, and vagrancy. A current theory holds that as a result of both expanded consciousness, as well as occupational opportunities, women's participation, roles, and involvement in crime will continue to change and increase.

Despite indications that women in prison are generally poor, under-educated, and lack the vocational skills necessary to become self-supporting, few institutions offer relevant educational or vocational opportunities. Because of the small number of women inmates, the consequent high cost of training per woman cannot be justified in the budgets of many agencies. There is also a feeling that women criminals pose less of a threat to society than their male counterparts, and therefore do not warrant the same financial expenditures. Training programs are geared to the needs of the institution with the inmates progressing from the least pleasant assignments, such as sanitation detail and clean-up work, to traditional women's activities such as sewing and beauty shop work. Such work experience as the female inmate gains is of the most menial and unskilled nature and is irrelevant to the sophisticated labor market of major urban centers to which the majority of the population will return.

The unique problems of the female offender are nowhere more evident than in the local jail. In many jails women must be locked in their cells all day because no other provision has been made for them. Recreation, education and vocational services may not be available to the women in jail because of lack of supervisors, inadequate facilities, and the fears of mixing men and women. In jails where some programs are available, women are frequently denied their use to prevent contact with the more numerous male population.

A large number of women in prison have children. A 1972 survey in New York showed that two-thirds of incarcerated women have one or more dependent children. ^{3/} Worrying about their daughters and sons is a common preoccupation for imprisoned mothers. Female offenders are often forced to separate their children for placement in different foster homes thus further breaking up the family structure during the time of incarceration. In large cities some children of incarcerated mothers are left to wander the streets where they frequently become offenders themselves at young ages.

^{3/} Hendrix, Omar, "A Study in Neglect: A Report on Women Prisoners," The Women's Prison Association, New York, 1972, page 15.

The National Advisory Commission on Criminal Justice Standards and Goals recognized the neglect that has characterized female corrections, and recommended that correctional agencies immediately reexamine their policies, procedures, and programs in terms of their relevance to the problems and needs of women offenders. Standard 2.8 of the Corrections Volume sets forth the right of offenders to be free from discriminatory treatment based on race, religion, nationality, sex, or political beliefs. It calls for equality of opportunity in being considered for program options and work assignments.

Standard 11.6 relating to women in major institutions, recommends the following:

- ° Facilities for women to be an integral part of the correctional system rather than isolated units;
- ° Research to determine the special needs of the female offender;
- ° Vocational programs to prepare women for meaningful employment in the current job market; and
- ° Community correctional programs and diversion alternatives that allow women to maintain contact with their families.

Among the standards not directly aimed at female offenders but with significant impact on them are those recommendations calling for the decriminalization of certain types of offenses, i.e., prostitution, drug use, and juvenile status offenses.

LEAA Policy

To assess future program needs and priorities, LEAA staff is currently reviewing all grant awards, both ongoing and completed projects, that focus on the woman offender. An analysis of the results of this survey will permit development of programs to ensure better delivery of planned, informed, and equal services to female offenders throughout the country. (See Appendix B)

The National Institute is supporting an ongoing research study of women offenders aimed at understanding the magnitude of the problem and developing a meaningful corrections strategy. This research effort in thirteen sample States is being conducted by Dr. Ruth Glick of the California Youth Authority (\$293,025). In addition to developing a population and demographic data base for women in the criminal justice system, the research has the following objectives:

- (1) To indicate gaps in our current systems of recording information on female offenders;
- (2) To describe existing correctional programs for women, taking into account such factors as facilities, staffing patterns, location, and demographic profile of the inmates;
- (3) To identify the special problems of women offenders as defined by the community, the administrative staff, the line staff, and the inmates themselves;
- (4) To indicate trends in community-based and diversion programs for female clients; and
- (5) To develop guidelines for establishing and implementing new programs in institutions and in the community.

Another National Institute project recently completed by the Center for Criminal Justice at Boston University, under the direction of Sheldon Krantz (\$257,786), looked at the decriminalization of certain "victimless" crimes in terms of alleviating court delay and congestion. The researchers present a strong case for reexamining laws which criminalize activities between consenting adults, particularly prostitution.

RECOMMENDATIONS

1. ESTABLISH FUNDING PRIORITIES TO INCREASE EXPLORATION, DEVELOPMENT, AND UTILIZATION OF ALTERNATIVES TO INCARCERATION FOR WOMEN OFFENDERS, ALONG WITH THE EXPANSION AND EVALUATION OF PROGRAMS THAT PROVIDE MEANINGFUL VOCATIONAL TRAINING AND REALISTIC JOB OPPORTUNITIES IN NON-TRADITIONAL AREAS FOR WOMEN OFFENDERS IN ALL PHASES OF THE CORRECTIONAL PROCESS.

Responsible Office: Rehabilitation and Program Development
Division, Office of Regional Operations

2. ESTABLISH FUNDING PRIORITIES TO EXAMINE STATUTORY PROVISIONS THAT ARE FOUND TO DISCRIMINATE AGAINST WOMEN OFFENDERS BY IMPOSING MORE SEVERE SENTENCES FOR SIMILAR CRIMES AS COMPARED TO THEIR MALE COUNTERPARTS; AND TO EXAMINE THE ISSUES OF VICTIMLESS CRIME AND EVALUATE THE INVESTMENT OF RESOURCES IN THEIR ENFORCEMENT, PARTICULARLY IN THE CATEGORIES OF PROSTITUTION, VAGRANCY, STATUS OFFENSES, AND DISORDERLY CONDUCT.

Responsible Office: Enforcement and Program Development Division,
Courts and Program Development Division,
Office of Regional Operations

3. BUILD ON THE RESULTS OF ONGOING RESEARCH STUDIES CONCERNING FEMALE OFFENDERS AND INITIATE NEW RESEARCH PROJECTS IN THE AREA OF FEMALE CRIMINALITY. IN CONCERT WITH ONGOING STUDIES, DEVELOP AND EVALUATE MODEL PROGRAMS FOR FEMALE OFFENDERS ON A DEMONSTRATION BASIS.

Responsible Office: National Institute of Law Enforcement and Criminal Justice

4. PROVIDE SUPPORT FOR THOSE STATES AND OTHER JURISDICTIONS THAT SEEK FUNDING TO DEVELOP STANDARDS AND GOALS FOR FEMALE OFFENDERS.

Responsible Office: Standards and Goals Division, Office of National Priority Programs

5. DESIGNATE ONE PERSON IN EACH LEAA REGIONAL OFFICE AS THE COORDINATOR FOR FEMALE OFFENDER PROGRAMS IN THAT REGION AND HOLD A TRAINING SESSION FOR THESE REPRESENTATIVES TO ENABLE THEM TO PROVIDE TECHNICAL ASSISTANCE IN THIS AREA.

Responsible Office: Office of Regional Operations

6. SUPPORT THE RESOLUTION OF THE NATIONAL CONFERENCE OF STATE CRIMINAL JUSTICE PLANNING ADMINISTRATORS CALLING FOR THE MODIFICATION OR ELIMINATION OF LAWS, PROCEDURES, AND PROGRAMS WHICH DISCRIMINATE AGAINST FEMALE OFFENDERS, BY ESTABLISHING REGIONAL TRAINING SESSIONS FOR SPA STAFF ON THE PROBLEMS OF THE FEMALE OFFENDER.

Responsible Office: Office of Regional Operations

Female Juvenile Offenders

Analysis of the Issue

Despite some alarming statistics, female juvenile offenders receive little attention from those concerned with improving the criminal justice system. Current data show that:

1. Serious female juvenile crime has quadrupled since 1960; ^{1/}
2. The ratio of juvenile males and females referred to court has shifted from 4 to 1 prior to 1973 to 3 to 1; ^{2/}
3. The number of female juvenile cases referred to court doubled during 1965-1972 as compared to a 49 percent increase for juvenile males. ^{3/}

Not only are more female juveniles entering the system but the evidence indicates that they are also receiving different treatment than male juveniles receive. Girls are more likely to be incarcerated for less serious offenses than boys and to be kept incarcerated for longer periods of time. They are also more likely to be referred for status offenses, i.e., conduct that would not be criminal if committed by an adult, and at a higher rate than boys referred for such conduct. Truancy, incorrigibility, and sexual delinquency are the three primary status offenses for which girls are institutionalized. The Juvenile Detention and Correctional Facility Census report for Fiscal Year 1971 showed that 70 percent of the adjudicated females in custody were status offenders, compared to 23 percent for males. This is especially disturbing given the fact that 26 states now have special categories for juveniles who commit status offenses. While many require that such juveniles be referred to services outside the juvenile justice system, there is concern about the adequacy of these provisions in diverting youngsters from the system. Often status offenders are transformed into delinquents after the second or third misdemeanor.

Society's sexual double standard which works to the detriment of women is particularly harsh on female juveniles. Girls are more likely than boys to be committed to an institution if there is some evidence of sexual activity, regardless of the offense for which they have been convicted. This sentencing practice has critical implications since research has shown that, whatever the girl's offense, it is almost invariably accompanied by some perceived disturbance or socially unacceptable behavior in the sexual area.

^{1/} 1973 F.B.I. Uniform Crime Reports

^{2/} H.E.W. Juvenile Court Statistics 1973

^{3/} Ibid.

Like the data on the increasing involvement of girls in the criminal justice system, the information on disparity in treatment of female juvenile offenders has been treated with indifference. What is required is a comprehensive approach to focus attention on female juveniles and to identify specific strategies for eliminating discriminatory treatment. This approach should include a substantial research component to examine such issues as the causes of crime, effective treatment, and alternatives to incarceration.

LEAA Policy

A Grants Management Information System printout on female juvenile offender grants from 1969 to 1975 indicates:

1. Only 5 percent of all juvenile delinquency discretionary projects were specifically female-related programs.
2. Only 6 percent of the block juvenile grants were specifically female-related programs.
3. Very few of the grants awarded emphasize vocational education and job training components in community based programs or in institutions. (See Appendix C.)
4. None of the grants included a research effort on special characteristics or different treatment of female juvenile offenders.

These percentages do not take into account delinquency programs involving both boys and girls. The fact remains, however, that few programs focus on the special needs, concerns, and problems of female juveniles.

The Juvenile Justice and Delinquency Prevention Act of 1974 should rectify this situation. Section 223(a)(16) requires that states must "provide assurance that assistance will be available on an equitable basis to deal with all disadvantaged youth including but not limited to, females, minority youth, and mentally retarded and emotionally or physically handicapped youth."

RECOMMENDATIONS

1. DEVELOP STRATEGIES TO INCREASE SPA SUPPORT FOR FEMALE JUVENILE OFFENDER PROGRAMS.

Responsible Office: Office of Juvenile Justice and Delinquency Prevention

2. REVIEW THE JUVENILE DELINQUENCY SECTION OF ALL STATE PLANS TO ASSURE COMPLIANCE WITH THE SPA GUIDELINE 4100.1D REQUIRING THAT THE NEEDS OF ALL DISADVANTAGED YOUTH BE ANALYZED AND CONSIDERED AND THAT ASSISTANCE BE AVAILABLE ON AN EQUITABLE BASIS FROM FEDERAL FUNDS; THAT A REVIEW OF OTHER FEDERAL, STATE, LOCAL AND PRIVATE PROGRAMS AFFECTING THESE YOUTH BE INCLUDED; AND THAT ALL PROGRAMS BE BROKEN DOWN BY SEX AND MINORITY GROUP.

Responsible Office: Office of Juvenile Justice and Delinquency Prevention

3. DEVELOP AND FUND RESEARCH THAT ANALYZES TREATMENT OF FEMALE JUVENILES BY THE COURTS, REFERRAL AGENCIES AND THE COMMUNITY, WITH SPECIAL EMPHASIS ON STATUS OFFENDERS.

Responsible Office: Office of Juvenile Justice and Delinquency Prevention

4. DEVELOP AND FUND DISCRETIONARY PROGRAMS THAT SPECIFICALLY FOCUS ON THE NEEDS OF THE FEMALE JUVENILE FROM THE REFERRAL STAGE TO POST-ADJUDICATION.

Responsible Office: Office of Juvenile Justice and Delinquency Prevention

Girls and Women as Victims

Analysis of the Issue

Victims of rape have received a great deal of public attention in recent years. We now recognize that these individuals are often victimized not only by the rapist, but, in the process of seeking justice, by the criminal justice system and by society's attitudes toward rape. Despite increasing sensitivity to rape victims, however, there has until recently been very little programmatic attention focused on girls and women who are victims of other types of assault, particularly assaults occurring in the home.

The subject of women and girl victims was discussed at the 1975 American Bar Association convention in Montreal, focusing on such crimes as incest against young girls, wife beatings, and proposed statutory changes to make assault and incest laws more sensitive to the victim's needs. Researchers at this session reported preliminary findings suggesting that the unresponsiveness of criminal justice personnel--now extensively documented with regard to rape victims--also pertains to women who are victims of other assaults. When women are assaulted, particularly by a family member or friend, there appears to be a tendency on the part of criminal justice personnel to regard the victimized woman as somehow to blame for her injury, and she is treated accordingly. The system's response tends to focus less on the injury and sensitive treatment of the victim, and more on evaluating the victim's credibility.

The National Crime Panel victimization survey is a valuable source of statistics on the characteristics of victims and criminal events. Analysis conducted to date has shown that females are less likely to be the victims of personal crime than men, and that, like men, younger females are more likely to be victimized than older women. However, in-depth analysis has not been specifically directed at the female crime victim to ascertain whether the characteristics of victimization are different for men and women. Evidence of such differences would indicate that special programs should be developed to meet any identified special needs of female victims. The ongoing survey is designed to permit inclusion of supplemental questions. Thus, the National Crime Panel is the logical vehicle for providing statistical evidence on the way female victims are treated by the criminal justice system and whether the treatment of female victims differs appreciably from the treatment of male victims.

LEAA Policy

Recognizing the need for improved treatment of rape victims, LEAA has funded numerous projects to assist them. In addition, the Center for Women Policy Studies was awarded a technical assistance grant to identify the best hospital, police, court and community programs in this area and to describe these projects in four separate handbooks to be widely disseminated to those developing or improving rape victim assistance programs.

The Citizens Initiative Division's MBO Objective 1.216 is aimed at providing assistance for a broad range of projects to assist victims, witnesses and jurors. However, because detailed information regarding the characteristics of victimization of girls and women is not yet available it is impossible to plan and fully implement an effective assistance program.

Because the National Crime Panel data have only recently become available, analysis completed to date has not exhaustively treated any single variable. In-depth analysis underway is concerned with specific crime types and differences across geographic areas and time. Additional analysis of the data will be undertaken within budgetary constraints.

RECOMMENDATIONS

1. FUND A RESEARCH GRANT TO FULLY ANALYZE THE NATURE AND CHARACTERISTICS OF FEMALE VICTIMIZATION UTILIZING THE NATIONAL CRIME PANEL AND OTHER SOURCES OF RELEVANT DATA.

Responsible Office: Citizens Initiative Division, Office of
National Priority Programs
Statistics Division, National Criminal
Justice Information & Statistics Service

2. DEVELOP AND ADMINISTER SUPPLEMENTAL QUESTIONS TO THE NATIONAL CRIME PANEL SURVEY TO COLLECT DATA REGARDING TOPICS RELEVANT TO FEMALE VICTIMIZATION ESPECIALLY ON THE TREATMENT OF MALE AND FEMALE VICTIMS OF CRIME BY THE CRIMINAL JUSTICE SYSTEM.

Responsible Office: Citizens Initiative Division, Office of
National Priority Programs
Statistics Division, National Criminal
Justice Information & Statistics Service

3. DEVELOP A NEW AGENCY INITIATIVE AIMED AT INNOVATIVE SERVICE FOR FEMALE VICTIMS OF CRIME WITH AN APPROPRIATE LEVEL OF FUNDING, IF DATA ANALYSIS INDICATES THAT FEMALE VICTIMS HAVE SPECIAL NEEDS.

Responsible Office: Citizens Initiative Division, Office of
National Priority Programs

Women as Employees and Volunteers in Criminal Justice

Analysis of the Issue

Despite Federal legislation 1/ and numerous court decisions 2/ outlawing sex discrimination, women remain underrepresented in every employment category except clerical and secretarial. They are systematically excluded from many jobs based on irrational and outdated sex role stereotyping, uniformly receive lower pay for the same work as their male counterparts, and are generally denied opportunities for training and career advancement 3/.

Part of the problem lies with misconceptions regarding the applicability of civil rights legislation and Equal Employment Opportunity guidelines to women. But the main issue is whether the criminal justice system, traditionally male-oriented and male-dominated, is willing to take a hard look at itself, identify discriminatory practices, and make a real effort to eliminate them. 4/

The obstacles toward achieving this goal are overwhelming. At present, there is no systematic collection and analysis of statistics on women employed in criminal justice professions. Where collection efforts do exist, they are fragmented and incomplete. For example, the statistics compiled by the Equal Employment Opportunity Commission in 1973 on employees of police and corrections agencies do not include data from five states and do not contain a breakdown by type of agency or by specific occupation. The best data available is in the law enforcement area, with the Uniform Crime Reports (UCR) and surveys by the International Association of Chiefs of Police, International City Management Association, and the Police Foundation.

1/ Title VII of the Civil Rights Act of 1964.

2/ Reed vs. Reed, 401 U.S. 71 (1971) (Equal Protection Clause of the Constitution applies to females); Sprogis vs. United Airlines, 444F2d 1194 (1971)(refusal to hire females because of marital status); Shpritzer vs. Lang, 234 N.Y.S. 2nd 285 (1972)(refusal to afford women same opportunity for promotion as men); In re Shirley Long, November 13, 1972 (elimination of height requirements for all police functions under U.S. Civil Service Commission jurisdiction).

3/ 1973 U.S. Equal Employment Opportunity Commission, Minorities and Women in State Government, Volume I.

4/ In this regard, it is interesting to note that the Executive Committee of the National Conference of State Criminal Justice Planning Administrators passed a resolution on September 15, 1975, urging all criminal justice system components to promote and utilize minority persons on a non-discriminatory basis at all levels of responsibility coupled with the necessary authority and commensurate compensation. The resolution addressed minorities by race, religion and ethnic origin. Sex was not included.

These cover use of different requirements for female police personnel by type of police agency and assignment of police women to patrol by city size, geographic region, city type and form of government. Data for courts and corrections has been almost totally neglected. Other than some limited figures on judgeships (the 1970 Census provides information by sex on 12,000 judgeships), state court administrators, and state parole board composition, data is practically non-existent.

Existing stereotypes and myths about women's capabilities and appropriate roles continue to work against full employment of women in non-traditional jobs. Even where there is a much-publicized development, such as the use of women on patrol, the innovation is confined to just a few cities. In a 1974 International City Management Association survey of 278 cities, only 46 cities reported using women on patrol. Almost half of the cities had populations of less than 100,000. Few corrections agencies allow women to handle mixed caseloads or work in male institutions despite the growing body of evidence that women function as effectively as their male counterparts (e.g. the California Department of Corrections experience in which more than 100 women have successfully assumed these kinds of responsibilities).

Another obstacle slowing the full participation of women in criminal justice is the process itself: the development, implementation and enforcement of affirmative action programs. Once again, the problem is especially acute in the courts and corrections areas, where criminal justice officials sincere in their efforts to eliminate discrimination are hampered by a lack of information about model affirmative action programs and the limited availability of technical assistance. The Equal Employment Opportunity Program Development Manual developed by LEAA's Office of Civil Rights Compliance is a useful document for analysis of employment practices and development of an EEO Program. However, there is a real need for information describing the efforts of criminal justice agencies to implement affirmative action so that other agencies can profit by their experiences and avoid their mistakes.

Finally, any discussion of obstacles cannot avoid the question of enforcement. No matter how well discrimination is documented, stereotypes and myths dispelled, or procedures for eliminating discriminatory practices spelled out, resistance to equal opportunity for women will persist unless there is constant and vigorous compliance effort. Equally important, this effort must be highly visible and perceived as effective.

Another issue that relates to women within the criminal justice system involves volunteers. Recent surveys indicate that almost 26 percent of all American women between the ages of 25 and 44 do volunteer work. Criminal justice agencies have used women volunteers to some extent, most notably in the area of probation but their utilization could be greatly expanded. What is needed is an objective assessment of the talents this group possesses and the ways in which their involvement can be increased.

LEAA Policy

Interest on the part of most LEAA program offices in problems and concerns of women in criminal justice professions has been minimal and limited to a few efforts. The National Institute, through a grant to the Vera Institute (75 NI-99-0057), has been supporting evaluative research on performance of female patrol officers. The Manpower Survey currently sponsored by the Institute and the NCJISS Survey of Criminal Justice Employee Characteristics will provide some data on employment of women in selecting criminal justice occupations. Basically, however, the responsibility for addressing the problems and concerns of women in criminal justice has fallen to the Office of Civil Rights Compliance (OCRC).

This office is responsible for establishing comprehensive procedures and programs for effective enforcement of the civil rights responsibilities of recipients of LEAA funds, in accordance with Federal law. It conducts complaint investigations and civil rights compliance reviews, and monitors Federally assisted construction project contractors. It also monitors several technical assistance grants and contracts designed to facilitate increased utilization of minorities and women in criminal justice agencies. For example, OCRC awarded funds to Marquette University to establish the Center for Criminal Justice Agency Organization and Minority Employment Opportunity which provides assistance to more than 60 law enforcement agencies each year.

The office also conducts pre-award reviews of all discretionary fund applications of \$750,000 or more and has recently proposed to expand the dollar amount to grants of more than \$500,000 on a selected basis. The selection is based upon the possible civil rights impact of the grant. The review may result in special conditions to assure employment of minorities and women in the funded program or may require data collection to assure that women and minorities are provided the services of the program in an equitable manner. But with the exception of these grants referred to OCRC, no other LEAA program office routinely reviews grant proposals for staffing and salary discrimination based on sex.

OCRC developed guidelines on the effect on minorities and women of minimum height requirements for employment of law enforcement officers and guidelines relating to membership of minorities and women on SPA and RPU supervisory boards. It has also developed and is circulating for comment a Master Plan for Civil Rights Compliance and a Statement of Priorities.

RECOMMENDATIONS

1. UTILIZE EXISTING STATISTICS (UCR ANNALS, IACP, MANPOWER SURVEY) AND UNDERTAKE ADDITIONAL DATA COLLECTION EFFORTS WHERE NECESSARY TO DEVELOP AND DISSEMINATE ANNUALLY STATISTICS ON WOMEN EMPLOYED IN CRIMINAL JUSTICE PROFESSIONS, AS ECONOMICALLY AND METHODOLOGICALLY FEASIBLE.

Responsible Office: Office of Research Programs, National Institute of Law Enforcement and Criminal Justice
Statistics Division, National Criminal Justice Information and Statistics Service

2. SUPPORT EVALUATIVE STUDIES OF WOMEN'S PERFORMANCE IN HANDLING NONTRADITIONAL RESPONSIBILITIES, I.E., PAROLE AND PROBATION OFFICERS WITH MIXED CASELOADS, CORRECTIONAL OFFICES IN MALE AND CO-CORRECTIONAL FACILITIES.

Responsible Office: Office of Research Programs, National Institute of Law Enforcement and Criminal Justice

3. FUND A PRESCRIPTIVE PACKAGE DESCRIBING EMPLOYMENT OF WOMEN IN NONTRADITIONAL ROLES IN THE CRIMINAL JUSTICE SYSTEM.

Responsible Office: Office of Technology Transfer, National Institute of Law Enforcement and Criminal Justice

4. UNDERTAKE A COMPREHENSIVE PROGRAM TO IDENTIFY AND EVALUATE THE USE OF VOLUNTEERS IN CRIMINAL JUSTICE AND EXAMINE WAYS IN WHICH THEIR SERVICES CAN BE BETTER UTILIZED.

Responsible Office: Citizens Initiative, Office of National Priority Programs

5. ASSIST CRIMINAL JUSTICE AGENCIES IN THE RECRUITMENT, SELECTION AND ADVANCEMENT OF WOMEN BY:

- a. DEVELOPING A TECHNICAL ASSISTANCE PROGRAM SPECIFICALLY GEARED TO AFFIRMATIVE ACTION FOR WOMEN (SIMILAR TO THE MARQUETTE UNIVERSITY GRANT THAT ESTABLISHES A SPECIAL CENTER TO PROVIDE SHORT TERM ASSISTANCE) WITH SPECIAL EMPHASIS ON NEEDS OF COURTS AND CORRECTIONS AGENCIES.

Responsible Office: Office of Civil Rights Compliance
Office of Regional Operations

- b. DEVELOPING GUIDELINES RELATING TO SEX DISCRIMINATION QUESTIONS AFFECTING WOMEN IN CORRECTIONS, COURTS AND POLICE

Responsible Office: Office of Civil Rights Compliance

- c. DEVELOPING A MANUAL DESCRIBING EXPERIENCES OF CRIMINAL JUSTICE AGENCIES (POLICE, COURTS AND CORRECTIONS) IN IMPLEMENTING AFFIRMATIVE ACTION WITH PARTICULAR EMPHASIS ON PROBLEM DEFINITION AND SOLUTIONS.

Responsible Office: Office of Civil Rights Compliance

6. DEVELOP AND INITIATE PROCEDURES FOR ALL GRANT MONITORS TO USE (NILECJ, NCJISS, AND OTHER NON-DF PROGRAMS) IN REVIEWING GRANT PACKAGES FOR STAFFING AND SALARY DISCRIMINATION.

Responsible Office: Office of Civil Rights Compliance
Grants Contract Management Division, Comptroller

7. INCREASE THE NUMBER OF FULL COMPLIANCE REVIEWS FOR JUDICIAL SYSTEMS AND CORRECTIONS AGENCIES AND THE NUMBER OF SURPRISE EEO DESK AUDITS.

Responsible Office: Office of Civil Rights Compliance

Women as Grant, Loan and Contract Recipients

Analysis of the Issue

The issue of women as recipients in the LEAA delivery system involves three major questions:

1. Are women discriminated against in programs offering training and educational support?
2. Are women discriminated against as potential grantees and contractors?
3. What action can LEAA take to increase the number of women recipients of LEAA funds?

Seven programs are included under the heading of training and educational programs: Law Enforcement Education Program (LEEP); National Institute of Corrections (NIC); 407 Organized Crime Training Program; Graduate Research Fellowships; Internships; Criminal Justice Consortium; and Institute Research Fellows. Included as Appendix D is a brief description of each program and the degree to which women participate. Basically, the following observations can be made:

- With the exception of the Criminal Justice Consortium (23.3 percent of participants are women) and the Graduate Research Fellowships (50 percent are women), only very small proportions of the participants in training and education programs are women. Of particular concern are those that involve the largest number of participants such as LEEP, the National Institute of Corrections, and the Internship program.
- In the two programs where the number of female applicants is known, the statistics show that women were not discriminated against in the award process: Women submitted 18 of the 59 concept papers received for the Graduate Fellowship Programs, or 30 percent of the total, and eventually received 50 percent of the 12 awards made. Since its inception in 1972, the National Institute of Corrections has received 109 applications from women, 7 percent of the total, while 11 percent of those accepted by the program were women.

The proportion of women accepted by the NIC is consistent with the small proportion of female participants in the other LEAA-sponsored criminal justice training and education programs. Although the proportion of female applicants could not be determined, only 8 percent of the LEEP participants for 1969-75 were women; none of the 13 Visiting Fellows of the National Institute of Law Enforcement and Criminal Justice has been a woman; and only 10 percent of the 1,021 criminal justice interns to date are women.

The small proportion of women enrolled in LEEP (8 percent) and the NIC (11 percent) programs can probably be traced to the fact that these programs give preference to, or attract, in-service personnel. For these programs the argument can be made that the statistics on recipients are only a mirror of the male-female employment ratio and that no overt discrimination exists. But the fact remains that training and education programs geared toward in-service personnel are inherently discriminatory. Women may not be fully participating in these training or education support programs because they do not possess the prerequisites for employment experience. Unless a special effort is made to allow women to participate in these programs in greater numbers, the imbalance will take decades to correct.

On the question of whether women are discriminated against as potential grantees and contractors, the Task Force was unable to make a valid determination. It believes, however, that the area deserves more in-depth attention. Here the problem may not be one of inherent discrimination but of examining ways to increase the number of qualified women recipients. For example, a limited review of contracting procedures revealed that firms owned or managed by women are not included in the listing of 8-A minority contracting firms published by the Small Business Administration. Because 8-A firms are exempt from the formal competitive process, newly-created women's firms could greatly profit from inclusion on this list.

LEAA Policy

Each of the programs covered in this section contains basic requirements. None contains special provisions for increasing the participation of women, with the exception of the Consortium, which has made special efforts to recruit minorities and women. LEEP differs from the others in that it awards available funds according to the following priorities:

- a. Returning in-service LEEP recipients
- b. Returning pre-service LEEP recipients
- c. New applicants who are in-service
- d. New applicants who are pre-service

The Joint Financial Management Improvement Program (JFMIP) and an LEAA internal agency task force studied these priorities and concluded that they should remain as established.

A continuing effort is being made to compare the needs assessment in the State comprehensive plans to the funding priorities. Data are being developed by the National Manpower Survey and by the Survey of Characteristics of Criminal Justice Employees. Also, the "LEEP Participants Information System" has been designed to include the sex of participants

which can be used to assess the number of women participating in the program. This may provide a mechanism to review the LEEP priorities and still assure (1) that LEEP-supported academic programs will be responsive to identified manpower needs, and (2) that employment will be available upon completion of the academic preparation.

RECOMMENDATIONS

1. DISSEMINATE THE DATA GENERATED BY THE NATIONAL MANPOWER SURVEY TO ALL INVOLVED IN LEEP MANAGEMENT, INCLUDING ROs, FOR USE AS A PLANNING BASE. THESE DATA WILL PROVIDE AN INDICATION OF WHETHER WOMEN HAVE EQUITABLE ACCESS TO LEEP FUNDS.

Responsible Office: Office of Regional Operations
National Institute of Law Enforcement and
Criminal Justice

2. EMPHASIZE FUNDING FEMALE APPLICANTS WITHIN EACH OF THE FOUR CURRENT LEEP PRIORITIES TO HELP CORRECT THE CURRENT SMALL PROPORTION OF FEMALE LEEP RECIPIENTS.

Responsible Office: Office of Regional Operations
Office of Planning and Management

3. ANALYZE THE DATA ON SEX OF LEEP PARTICIPANTS IN THE "LEEP PARTICIPANTS' INFORMATION SYSTEM" TO DETERMINE THE PROGRESS MADE IN INCREASING THE NUMBER OF FEMALE PARTICIPANTS IN THIS PROGRAM.

Responsible Office: Office of the Comptroller

4. REVIEW THE WAYS IN WHICH EDUCATION AND TRAINING PROGRAMS ARE PUBLICIZED. DESIGN BROCHURES TO AVOID SEXIST STEREOTYPING OF LAW ENFORCEMENT PROGRAMS, AND DEVELOP MAILING LISTS TO ENSURE THAT NO SYSTEMATIC EXCLUSION OF WOMEN EXISTS.

Responsible Office: National Institute of Law Enforcement and
Criminal Justice
Office of Regional Operations

5. FORMALLY CONTACT THE SMALL BUSINESS ADMINISTRATION AND URGE IT TO INCLUDE CONTRACTING FIRMS OWNED BY WOMEN AS PART OF THE LISTING OF 8-A MINORITY FIRMS.

Responsible Office: Office of General Counsel
Office of the Comptroller

Management-by-Objectives (MBO)

Analysis of the Issues and Current LEAA Processes

MBO is the process used by the Administration to focus the purposes and activities of the Agency toward mutually supportive objectives to reach the Agency's goal.

No specific Program Objective in the Management-By-Objectives Program Pyramid specifically addresses women in the criminal justice system. However, program objective 2.108 states: "Ensure that all recipients of LEAA funds comply with the application of civil rights statutes, orders, rules and regulations in FY 75 and FY 76." This would, of course, include LEAA-funded programs that may deal with women.

The recommendations set forth in the Report of the LEAA Task Force on Women provide the outline for a comprehensive program for women in all phases of criminal justice. These recommendations are critical to the delivery of fair and equal justice for persons who come in contact with the system. Moreover, nearly every LEAA office is assigned responsibility for carrying out one or more recommendations. Clearly, the results intended by these recommendations cannot be realized unless a coordinated effort is made to establish milestones and monitor progress toward achieving these goals. For these reasons, the program outlined in the report should be integrated into the Agency's MBO program.

In this regard, two alternative recommendations are offered. The first recommends that a MBO program objective encompassing the women's program outlined in this report be established, complete with a program plan and workplan milestones. This would focus attention on the women's program and underscore the Agency's support for programs for women in the criminal justice system.

The alternative approach is to require that the managers of the responsible offices listed for each recommendation develop projects and/or milestones for existing projects for each recommendation and incorporate the projects and milestones under the appropriate program objective in the MBO. This has the advantage of not separating female training programs from other training programs, for example, but has the disadvantage of not giving specific attention to the women's program. In addition, it would fragment the program among dozens of program objectives, thus making the overall monitoring process much more difficult than if the program were under a single program objective.

RECOMMENDATIONS

- 1 a. ESTABLISH THE PROGRAM OUTLINED IN THIS REPORT AS A PROGRAM OBJECTIVE UNDER THE AGENCY'S MBO PROGRAM PYRAMID, COMPLETE WITH A PROGRAM PLAN, AND A WORKPLAN INCLUDING MILESTONES.

Responsible Office: Office of Planning and Management
Womens Action Committee

- 1 b. REQUIRE EACH OFFICE TO DEVELOP PROJECTS AND/OR MILESTONES FOR THE RECOMMENDATIONS IN THIS REPORT WHICH ARE THE RESPONSIBILITY OF THAT OFFICE, AND TO INCORPORATE THESE PROJECTS AND/OR MILESTONES UNDER THE APPROPRIATE PROGRAM OBJECTIVE IN THE MBO.

Responsible Office: Office of Planning and Management
Each affected LEAA Office

State Planning Agency Guidelines

Analysis of the Issue and LEAA Policy

The LEAA block grant program is implemented by the State Planning Agency. The purpose of the State Planning Agency Grants Guideline (M 4100.1E) is to assist the States in the comprehensive planning process and provide guidance on the application, award and administration of the Part B planning program, the Part C and E action programs, under the Safe Streets Act and the planning and action block grants under the Juvenile Justice Act.

The Guideline Manual for FY 1977 Comprehensive Plans is currently in final draft review. The Task Force review of the draft Guideline found no inherently discriminatory references. In fact, many positive non-discrimination requirements exist in the guidelines, especially with respect to women employees in the criminal justice system.

Paragraph 38 explains civil rights and equal employment opportunity regulations applicable to SPA's and their program: "The SPA also assures that it will comply and will insure compliance by its sub-grantees and contractors with the Department of Justice regulations and LEAA guidelines on equal employment opportunity in federally assisted programs ... to the end that there shall be no employment discrimination on the grounds of race, color, creed, sex, or national origin in such programs." Also on the subject of women as criminal justice employees, paragraph 80 "Manpower plans" requires that the State Plan spell out plans for the recruitment and utilization of women and minorities in State and local law enforcement and criminal justice agencies, including the SPA itself. (The plan for the SPA staff may be addressed in either the State Plan or the planning grant application.) Collection of employment statistics by sex with which to develop these plans and monitor progress is required in Paragraph 53 b(2)a: "proportion of women employees by type of position" must be collected and presented in the State Plan for the State as a whole and for its criminal justice agencies by jurisdiction within the State. Moreover, data required for these agencies include "Current personnel policies with respect to recruitment, selection, promotion, training, education, incentives, and retention programs ..." as well as "minimum entry-level requirements". These items would identify any inherently discriminatory practices such as minimum height requirements.

It is encouraging to see these manpower planning requirements in the Guideline. It would appear that if a State used the required data and developed a good plan to recruit women and minorities and faithfully followed it, that existing discrimination would be eliminated and increasing numbers of women would be employed in all criminal justice positions at all levels.

State plan requirements relevant to women in program areas are fairly strong as they relate to the requirements of the Juvenile Justice and Delinquency Prevention Act of 1974. The plan requires a comprehensive study of the State's juvenile justice system, including the characteristics of the juveniles who are processed by the system. Unfortunately, none of the juvenile characteristics (including sex) suggested for inclusion in the analysis is mandatory. The plan is required, however, to "demonstrate a determined effort to assure that the needs of all disadvantaged youths have been analyzed and considered and that assistance will be available on an equitable basis from Federal funds for juvenile delinquency programs and projects." Females are included in the category of "disadvantaged youth" by the enabling legislation.

The plan reflects requirements of the Act that are not specifically related to female interests, but which will work to correct problems encountered by girl offenders as discussed in that section of the Task Force report. The Act and Guideline require that, within two years of the submission date of the Plan, "juvenile status offenders who require residential care will be placed in shelter facilities, group homes, or other community-based alternatives ... rather than juvenile detention or correctional facilities ..."

The Act and the Guideline also require that the State immediately plan and implement procedures to assure that "juveniles alleged to be or found to be delinquent shall not be detained or confined with adult persons incarcerated because they have been convicted of a crime or are awaiting trial on criminal charges." The Act and the Guidelines further require monitoring and annual reporting of the population of jails, detention facilities and correctional facilities to insure that the states adhere to these provisions.

The Guidelines are less specific with regard to female victims and adult female offenders than they are for female employees and juveniles. For the first time, the FY 1977 Guidelines specify extensive use of statistics in plan development. Many data elements are mandatory variables for the required analysis, but variables such as the sex of the victim and the sex of the offender are not considered mandatory. These items are recommended, but are optional.

Extensive statistical analysis of the nature of crime in the State and of the processes and resources of the criminal justice system are new requirements and will thus be especially time-consuming this year. Hence, it seems unlikely that many SPA's will analyze any of the optional items for the FY 1977 plan.

With the exception of the Part E funding requirement that correctional facilities have "architectural provision for the complete separation of juvenile, adult female, and adult male offenders," the Guideline makes no mention of program development directed at adult females, either victims or offenders. These Guidelines and the resultant State plan will govern the use of FY 1977 block and action grant funds. Areas which are not included in the plan cannot be funded. Obviously, some provision should be made to guide the SPA's in the direction of considering programs aimed at the special needs of female victims and offenders.

RECOMMENDATIONS

1. INCLUDE SPECIFIC REFERENCES TO WOMEN AS PROGRAM RECIPIENTS IN THE STATE PLANNING GUIDELINE TO ENSURE THAT THE STATE PLANNING AGENCIES FOCUS ADEQUATE ATTENTION ON ISSUES RELATED TO WOMEN.

Responsible Office: Guidelines Task Force
Office of Regional Operations

2. INCLUDE REVIEW ITEMS RELATING SPECIFICALLY TO WOMEN IN CRIMINAL JUSTICE, INCLUDING THE CRITERIA FOR AN ACCEPTABLE FEMALE AND MINORITY RECRUITMENT PLAN IN THE CHECKLIST USED BY THE REGIONAL OFFICES IN REVIEWING THE STATE PLAN.

Responsible Office: Guidelines Task Force
Office of Regional Operations

3. REQUIRE THAT SEX BE A MANDATORY DATA ELEMENT FOR THE FY 78 COMPREHENSIVE PLANS' DATA ANALYSIS FOR PARTS B, C, D AND JUVENILE JUSTICE GRANTS.

Responsible Office: Guidelines Task Force
Office of Regional Operations
Office of Juvenile Justice and
Delinquency Prevention

Discretionary Grant Guidelines

Analysis of the Issue and LEAA Policy

The purpose of the Guide for Discretionary Grant Programs, M 4500.1D, is to provide information to potential applicants on programs and projects for which LEAA discretionary funds are available. The Guide lists approximately 20 programs with specific sub-programs delineating the types of projects that will be considered for funding.

While Chapter 8 covers citizens' initiatives and citizen action programs, no chapter in the National Priority Programs sections of the guide gives specific attention to women as victims of crime.

Chapter 17 deals with improving police capability. Although it addresses (Section 5) a police program for service to protect the elderly, there is no specific subprogram to support police training to meet the needs of the female crime victim.

The guideline now addresses the female offender in Chapter 22, Corrections Programs. This chapter has seven program sections, only two of which specifically mention women: Section 1, Personnel Recruitment and Standards, and Section 7, Offenders with Special Program Needs. The latter program area combines the retarded, hard-core, career-criminal, and female offender as one program area of concern.

It also should be noted that while all other sections (except for Section 1, Personnel Recruitment and Standards) list the dollar range of grants from \$75,000 on up, the dollar range for Section 7, Offenders with Special Program Needs, is from \$25,000 to \$50,000.

Because potential applicants use the DF guide to determine the types of programs eligible for funding and to develop responsive grant applications, it is important to bring within the scope of such programs the special problems of the woman as victim and offender.

RECOMMENDATIONS

1. EXPAND CHAPTERS 8 AND 17 OF THE DISCRETIONARY GRANT PROGRAMS GUIDE TO SPECIFICALLY ADDRESS THE NEEDS OF WOMEN AS VICTIMS.

Responsible Office: Guideline Task Force

2. DEVELOP A SEPARATE SECTION IN CHAPTER 22 OF THE DISCRETIONARY GRANT PROGRAMS GUIDE ACCORDING SPECIFIC PRIORITY TO THE PROBLEMS OF THE FEMALE OFFENDER; NOT ONLY IN THE AREA OF TRAINING PROGRAMS, BUT ENCOMPASSING THE FULL RANGE OF PROBLEMS PERTAINING TO FEMALE OFFENDERS.

Responsible Office: Guideline Task Force

3. ESTABLISH FUNDING RANGES FROM \$75,000 TO \$200,000 FOR GRANTS FUNDED UNDER THE FEMALE OFFENDER SECTION TO BE ADDED TO CHAPTER 22 OF THE DISCRETIONARY GRANT PROGRAMS GUIDE.

Responsible Office: Corrections Section, Office of Regional Operations

ISSUES AND RECOMMENDATIONS: WOMEN AS EMPLOYEES IN LEAA

Status of Women

Analysis of the Issue

In LEAA, 46 percent of employees are women. This percentage compares favorably with the rest of the Department of Justice, whose overall work force is 34 percent women, and with the overall U.S. labor force, which is 38 percent women. ¹However, a prevailing but outmoded attitude toward women apparently persists and is manifested in a variety of ways. Task Force discussions have covered such topics as denial of travel assignments, sexist harassment from male supervisors, difficulties stemming from child care responsibilities, problems associated with "dead end" jobs, dependence of secretarial grade levels on supervisors' grades, and lack of management opportunities for women.

Management Opportunities. Although LEAA women employees may be more fortunate than women in other DOJ agencies in terms of overall representation, the charts on the following pages clearly demonstrate the disparity between women's and men's grade levels. Women predominate in the lower grade levels, with very few holding senior level positions.

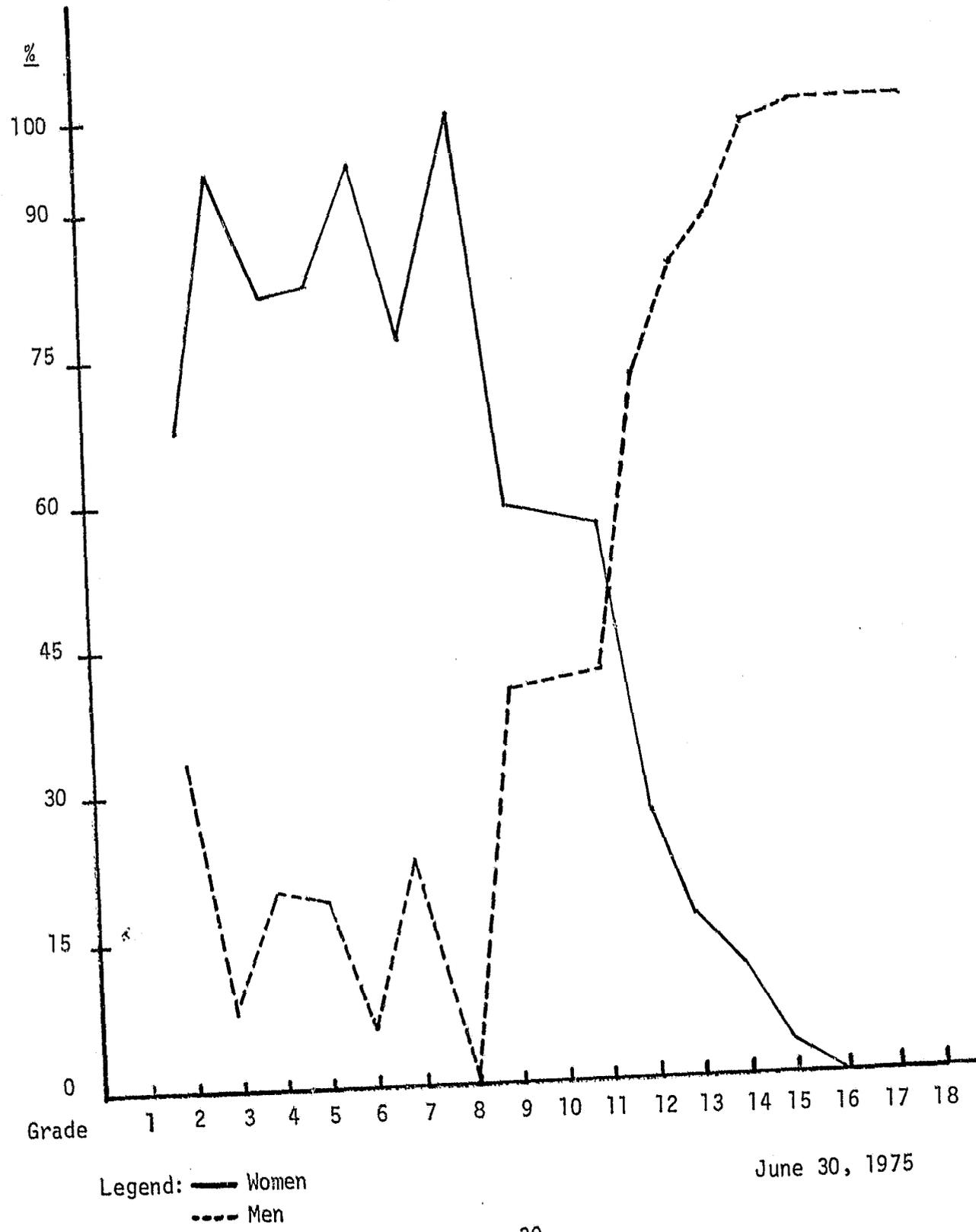
Reasons for this distribution are difficult to identify conclusively from the available data, and could range from outright sexual discrimination to lack of qualified applicants. The fact remains, however, that in a time when it is accepted that women have made and are making significant contributions in science, business, government and the arts, it is alarming to note that LEAA can count no executive-level women appointees, no women in grades 16 through 18, only two GS-15's out of a total of 66, only 13 GS-14's out of 115, and 21 GS-13's out of 127. Women occupy only 11 percent of positions at GS-13 and above.

The Task Force discussed a number of possible recommendations aimed at placing qualified women into high-level positions within LEAA. These included a goals and quotas system, establishment of a Management Intern Program, special management training programs for women, requiring a woman on each Personnel Action Review Board, and so on.

However, the Task Force concluded that the crux of the problem was identifying qualified women for such positions as they become vacant. Women who are eligible and qualified for such positions are fewer in number than men, due to general characteristics of the professional work force. This is particularly true in criminal justice, traditionally a male-dominated field.

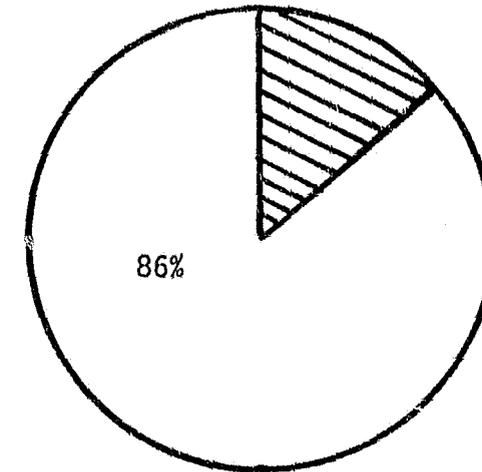
¹/ Bureau of Labor Statistics, August 1975

DISTRIBUTION OF LEAA EMPLOYEES
BY GRADE LEVEL

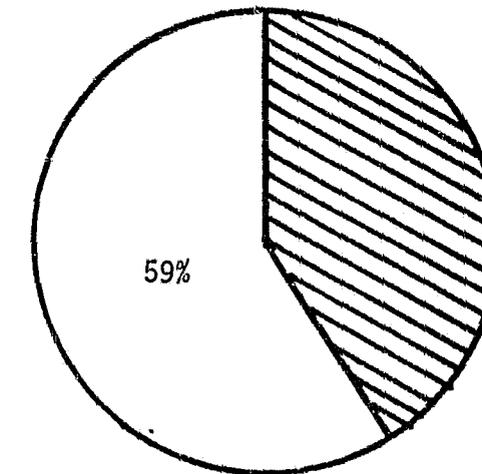


LEAA EMPLOYEES
DISTRIBUTION BY SEX IN GRADE GROUPS
JUNE 30, 1975

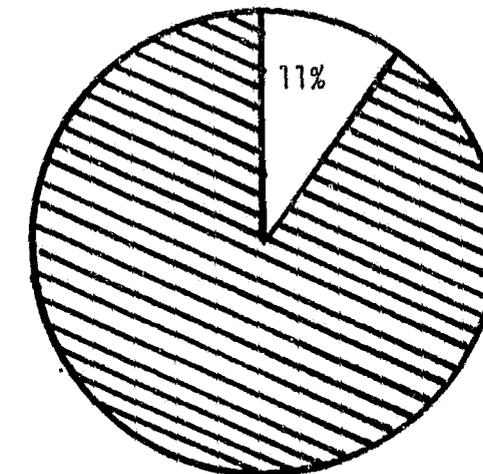
GRADES 1-6



GRADES 7-12



GRADES 13-18



LEGEND: MALE 
FEMALE 

(See Appendix I)

A review of several government Affirmative Action Plans, including the current LEAA plan, reveals a general lack of quantitative objectives for recruiting, hiring, training, and promoting women. Vague, nebulous goals and objectives are impossible to achieve. Office and agency performance is impossible to evaluate. Implementation of the plan is the responsibility of several offices, with no real accountability for results.

One Affirmative Action Plan reviewed by the Task Force appears to be overcoming some of these difficulties. The Federal Bureau of Prisons' 1975 Affirmative Action Plan, which received DOJ commendation, has set hiring targets to be reached by 1977 in all field installations and in every job category. Progress is monitored each month by the agency administration and monthly reports of minority and female hiring are distributed to agency offices.

There are women who are capable of competently performing every job in LEAA. The issue of a representative bureaucracy is a controversial one, but the Task Force feels it must be addressed. Dr. Harry Kranz, while at the Brookings Institute recommended that every GS grade level should reflect the exact percentage of individuals in the nation, with respect to race, sex, age, and economic status. The result of this staffing approach, Kranz argued, would be a representative bureaucracy which could not only identify better with societal problems, but could also inspire more public confidence in government. 2/ The Task Force acknowledges that such a task would be formidable, but for full participation by women some goals should be set and progress toward those goals measured.

The following table illustrates LEAA's current employment statistics by sex and race:

	Median Grade (GS) Levels of LEAA Employees		
	Male	Female	Grade Differential
White	12.6	6.5	6.1
Black	11.6	5.1	6.5
Hispanic	11.5	4.5	7.0*
Asian	12.0	8.5	3.5*
Indian	15.0	---	15.0**

* Number of employees may be insufficient for comparison.

** Only one employee in this category.

2/ Harry Kranz, "Are Merit and Equity Compatible?" Public Administration Review, September/October 1974.

As the chart shows:

- In every racial category the female GS level is lower than the male.
- No female subgroup compares favorably with any male subgroup.

The chart demonstrates a need for affirmative action in recruiting and developing women for higher level positions.

Clerical Staff. Secretaries in LEAA (all women) encounter obstacles very different from the problems of women in professional positions. The nature of the secretary's job makes her responsibilities and concerns unique. Several government agencies, including the Department of State and the Department of Labor, have addressed issues surrounding secretaries' duties, conversion to professional series, and restrictions on opportunities for expanded responsibilities and advancement. The Civil Service Commission is currently studying some of the questions related to secretarial and clerical problems of promotion and mobility, and formulating alternative strategies for solving them. Because the membership of the LEAA Task Force on Women is restricted to professionals, it would be presumptuous for this group to recommend action, after a discussion of only the most apparent and surface issues.

Attitudes. The question of attitudes toward women is particularly difficult to explore and assess in an objective fashion. Although an Executive Order on Equal Employment Opportunity and the LEAA Standards of Conduct prescribe acceptable behavior toward other employees and prohibit discriminatory treatment, there are subtle and socially accepted ways to convey attitudes toward members of certain groups.

The only feasible way to determine women's perceptions of their needs and problems, their attitudes toward themselves and other women, as well as attitudes of male co-workers and supervisors toward women, is to administer a professionally-designed attitude questionnaire to LEAA employees. This approach is supported by a number of women's groups in other government agencies, including the General Accounting Office, the National Bureau of Standards and the Department of Justice. For a number of reasons, which are detailed in Appendix H, such a survey should not be conducted by LEAA personnel.

LEAA has no policy governing women's news or language in LEAA publications or documents. In a review of LEAA publications, the Task Force found no single publication that focused specifically on women. The LEAA Newsletter is designed to keep criminal justice professionals informed about LEAA programs and research and to report on criminal justice issues. Although we realize that the LEAA Newsletter carries articles about civil rights and equal employment opportunity matters, we urge that special attention be given to women in criminal justice and related women's issues.

Many LEAA publications and notices use sexist language and phrases which are no longer acceptable. Often job advertisements use the pronoun "he" when referring to the individual to be hired. In articles mentioning women, extraneous references to their husbands should not be included if this information has no relevance to the article and if it would not be stated in a similar manner regarding a man (i.e., "he is the husband of"). The McGraw Hill Publishing Company has adopted a policy of using nonsexist language in all non-fiction publications, and its guidelines have been expanded by a committee of the American Society of Public Administration (ASPA) for use in their correspondence and publications (e.g. Public Administration Review). A Stanford University group has developed nonsexist guidelines for news stories.

RECOMMENDATIONS

1. FURTHER ANALYZE LEAA EMPLOYMENT STATISTICS TO ASCERTAIN THE NUMBER OF WOMEN SUPERVISORS, AS COMPARED TO MEN, IN EACH GS LEVEL. CIRCULATE THE ANALYSIS RESULTS IN THE MANAGEMENT BRIEFS.

Responsible Office: Federal Women's Program Coordinator
Task Force

2. ESTABLISH MEASURABLE GOALS FOR HIRING AND PROMOTING WOMEN, WITH REALISTIC MILESTONES TO ASSESS PROGRESS TOWARD ACHIEVING THOSE GOALS. PUBLISH QUARTERLY STATUS REPORTS, BY OFFICE, IN THE MANAGEMENT BRIEFS.

Responsible Office: Federal Women's Program Coordinator
Task Force

3. EXPAND THE TIMELY DISTRIBUTION OF SENIOR LEVEL VACANCY ANNOUNCEMENTS TO WOMEN'S ORGANIZATIONS AND EMPLOYMENT AGENCIES FOR WOMEN, E.G., FEDERALLY EMPLOYED WOMEN TALENT BANK, WIDER OPPORTUNITIES FOR WOMEN.

Responsible Office: Federal Women's Program Coordinator
Task Force

4. INCREASE THE ADMINISTRATION OF A WRITTEN QUESTIONNAIRE TO ALL PERSONNEL UPON EXIT TO UNCOVER ANY SPECIFIC DISCRIMINATORY PRACTICES. GUARANTEE THE CONFIDENTIALITY OF INFORMATION SOURCES.

Responsible Office: Federal Women's Program Coordinator
Task Force

5. UNDER OPM'S PLANNING, MANAGEMENT AND EVALUATION SUPPORT SERVICES CONTRACT, DESIGN AND ADMINISTER TO LEAA EMPLOYEES AND COMPILE RESPONSES TO AN ATTITUDE QUESTIONNAIRE TO ADDRESS THE FOLLOWING AS WELL AS OTHER AREAS OF CONCERN:

- SECRETARIAL/CLERICAL RESPONSIBILITY, RELATIONSHIP TO SUPERVISOR, MOBILITY;
- SEXIST HARASSMENT;
- PERCEPTIONS OF ROLES;
- PROMOTIONS;
- UTILIZATION OF SKILLS;
- TRAVEL;
- RECOGNITION OF PERFORMANCE;
- TRAINING OPPORTUNITIES;
- PROGRAM INVOLVEMENT;
- CHILD CARE RESPONSIBILITIES;
- REPRESENTATION OF LEAA TO OUTSIDE GROUPS;
- PARTICIPATION IN POLICY DEVELOPMENT.

Responsible Office: National Criminal Justice Information and
Statistics Service
Task Force

6. ANALYZE THE RESULTS OF THE INTERNAL ATTITUDE QUESTIONNAIRE, PUBLISH RESULTS, AND MAKE APPROPRIATE RECOMMENDATIONS.

Responsible Office: Federal Women's Program Coordinator
Task Force

7. PROVIDE MANDATORY SENSITIVITY TRAINING FOR LEAA MANAGERS AND VOLUNTARY SENSITIVITY TRAINING FOR OTHER EMPLOYEES.

Responsible Office: Training Division, Office of Operations Support

8. INCREASE COVERAGE OF WOMEN'S ISSUES AND CRIMINAL JUSTICE EMPLOYMENT OF WOMEN IN THE LEAA NEWSLETTER.

Responsible Office: Public Information Office

9. ESTABLISH A POLICY TO USE ASPA, MCGRAW-HILL, OR SIMILAR GUIDELINES AS A REFERENCE FOR ALL LEAA DOCUMENTS.

Responsible Office: Office of Administration
Executive Secretariat
Public Information Office
Office of Technology Transfer, National
Institute of Law Enforcement and Criminal
Justice

Information Needs

Analysis of the Issue

Many of the important questions regarding women in LEAA cannot be adequately answered until the overriding problem of lack of data can be corrected. The Department of Justice JUNIPER system, for example, contains a great deal of information about the characteristics of all DOJ personnel, e.g. age, sex, race, grade, job series, job title, level of education at entry, date of last promotion, length of Federal service. The existing system, however, presents particular problems. Many categories, e.g. race, sex, and level of education, which are not used for payroll or other administrative services, contain innumerable coding errors. Further, the system does not distinguish between secretarial/clerical and "professional" categories. Because women in each of the two groups face different types of problems, the distinction is especially crucial. The system does contain job series and job titles, making it possible to write such a classification system into the tabulation program, but first it would be necessary to determine which job series and titles within LEAA are secretarial/clerical and which are professional. The Personnel Division has informed the Task Force that such a determination is frequently difficult to make.

JUNIPER is unequipped to provide other data essential to historical analysis of hiring and promotions. Such analysis would require automation of more data contained in the SF 171 (including "Special Skills," "Awards," etc.) as well as more recent information regarding training, awards, detail and special assignments, etc. No follow-up study of women or minority group personnel is possible with JUNIPER. A sample of personnel jackets would be required for an analysis of promotion trends for specific groups in LEAA.

To determine whether sexual discrimination exists in hiring practices, it would be necessary to first examine the number of men and women applicants for positions within LEAA to determine if women are, in fact, applying for these positions. Even if it is shown that women are applying for positions, it would then be necessary to examine the characteristics of all applicants to determine if the most qualified individual, regardless of sex, was selected.

Finding out if sexual discrimination is a factor in promotion actions also requires detailed information. A first step would be to examine the length of time in grade between promotions for men and women, controlling for grade level. Even if it were determined that men are promoted more quickly than women, additional analyses would have to be conducted to determine if qualified women were "passed over" in order to promote men.

In light of proliferating information demands from minority and women's groups, the Department of Justice should design a comprehensive personnel system with a capacity adequate to contemporary needs. No LEAA information system plugs this gap, nor should it. The problem, which is department-wide, should be handled on a department-wide basis.

RECOMMENDATIONS

1. FORM A TASK GROUP TO IDENTIFY ALL SPECIFIC NEEDS OF A NEW PERSONNEL INFORMATION SYSTEM.

Responsible Office: Personnel Division, Office of Operations
Support
Training Division, Office of Operations Support
Equal Employment Opportunity Office
Office of Planning and Management
Task Force

2. RECOMMEND TO THE DEPARTMENT OF JUSTICE THAT THE PERSONNEL SUB-SYSTEM OF JUNIPER BE RETHOUGHT AND REDESIGNED TO SATISFY ALL PERSONNEL INFORMATION NEEDS.

Responsible Office: Office of Administration
Office of Planning and Management

Career Development and Training

Analysis of the Issue and LEAA Policy

Given the concentration of women in lower grade levels in LEAA, career development may offer a long-term solution.

"... competence is created by exposing the new professional to the tasks and giving (her) the opportunity to learn the techniques and avoid the pitfalls. (She) must be given access to persons who can help (her) and to information about the important people in the system. The accepted newcomer learns by observing and performing, because (she) is put in a position where (she) can observe and must perform. (Her) important colleagues will watch how (she) does and give (her) feedback vital for (her) improvement as a professional." ^{1/}

In short, the best method for developing a competence in individuals is through positive job experience.

Travel, participation in professional conferences, representation of LEAA to outside groups, and other experiences offer employees developmental experiences. Duties outside the realm of an individual's position can be valuable tools for developing professionalism. Examples of such experiences include detail assignments, acting assignments, task force membership, intergovernmental personnel transfers and participation on boards and committees. Whether women receive the same amount of attention, guidance and constructive feedback as men from their supervisors is virtually impossible to determine; however, women's participation in extra-job assignments would at least imply management willingness to develop women's skills.

There is no official agency policy governing membership requirements of most task forces, study groups, and boards, and many women could benefit from participating in groups performing tasks beyond the scope of their normal responsibilities. Thoughtful, affirmative action on the part of persons who appoint board and committee members would expose more women to problem-solving and the policy-making process in LEAA.

Training offers employees career development opportunities, but the existing formal training of LEAA employees tends to reinforce the current grade level distribution. Here again, the reasons could range from outright discrimination on the part of managers, to women's lack of interest in training programs. The following table was prepared from data provided by the Training Office and represents all LEAA training in FY 1975.

^{1/} "Women vs Success" by Cynthia Fuchs Epstein

Number and Type of Training Instances by Sex

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Executive and Management	62	1	63
Supervisory	73	10	83
Legal, Scientific, Medical			
Engineering	40	14	54
Administration and Analysis	81	73	154
Specialty and Technical	60	31	91
Clerical	15	74	89
Orientation	12	16	28
Adult Basic Education	3	4	7
Total	346	223	569

- ° Only one woman participated in "Executive Management" Training in FY 1975
- ° 88 percent of all who received "Supervisory" training were men
- ° 83 percent of all who received "Clerical" training were women
- ° 18 percent of all male training experiences were classified as "Executive and Management"
- ° .4 percent of all female training experiences were classified as "Executive Management"
- ° 21 percent of all male training experiences were classified as "Supervisory"
- ° 4.4 percent of all female training experiences were classified as "Supervisory"
- ° 4 percent of all male training experiences were classified as "Clerical"
- ° 33 percent of all female training experiences were classified as "Clerical"

An argument can be made, of course, that since more men hold high level positions than women, the above training statistics merely reflect that ratio. Further analysis of trainees' grade levels by sex, would be required to determine whether a comparable number of women at each level have received training. The "Legal, Scientific, Medical and Engineering", "Administration and Analysis," and "Specialty and Technical" categories overlap significantly and are subject to definitional problems. For example, college coursework comprises a significant, but not specifically known, number of training experiences in these categories. Further analysis might call for a finer definition of categories. (See Appendix F for definitions of training categories.)

Because government regulations require that training must be job-related, many women find themselves faced with a "Catch 22" situation, unable to develop new skills. The task force found that many LEAA employees are unaware that each office has a training budget that can be used to pay for job-related courses through the Civil Service Commission, area universities and private industry. Although notices for training opportunities are posted on bulletin boards throughout LEAA, eligibility requirements and application procedures are not generally known.

Although supervisors have a responsibility to inform staff of available training programs and recommend appropriate training courses to individuals, some employees have indicated that supervisors have consistently neglected to circulate training announcements. LEAA's Training Office, created in FY 1975, has made great strides in publicizing training information and advising employees of their specific training needs. Supervisors and employees, however, usually must initiate the application procedure. The Training Office is currently revising Instruction 1580.1, entitled "Training of LEAA Employees", and has indicated a desire for Task Force input into the final product.

Career ladders for specialized occupational categories (e.g. Auditor) are currently being developed by the Personnel Office. The Task Force believes that the career ladder approach is by itself too narrow in scope to be useful to LEAA women in general. More valuable would be the establishment of career paths, which provide for interrelationship between various career ladders. Various levels of experience and education would be required for each rung of the various ladders. Once an individual had gained the required experience and achieved the required educational requirements, she would become eligible for promotion to the next rung of that ladder or to a particular rung--at either a lower or higher level--in another career ladder. The career path approach provides the necessary flexibility to keep up with the fast-changing pace of today's professionals. It is not uncommon for a high-level professional to have worked in three or four different career ladders, for example as statistical clerk, systems analyst, budget examiner, and manager. The Task Force recognizes that this is a large undertaking. Career ladders without career paths, however, would be of very limited value.

Currently there is much confusion about and inconsistency in the procedure for conversion from clerical to professional positions. Career paths would solve both of these problems in the long run, providing a rational, documented, easy-to-understand method for advancement. By combining training and job experience, career paths would take the mystery out of advancement, and eliminate subconscious sex discrimination in hiring and promoting.

RECOMMENDATIONS

1. REVIEW DETAIL ASSIGNMENTS, ACTING ASSIGNMENTS, TASK FORCES, AND INTERGOVERNMENTAL PERSONNEL TRANSFERS FOR THE PAST FISCAL YEAR TO DETERMINE THE EXTENT OF PARTICIPATION OF WOMEN IN SUCH ASSIGNMENTS.

Responsible Office: Federal Women's Program Coordinator
Office of Operations Support

2. EXAMINE THE CRITERIA FOR SELECTION TO BOARDS AND COMMITTEES. EXPAND THE CRITERIA TO ENSURE THAT THERE ARE WOMEN MEMBERS WHEREVER POSSIBLE.

Responsible Office: Personnel Division, Office of Operations Support
Equal Employment Opportunity Office

3. DEVELOP AN IN-HOUSE MANAGEMENT TRAINING PROGRAM OPEN TO ALL LEAA EMPLOYEES.

Responsible Office: Training Division, Office of Operations Support

4. INTEGRATE INTO MANAGEMENT AND SUPERVISORY TRAINING PROGRAMS NECESSARY INFORMATION ON CAREER DEVELOPMENT OF EMPLOYEES.

Responsible Office: Training Division, Office of Operations Support

5. ADVERTISE IN THE LEADER THE SOURCE AND AVAILABILITY OF TRAINING FUNDS, GENERAL TYPES OF AVAILABLE TRAINING, GENERAL APPLICATION PROCEDURES FOR TRAINING, AND THE AVAILABILITY OF CURRENT VACANCY ANNOUNCEMENTS FOR OTHER AGENCIES.

Responsible Office: Training Division, Office of Operations Support
Public Information Office

6. DEVELOP CAREER PATHS FOR LEAA.

Responsible Office: Personnel Division, Office of Operations Support

7. CLARIFY THE CURRENT LEAA POLICY ON CONVERSION FROM CLERICAL TO PROFESSIONAL POSITIONS. PERIODICALLY PUBLISH THESE REQUIREMENTS IN THE LEADER.

Responsible Office: Personnel Division, Office of Operations Support

RECOMMENDATIONS AND IMPLEMENTING OFFICES

The following is a list of all of the Task Force recommendations and the offices responsible for their implementation:

Equal Employment Opportunity Office

1. Further analyze LEAA employment statistics to ascertain the number of women supervisors, as compared to men, in each GS level. Circulate the analysis results in the Management Briefs. (In conjunction with the Task Force)
2. Establish measurable goals for hiring and promoting women, with realistic milestones to assess progress toward achieving those goals. Publish quarterly status reports, by office, in the Management Briefs. (In conjunction with the Task Force)
3. Expand the timely distribution of senior level vacancy announcements to women's organizations and employment agencies for women, e.g. Federally Employed Women Talent Bank, Wider Opportunities for Women. (In conjunction with the Task Force)
4. Increase the administration of a written questionnaire to all personnel upon exit to uncover any specific discriminatory practices. Guarantee the confidentiality of information sources. (In conjunction with the Task Force)
5. Analyze the results of the internal attitude questionnaire, publish results, and make appropriate recommendations. (In conjunction with the Task Force)
6. Review detail assignments, acting assignments, task forces, and intergovernmental personnel transfers for the past fiscal year to determine the extent of participation of women in such assignments. (In conjunction with the Office of Operations Support)
7. Examine the criteria for selection to boards and committees. Expand the criteria to ensure that there are women members wherever possible. (In conjunction with the Office of Operations Support)

Executive Secretariat

1. Establish a policy to use ASPA, McGraw-Hill, or similar guidelines as a reference for all LEAA documents. (In conjunction with the Public Information Office)

National Criminal Justice Information and Statistics Service

1. Fund a research grant to fully analyze the nature and characteristics of female victimization utilizing the National Crime Panel and other sources of relevant data. (In conjunction with the Office of National Priority Programs and NILECJ)
2. Develop and administer supplemental questions to the National Crime Panel survey to collect data regarding topics relevant to female victimization especially on the treatment of male and female victims of crime by the criminal justice system. (In conjunction with the Office of National Priority Programs)
3. Utilize existing statistics (UCR annuals, IACP, Manpower Survey) and undertake additional data collection efforts where necessary to develop and disseminate annually statistics on women employed in criminal justice professions, as economically and methodologically feasible. (In conjunction with the National Institute of Law Enforcement and Criminal Justice)
4. Under OPM's planning, management and evaluation support services contract, design and administer to LEAA employees and compile responses to an attitude questionnaire to address the following as well as other areas of concern:
 - Secretarial/clerical responsibility, relationship to supervisor, mobility;
 - Sexist harassment;
 - Perceptions of roles;
 - Promotions;
 - Utilization of skills;
 - Travel;
 - Recognition of performance;
 - Training opportunities;
 - Program involvement;
 - Child care responsibilities;
 - Representation of LEAA to outside groups;
 - Participation in policy development.

(In conjunction with the Women's Task Force)

National Institute of Law Enforcement and Criminal Justice

1. Build on the results of ongoing research studies concerning female offenders and initiate new research projects in the area of female criminality. In concert with ongoing studies, develop and evaluate model programs for female offenders on a demonstration basis.
2. Disseminate the data generated by the National Manpower Survey to all involved in LEEP management, including RO's, for use as a planning base. These data will provide an indication of whether women have equitable access to LEEP funds. (In conjunction with the Office of Regional Operations)
3. Utilize existing statistics (UCR annuals, IACP, Manpower Survey) and undertake additional data collection efforts where necessary to develop and disseminate annually statistics on women employed in criminal justice professions, as economically and methodologically feasible. (In conjunction with the National Criminal Justice Information and Statistics Service)
4. Support evaluative studies of women's performance in handling nontraditional responsibilities, i.e. parole and probation officers with mixed caseloads, correctional officers in male and co-correctional facilities.
5. Fund a Prescriptive Package describing employment of women in nontraditional roles in the criminal justice system.
6. Review the ways in which education and training programs are publicized. Design brochures to avoid sexist stereotyping of law enforcement programs and develop mailing lists to ensure that no systematic exclusion of women exists. (In conjunction with the Office of Regional Operations and Public Information Office.)

Office of Civil Rights Compliance

1. Assist criminal justice agencies in the recruitment, selection and advancement of women by:
 - a. Developing a technical assistance program specifically geared to affirmative action for women (similar to the Marquette University grant that establishes a special center to provide short term assistance) with special emphasis on needs of courts and corrections agencies. (In conjunction with the Office of Regional Operations)
 - b. Developing guidelines relating to sex discrimination questions affecting women in corrections, courts and police.
 - c. Developing a manual describing experiences of criminal justice agencies (police, courts and corrections) in implementing affirmative action with particular emphasis on problem definition and solutions.
2. Develop and initiate procedures for all grant monitors to use (NILECJ, NCJISS, and other non-DF programs) in reviewing grant packages for staffing and salary discrimination. (In conjunction with the Office of the Comptroller)
3. Increase the number of full compliance reviews for judicial systems and corrections agencies and the number of surprise EEOC desk audits.

Office of the Comptroller

1. Analyze the data on sex of LEEP participants in the "LEEP Participants Information System" to determine the progress made in increasing the number of female participants in this program.
2. Formally contact the Small Business Administration and urge it to include contracting firms owned by women as part of the listing of 8-A Minority Firms. (In conjunction with the Office of General Counsel)
3. Develop and initiate procedures for all grant monitors to use (NILECJ, NCJISS, and other non-DF programs) in reviewing grant packages for staffing and salary discrimination. (In conjunction with the Office of Civil Rights Compliance)

Office of General Counsel

1. Formally contact the Small Business Administration and urge it to include contracting firms owned by women as part of the listing of 8-A Minority Firms. (In conjunction with the Office of the Comptroller)

Office of Juvenile Justice and Delinquency Prevention

1. Develop strategies to increase SPA support for female juvenile offender programs.
2. Review the juvenile delinquency section of all state plans to assure compliance with the SPA Guideline 4100.1D requiring that the needs of all disadvantaged youth be analyzed and considered and that assistance be available on an equitable basis from Federal funds, that a review of other Federal, state, local and private programs affecting these youth be included; and that all programs be broken down by sex and minority groups. (In conjunction with the Office of Regional Operations)
3. Develop and fund research that analyzes treatment of female juveniles by the courts, referral agencies and the community with special emphasis on status offenders.
4. Develop and fund discretionary programs that specifically focus on the needs of the female juvenile from the referral stage to post-adjudication.

Office of National Priority Programs

1. Provide support for those states and other jurisdictions that seek funding to develop standards and goals for female offenders.
2. Fund a research grant to fully analyze the nature and characteristics of female victimization utilizing the National Crime Panel and other sources of relevant data. (In conjunction with the National Criminal Justice Information and Statistics Service)
3. Develop and administer supplemental questions to the National Crime Panel survey to collect data regarding topics relevant to female victimization especially on the treatment of male and female victims of crime by the criminal justice system. (In conjunction with the National Criminal Justice Information and Statistics Service)
4. Develop a new agency initiative aimed at innovative service for female victims of crime with an appropriate level of funding, if data analysis indicates that female victims have special needs.
5. Undertake a comprehensive program to identify and evaluate the use of volunteers in criminal justice and examine ways in which their services can be better utilized.

Office of Operations Support

1. Provide mandatory sensitivity training for LEAA managers and voluntary sensitivity training for other employees.
2. Form a task group to identify all specific needs of a new personnel information system. (In conjunction with the Task Force and Office of Planning & Management)
3. Review detail assignments, acting assignments, task forces, and intergovernmental personnel transfers for the past fiscal year to determine the extent of participation of women in such assignments. (In conjunction with the Equal Employment Opportunity Office)
4. Examine the criteria for selection to boards and committees. Expand the criteria to ensure that there are women members wherever possible. (In conjunction with the Equal Employment Opportunity Office)
5. Develop an in-house management training program open to all LEAA employees.
6. Integrate into management and supervisory training programs necessary information on career development of employees.
7. Advertise in the LEAADER the source and availability of training funds, general types of available training, general application procedures for training, and the availability of current vacancy announcements for other agencies.
8. Develop career paths for LEAA.
9. Clarify the current LEAA policy on conversion from clerical to professional positions. Periodically publish these requirements in the LEAADER.

Office of Planning and Management

Alternative 1a. Establish the program outlined in this report as a program objective under the agency's MBO program pyramid, complete with a program plan, and a workplan including milestones.

Alternative 1b. Require each office to develop projects and/or milestones for the recommendations in this report which are the responsibility of that office, and to incorporate these projects and/or milestones under the appropriate program objective in the MBO.

2. Emphasize funding female applicants within each of the four current LEEP priorities to help correct the current small proportion of female LEEP recipients. (In conjunction with the Office of Regional Operations)
3. Recommend to the Department of Justice that the personnel subsystem of JUNIPER be rethought and redesigned to satisfy all personnel information needs.

Office of Regional Operations

1. Establish funding priorities to increase exploration, development, and utilization of alternatives to incarceration for women offenders, along with the expansion and evaluation of programs that provide meaningful vocational training and realistic job opportunities in non-traditional areas for women offenders in all phases of the correctional process.
2. Establish funding ranges from \$75,000 to \$200,000 for grants funded under the female offender section to be added to Chapter 22 of the discretionary grant programs guide.
3. Establish funding priorities to examine statutory provisions that are found to discriminate against women offenders by imposing more severe sentences for similar crimes as compared to their male counterparts; and to examine the issues of victimless crime and evaluate the investment of resources in their enforcement, particularly in the categories of prostitution, vagrancy, status offenses, and disorderly conduct.
4. Designate one person in each LEAA Regional Office as the coordinator for female offender programs in that region and hold a training session for these representatives to enable them to provide technical assistance in this area.
5. Support the resolution of the National Conference of State Criminal Justice Planning Administrators calling for the modification or elimination of laws, procedures, and programs which discriminate against female offenders, by establishing regional training sessions for SPA staff on the problems of the female offender.
6. Disseminate the data generated by the National Manpower Survey to all involved in LEEP management, including RO's, for use as a planning base. These data will provide an indication of whether women have equitable access to LEEP funds. (In conjunction with the National Institute of Law Enforcement and Criminal Justice)

7. Emphasize funding female applicants within each of the four current LEEP priorities to help correct the current small proportion of female LEEP recipients. (In conjunction with the Office of Planning and Management)
8. Review the ways in which education and training programs are publicized: design brochures to avoid sexist stereotyping of law enforcement programs and develop mailing lists to ensure that no systematic exclusion of women exists. (In conjunction with the National Institute of Law Enforcement and Criminal Justice and Public Information Office.)
9. Assist criminal justice agencies in the recruitment, selection and advancement of women by developing a technical assistance program specifically geared to affirmative action for women (similar to the Marquette University grant that establishes a special center to provide short term assistance) with special emphasis on needs of courts and corrections agencies. (In conjunction with the Office of Civil Rights Compliance)
10. Review the juvenile delinquency section of all state plans to assure compliance with the SPA Guideline 4100.1D requiring that: The needs of all disadvantaged youth be analyzed and considered and that assistance be available on an equitable basis from Federal funds, that a review of other Federal, state, local and private programs affecting these youth be included: And that all programs be broken down by sex and minority groups. (In conjunction with the Office of Juvenile Justice and Delinquency Prevention)
11. Include specific references to women as program recipients in the state planning guideline to ensure that the State Planning Agencies focus adequate attention on issues related to women. (In conjunction with the Guidelines Task Force)
12. Include review items relating specifically to women in criminal justice, including the criteria for an acceptable female and minority recruitment plan in the checklist used by the Regional Offices in reviewing the state plan. (In conjunction with the Guidelines Task Force)
13. Require that sex be a mandatory data element for the FY 1978 comprehensive plans' data analysis for Parts B, C, D and Juvenile Justice grants. (In conjunction with the Guidelines Task Force)

Public Information Office

1. Increase coverage of women's issues and criminal justice employment of women in the LEAA Newsletter.
2. Establish a policy to use ASPA, McGraw-Hill, or similar guidelines as a reference for all LEAA documents. (In conjunction with the Executive Secretariat)

Guidelines Task Force

1. Include specific references to women as program recipients in the state planning guideline to ensure that the State Planning Agencies focus adequate attention on issues related to women. (In conjunction with the Office of Regional Operations)
2. Include review items relating specifically to women in criminal justice, including the criteria for an acceptable female and minority recruitment plan in the checklist used by the Regional Offices in reviewing the state plan. (In conjunction with the Office of Regional Operations)
3. Require that sex be a mandatory data element for the FY 1978 comprehensive plans' data analysis for Parts B, C, D and Juvenile Justice grants. (In conjunction with the Office of Regional Operations)
4. Develop a separate section in Chapter 22 of the discretionary grant programs guide according specific priority to the problems of the female offender, not only in the area of training programs, but encompassing the full range of problems pertaining to female offenders.
5. Expand Chapters 8 and 17 of the discretionary grant programs guide to specifically address the needs of women as victims.

FUTURE ORGANIZATION AND FUNCTIONS OF THE WOMEN'S PROGRAM

As part of its mission, the LEAA Task Force on Women was charged by the Administrator with determining the feasibility of an ongoing coordinating mechanism for women's programs and policies in LEAA. Considerable attention, thought, and discussion were given to the following questions:

1. What functions and responsibilities could best be handled in an ongoing program?
2. Who should be charged with the task of carrying out these responsibilities?
3. How could the program be organized to assure that the program would represent the interests of all women at LEAA?

Several observations regarding the work of the current Task Force influenced its thinking regarding the scope and organization of a permanent program. First, the task of developing an Agency-wide perspective on what is happening to women--both as program recipients and employees--is an enormous undertaking. Every office, every program has some impact on the degree to which women's skills and resources are utilized and the degree to which the needs of women--as offenders, as victims--are met. As far-reaching as some of the recommendations are, there is general agreement that time constraints and lack of data prevented a thorough look at all issues.

Second, the Task Force was hampered by its own lack of representativeness. Chosen for the primary purpose of examining the impact of LEAA programs on women as recipients and employees of criminal justice agencies rather than on women within LEAA, its membership reflected major offices and was not representative of all women in the Agency. Consequently, the Task Force was ill-equipped to analyze special problems of minority women and women in clerical and secretarial positions. There was general agreement that an ongoing program should be fully representative of race, age, and position of all women employees.

Third, it became clear to Task Force members that the role of women in LEAA and outside the Agency is changing and this process will continue to accelerate in the absence of any formal program. However, the idea that LEAA policies and practices may disregard the

needs and concerns of women continues to meet with resistance. If such resistance is to be overcome a real commitment and involvement on the part of LEAA managers is necessary.

Accordingly, the Task Force recommends that a permanent Women's Action Committee be established by the Administrator and located within either the Office of Administration or the Office of Planning and Management. The Committee shall have a Director, appropriate clerical support and adequate office space, equipment, travel funds, and other logistical support. Each LEAA office shall be represented on the Committee with an appropriate range of LEAA personnel in terms of sex, race, positions, grade levels, and areas of expertise. Selection of the members will be made by the appropriate Office Heads with the concurrence of the Director. The Committee will function as an Advisory Group providing feedback on specific proposals, generating information as requested, and serving as liaison to their respective Offices. A steering group of approximately five to seven members will be drawn from the Advisory Committee to work directly with the Director. At a minimum the steering group will consist of the Federal Women's Program coordinator, representatives from the Personnel Office, Office of General Counsel, and Office of Civil Rights Compliance. The remaining positions will be filled by persons who demonstrate a willingness to assist more fully in the work of the Committee and whose particular characteristics--age, race, position, GS level--will increase the representativeness of the Steering Group. Membership on either the Advisory Committee or Steering Group shall not be restricted to women.

Whatever the composition, there must be an understanding and commitment on the part of each manager that Committee members will be required to spend approximately 15 hours per month on the work of the Committee.

The proposed organization is selected with an eye toward creating an effective mechanism for the development and advocacy of recommendations of policies, programs, and other activities of LEAA responsive to the needs of women in the LEAA delivery system, women employed by LEAA, and women in the criminal justice system.

Such recommendations will, as adopted, become the responsibility for implementation of Assistant Administrators, Office Heads, Division Directors, and other managers of the agency. The functions of the Women's Action Committee in such implementation will, unless otherwise specified, be confined to monitoring and evaluation for the purpose of developing additional recommendations.

Specific activities to be undertaken by the Committee would include:

1. Designing an active Federal Women's Program for LEAA based on current Task Force recommendations.
2. Developing and implementing a survey of LEAA employees identifying attitudes and concerns as they relate to women.
3. Monitoring and implementing Task Force recommendations and preparing periodic reports on the status of implementation efforts.
4. Reviewing LEAA guidelines to identify possible implications for women employees and women recipients of grants, loans and contracts.
5. Advising the Administrator on selection of qualified women for policy-making Task Forces and Advisory Committees.
6. Providing, upon special request, qualified women as speakers.
7. Coordinating with and assisting efforts with similar goals undertaken within or by:
 - a. any other Department or Agency of the Federal Government;
 - b. any State or Territory, and its political subdivisions, and any Department or Agency thereof;
 - c. any other organization or group, both political and private; and
 - d. private citizens.

Two issues regarding the future organization must remain unresolved at this time. The first is the selection of the Director; the second is the appropriate relationship of the EEO Office to the Women's Action Committee. The Administrator has requested Civil Service Commission approval to appoint a Special Assistant for Women and Minority Affairs. Should such an appointment occur, the responsibilities of the Director could conceivably be assumed by that person. However, in the absence of such a position, the Task Force strongly reiterates the need for a full-time Director who possesses the requisite skills and talent. Furthermore, motivation and interest should be essential criteria for selection.

The second issue--the relationship of this Committee to EEO-- is more complex. Currently, an EEO Specialist serves as the Federal Women's Program Coordinator with responsibility for carrying out the general functions of the EEO office in addition to responsibilities associated with conducting a special emphasis program for women. This is not the case in at least four other Department of Justice Bureaus (Drug Enforcement Administration, U.S. Marshal's Service, Bureau of Prisons, and the FBI). While the Federal Women's Program Coordinator is an essential ingredient in any program designed to implement the recommendations of the Task Force, it is less clear how the specific relationship with the Committee can be appropriately structured. This cannot be determined without a careful review of EEO special emphasis program requirements, the pertinent EEO guidelines and specific EEO Office activities. Furthermore, the structure of other EEO Programs within the Department should also be examined. For various reasons, the Task Force was unable to undertake such a comprehensive review. Specific areas of responsibility and procedures for coordinating the efforts of the Committee and the EEO Office will have to be identified at a later time.

One final recommendation remains regarding the existence of the Task Force itself. The Task Force strongly recommends that it be continued during an interim period, not to exceed six months, between submission of this report and creation of a permanent Committee. Two purposes would thus be served: the Administrator would have the assistance of the Task Force in implementing a new program and a mechanism would exist for generating and updating information on women's issues. Finally, the continued presence of the Task Force could assure that the momentum and enthusiasm generated by this project would not be lost.

APPENDIX A: TASK FORCE WORK PLAN

- Task 1. Identify members of the Task Force
- Task 2. Define scope and subgoals and objectives which include at a minimum the following: (1) Prepare a policy statement for the Administrator on women's issues, (2) develop program recommendations to support the policy statement, and (3) determine the feasibility of establishing an ongoing coordinating effort for women's programs in LEAA.
- Task 3. Identify current programs and activities relating to women within the LEAA Central Office, Regional Offices, State Planning Agencies, and law enforcement and criminal justice agencies which receive and provide funding for women-related programs.
- Task 4. Delegate data collection responsibilities and begin to gather data in the following areas: (1) women as recipients in the LEAA delivery system; (2) the interests of women as part of the States' comprehensive planning process; and (3) women in the criminal justice system as offenders, victims, volunteers, and personnel.
- Task 5. Review data collection and define key areas of interest for Task Force attention.
- Task 6. Formulate recommendations for program areas and continue refining priority areas which require further information.
- Task 7. Review and refine program recommendations and prepare draft policy statement.
- Task 8. Prepare draft report.
- Task 9. Prepare final report and present to the Administrator.

APPENDIX B: FEMALE OFFENDER GRANTS

Number of LEAA Grants for Female Offenders
1969 -- June 30, 1975*

	<u>Subgrant</u>	<u>Discretionary</u>
Parole	6	0
Probation	3	0
<u>Community-based</u>		
Halfway houses	21	2
Work release	8	1
Multi-services	15	1
Training and education	6	0
<u>Institutional</u>		
Facility	19	0
Vocational training	19	2
Educational	8	0
Psychological	7	0
Behavior modification	3	0
Charm courses	3	1
Other	8	0
<u>Other</u>		
Drug and alcohol detoxification	7	0
Conferences and seminars	2	2
Planning	4	0
Basic data gathering	0	1
Unknown	5	2
	<hr/>	<hr/>
Total number of grants	144	12
	156	
Discretionary Grants for female offender programs		\$1,386,463
Subgrants for female offender programs		\$12,000,809
Total funds expended on programs for female offenders		\$13,387,272

* The source for the above information is the Grant Management Information System. GMIS was queried for all programs under the category of "Women Offenders". It should be noted that GMIS summaries are not always broken down by sex.

APPENDIX C: JUVENILE JUSTICE GRANTS

Number of LEAA Grants for Female Juvenile Offenders
1969 -- 1975*

	<u>Subgrant</u>	<u>Discretionary</u>
Correctional	47	3
Court-related	27	0
Probation	31	1
Community-based residential	227	16
Community-based nonresidential	60	3
Parole	6	2
Other	55	5
	<hr/>	<hr/>
Total number of grants	453	30
	483	
Discretionary grants for female juvenile programs		\$3,916,492
Subgrants for female juvenile programs		\$18,008,442
Total funds expended on programs for female juveniles		\$21,924,934

* These findings are based on GMIS printouts. It should be noted that GMIS printouts and summaries of grants are not always broken down by sex.

APPENDIX D: WOMEN AS GRANT, LOAN AND CONTRACT RECIPIENTS

Law Enforcement Education Program (LEEP):

FY 69-75	Total number of participants	247,073
	Male participants	226,450
	Female participants	19,137
	Other (data not provided on sex)	1,486
	Percent female (of total with sex known)	7.8%

National Institute of Corrections (1972-75)

	Number of men and women applicants	1,481
	Number of men and women accepted	668
	Percent of men and women accepted	45.1%
	Number of women applied	109
	Number of women accepted	71
	Percent of women accepted	65.1%
	Number of men applied	1,372
	Number of men accepted	597
	Percent of men accepted	43.5%
	Number of men and women accepted	668
	Number of women accepted	71
	Percent of women accepted	10.6%

407 Organized Crime Prosecutorial Training Program

Statistics on the number of female prosecutors engaged in the prosecution of organized crime are unavailable. However, the number is estimated to be quite small. This situation is probably reflected by the fact that only one woman out of a total of 300 prosecutors attended any of the five prosecutor training conferences held in FY 75.

Graduate Research Fellowships

Doctoral candidates who have completed all academic work and need support during the writing of their dissertation can receive up to \$10,000 for stipend and direct project costs. In FY 75, the Institute received 59 concept papers for program funds of which 18 or 30 percent were from women. Institute staff screened the concept papers and submitted 30 to a peer group review panel. Eventually 12 awards were made, six of them going to women.

Internship Program

Under this program, LEAA provides limited funds to college students to work as interns in criminal justice agencies either during their summer recess or while they are on academic leave of absence from their degree program. To qualify, a student must be enrolled full-time in a criminal justice degree program or a related curriculum and have completed the first year of a degree program. He or she applies by contacting the director of the college or university criminal justice program who in turn makes application to the LEAA Regional Office. A total of 5,668 students have participated in this program to date.

In FY 75, \$500,000 was divided among the ten Regional Offices. Of the 1,021 internships awarded, 10 percent or 102 were to women. This percentage was double the FY 74 figure. Unfortunately, it is impossible to estimate the total number of students applying for internships or a breakdown by sex because universities performed the initial screening.

Criminal Justice Consortium

Seven universities of diverse size and character participated in this LEAA program. In 1973, each school received \$650,000 to cover a three year period for the purpose of either developing a criminal justice curriculum or expanding an existing one. Some of each university's share provides \$5,000 to \$10,000 stipends to Ph.D. students. The following data reflects female participation in this program.

<u>University</u>	<u>Total</u>	<u>Female</u>	<u>Male</u>	<u>Percent Female</u>
Arizona State University (MA only)	111	26	85	23.4
Eastern Kentucky University	96	14	82	14.6
Northeastern Kentucky University	214	70	144	32.7
Maryland University	53	17	36	32.0
Michigan State University	123	19	104	15.4
Portland State University (Ph.D. only)	6	1	5	16.7
University of Nebraska Omaha	97	16	81	16.5
TOTAL	700	163	537	23.3

Institute Research Fellows

The Research Fellowship Program was begun in FY 73. Until this year, there have been nine Fellows in residence at the Institute. None has been a woman.

In FY 75, 38 concept papers were received from scholars desiring Institute support for their individual research projects. Of the 38, two were submitted by women. After an initial screening, 17 including one by a woman were submitted to peer review panels. Eleven were recommended, four have been awarded, none are by women.

APPENDIX E: CRIMINAL JUSTICE STATISTICS ON WOMEN

Sex, along with race and age, is one of the basic socio-demographic statistical variables and is included whenever applicable and feasible in any well-designed statistics or information system program. The programs sponsored by NCJISS follow this general rule.

Sex is reported for all individuals in the various information systems sponsored by the Systems Development Division. These include: the Offender Based Transaction Statistics/Computerized Criminal Histories program (OBTS/CCH), Prosecutor's Management Information System (PROMIS), the Offender-Based State Corrections Information System (OBSCIS) and the State Judicial Information System (SJIS). In addition, individual records are included in these systems without regard to sex.

The data collection and publication efforts of the Statistics Division include sex as a variable whenever applicable. These programs include the National Crime Panel victimization surveys, the National Prisoner Statistics Program, the Jail Census and Survey of Jail Inmates, the Juvenile Detention and Correctional Facilities Surveys, the Uniform Parole Reports, and the Survey of Criminal Justice Employee Characteristics. The collection of socio-demographic characteristics is not applicable to other statistical series such as Survey of Criminal Justice Expenditure and Employment, the Directory of Criminal Justice Agencies and the Court Organization Survey.

Women represent a very small proportion of the clientele of the criminal justice system. Whereas women account for about 50 percent of the U.S. population, they constitute only 15 percent of reported arrests and 3 percent of the U.S. prison population. As with any small group in a survey universe, confidentiality requirements and statistical reliability factors may prevent release of detailed statistics. Some examples of how these apply to statistics on women are as follows.

Confidentiality

In order to meet the confidentiality requirements established by law, LEAA does not publish statistics that could be used to identify a specific individual. For example, if a jail census reported only one woman in a particular jail, it would not be possible to present any statistical information about the female population of that jail as it could be directly traceable to a particular woman. This would also apply if there were only one man in a particular jail.

Reliability

Statistical reliability becomes an issue in sample surveys, where a scientifically drawn sample of the population or universe being studied is surveyed. The results of the survey are then weighed and used to make estimates about the characteristics of the entire universe. Because any sample is only one of a number of different samples that could be drawn using the same sample design, the results obtained with one sample may be different than the results obtained from another sample, and from the universe itself if a census had been conducted. These differences are called sampling errors and can be statistically computed based on the sample size and sampling design. The sampling error tells whether or not the estimates derived from the sample are statistically reliable.

Absolute sample size is the single most important factor in sampling error, much more so than the ratio of the sample size to the population. For example, a 10,000-person sample of the 182,000 persons in State prisons is adequate to provide reasonably detailed estimates of socio-demographic characteristics of all inmates. However, reliably estimating the same detailed characteristics for the 5,700 women in State prisons would require a sample size very close to the entire population. This would nearly double the cost of the survey. Thus, LEAA would not be able to publish or release data as detailed for women as for the total inmate population. For example, the number of women in prison could be estimated by education or by age, or by race, but there would be no way to reliably estimate the number of black 29 year-old women incarcerated for robbery.

In conclusion then, the NCJISS statistics and information system programs include sex as a variable wherever possible, limited only by confidentiality and reliability considerations.

APPENDIX F: CIVIL SERVICE COMMISSION TRAINING CATEGORIES

Definition/Explanation: Indicates the principal subject matter and emphasis of the training provided an employee. (This standard categorizes the subject matter of the training given, not the position of the person trained.)

Codes and Representations:

<u>CODE</u>	<u>NAME</u>	<u>DEFINITION/EXPLANATION</u>
1	Executive and Management	Education or training in the concepts, principles, and theories of such subject matters as public policy formulation and implementation, management principles and practices, quantitative approaches to management, or management planning organizing and controlling.
2	Supervisory	Education or training in supervisory principles and techniques in such subjects as personnel policies and practices (including equal employment opportunity, merit promotion, and labor relations), human behavior and motivation, communication processes in supervision; work planning, scheduling, and review; and performance evaluation.
3	Legal, Medical, Scientific or Engineering	Education or training in the concepts, principles, theories or techniques of such disciplines as law, medicine; the physical, biological, natural, social or behavioral sciences; education; economics, mathematics and statistics; architecture; engineering; or foreign affairs.
4	Administration and Analysis	Education or training in the concepts, principles, and theories of such fields as public or business administration; personnel; training; equal employment opportunity; logistics; finance; systems analysis; policy, program or management analysis; or planning.

Codes and Representations

CODE	NAME	DEFINITION/EXPLANATION
5	Specialty and Technical	Training of a specialized or technical nature in the <u>methods and techniques</u> of such fields as investigation, security, <u>police science</u> , supply, procurement, transportation, air traffic control, computer programming, languages, or medical, legal, or scientific support work.
6	Clerical	Training in clerical skills such as typing, shorthand, key punch or computer operations, letter writing, filing, or telephone techniques.
7	Orientation	Training of a general nature to provide an understanding of the organization and missions of the Federal Government or the employing agency, or a broad overview and understanding of matters of public policy such as the policies relating to equal employment opportunity.
8	Adult Basic Education	Education or training to provide basic completeness in such subjects as remedial reading, grammar, arithmetic, lip-reading or braille.

APPENDIX G: LEAA EQUAL EMPLOYMENT OPPORTUNITY FOR WOMEN

Executive Order 11478, dated August 8, 1969, directs that each Executive Department "will promote full realization of equal employment through a positive continuing program." All Departments and Agencies are directed to maintain a continuing Affirmative Action Program of equal employment as an integral part of every aspect of personnel policy and practice in the employment, development, advancement and treatment of employees.

The CSC regulation, FPM Chapter 713 and the Department of Equal Employment Opportunity regulation dated July 1, 1969, set forth the policies and requirements under which the Department and each Agency "shall implement programs designed to achieve equal opportunity in employment and personnel operations and practices without regard to race, color, sex, age, religion or national origin."

Under the EEO stewardship are three special emphasis programs: (1) Federal Women's Program; (2) Spanish Speaking Program; (3) Black Affairs Program. The primary program efforts of these programs are to achieve equality of opportunity for all, bring practice in closer accord with merit principles, and encourage qualified applicants to compete in exams for Federal employment and to participate in training programs leading to advancement.

The Equal Employment Opportunity Office participates in a weekly Interdepartmental Placement Committee meeting held at and sponsored by the U.S. Civil Service Commission. Many Federal Agencies are represented at these meetings. The purpose of these meetings is to broaden the dissemination of position vacancy announcements of Federal agencies. This enables the EEO Office to assist both LEAA employees seeking advancement opportunities and applicants seeking employment, in applying for and locating employment. Also, the EEO Office has developed a procedure for disseminating this information to minority and female organizations. By so doing, the EEO Office has in the past been instrumental in helping individuals, especially minority individuals, to secure better positions and initial appointments to positions.

It is difficult to evaluate the progress and effectiveness of any management program. This observation also applies to the LEAA EEO program. One manner in which some light may be shed on the subject of progress is by reviewing the shift in emphasis of the EEO function as it relates to LEAA employee-supervisor conflict. The underlying and interlocking reasons for this shift in emphasis are of interest. The emphasis has shifted to pre-complaint counseling, primarily by the EEO staff. It has been determined that as a result of precomplaint counseling,

approximately 95 percent of the LEAA employees are able to resolve their problems, which otherwise may have resulted in informal complaints or possible formal complaints. The EEO Office and Personnel Office have established an effective liaison and working relationship. The methods and techniques employed in this relationship are to identify the employee problem and to present the problem to management with a recommendation of resolution.

Another manner in which some light may be shed on the subject of progress is by reviewing the staff of the EEO Office. As mentioned before, the LEAA EEO Office started as a two-person office consisting of the EEO Officer and a secretary. To date, the LEAA EEO Staff consists of the EEO Officer, two Equal Opportunity Specialists, a secretary and two part-time staff aides. Having received this additional staff, the EEO Office has been able to more efficiently implement the LEAA EEO program.

One of the primary areas of emphasis of the LEAA EEO program has been improving personnel procedures and management practices. In this manner, the management system is improved and all employees benefit as well as minority, female and older employees.

One of the special areas upon which emphasis has been placed is the identification of minority and female candidates for employment. This effort has resulted in a substantial increase in the number of minorities and women applying for employment at LEAA. Some minority candidates have also been identified for positions in LEAA Regional Offices. In this effort the LEAA EEO Office mails DOJ Position Announcements to 50 individuals and organizations.

Several factors have been essential to the success of the LEAA EEO Program. The first is the complete support of the LEAA Administrator. The second is an effective working relationship with the LEAA Personnel Office. The third is a productive liaison with LEAA managers and supervisors. The fourth is the support and assistance received from the Department of Justice EEO Group.

An important component of the LEAA EEO Program is evaluation. This component is built into the planning and management components and provides feedback inputs for future planning and management. The evaluation effort of the LEAA EEO Program is closely coordinated with the evaluation of all related LEAA Programs and with the evaluation of the overall Department of Justice Program.

APPENDIX H: REQUIREMENTS FOR AN ATTITUDE QUESTIONNAIRE

Any attitude questionnaire which is administered within LEAA should meet the following requirements in order to provide results that can be used to identify problems and to develop programs relevant to "women's issues":

- (1) The attitudes of both males and females in all job categories should be obtained from the questionnaire. If the questionnaire were administered to females only, one would not be able to determine whether female attitudes differed from those of males on significant questions. It is also important to ensure that employees working in all types of jobs are included in the sample, since some attitudes may be a function of the type of job one is performing (eg. clerical vs. professional), rather than function of differences in male/female attitudes.
- (2) The questionnaire should be carefully developed and should be pre-tested (tried out) on a sample of employees before being administered. Good questionnaires sometimes look as if they were written in an afternoon, but it takes extensive developmental work and pre-testing to write a questionnaire which "reads well" to the people answering it, asks the right questions, and asks them in a way that provides the information one really needs to have.
- (3) Total confidentiality for people answering the questionnaire must be insured. The questionnaire should be administered in such a way that no LEAA employee sees the answers from any individual questionnaire. Confidentiality can be protected by having a firm outside of LEAA handle the tabulation of the questionnaire data. Employees would mail the questionnaire directly to this firm, which would code the answers and prepare tables summarizing the answers.
- (4) Questionnaire development and analysis of the data should be performed by persons with competence and experience in attitude research. Although this competence exists within LEAA, it is recommended that an outside contractor perform the task for several reasons: (a) It is difficult to provide confidentiality to LEAA employees answering the questionnaire if the project is being handled by LEAA staff. Even if confidentiality is given in fact, some employees may still be reluctant to give candid answers out of fear that confidentiality may not be protected. (b) Because of the staff shortages within LEAA, people capable of handling the task adequately are unlikely to have the time available to devote to this additional project. (c) If the project is handled by LEAA employees, the objectivity of the results may be

questioned (eg. "women designed the questionnaire to prove that problems exist," "a man wrote the questionnaire to cover up real problems," etc.). These suspicions can be minimized by having the work performed by an outside firm that has no stake in the outcome of the data and of course, can provide evidence of nondiscriminatory practices itself.

APPENDIX I: DISTRIBUTION OF LEAA EMPLOYEES
BY GRADE LEVEL

<u>GS</u>	<u>FEMALE</u>	<u>MALE</u>
1		
2	2	1
3	14	1
4	35	8
5	69	15
6	47	3
7	70	22
8	16	
9	32	22
10		
11	41	31
12	19	50
13	21	106
14	13	102
15	2	64
16		8
17		
18		3
EX 03		1
EX 05		<u>1</u>
TOTAL	382	438

Source: EEO Quarterly Report, June 30, 1975

END