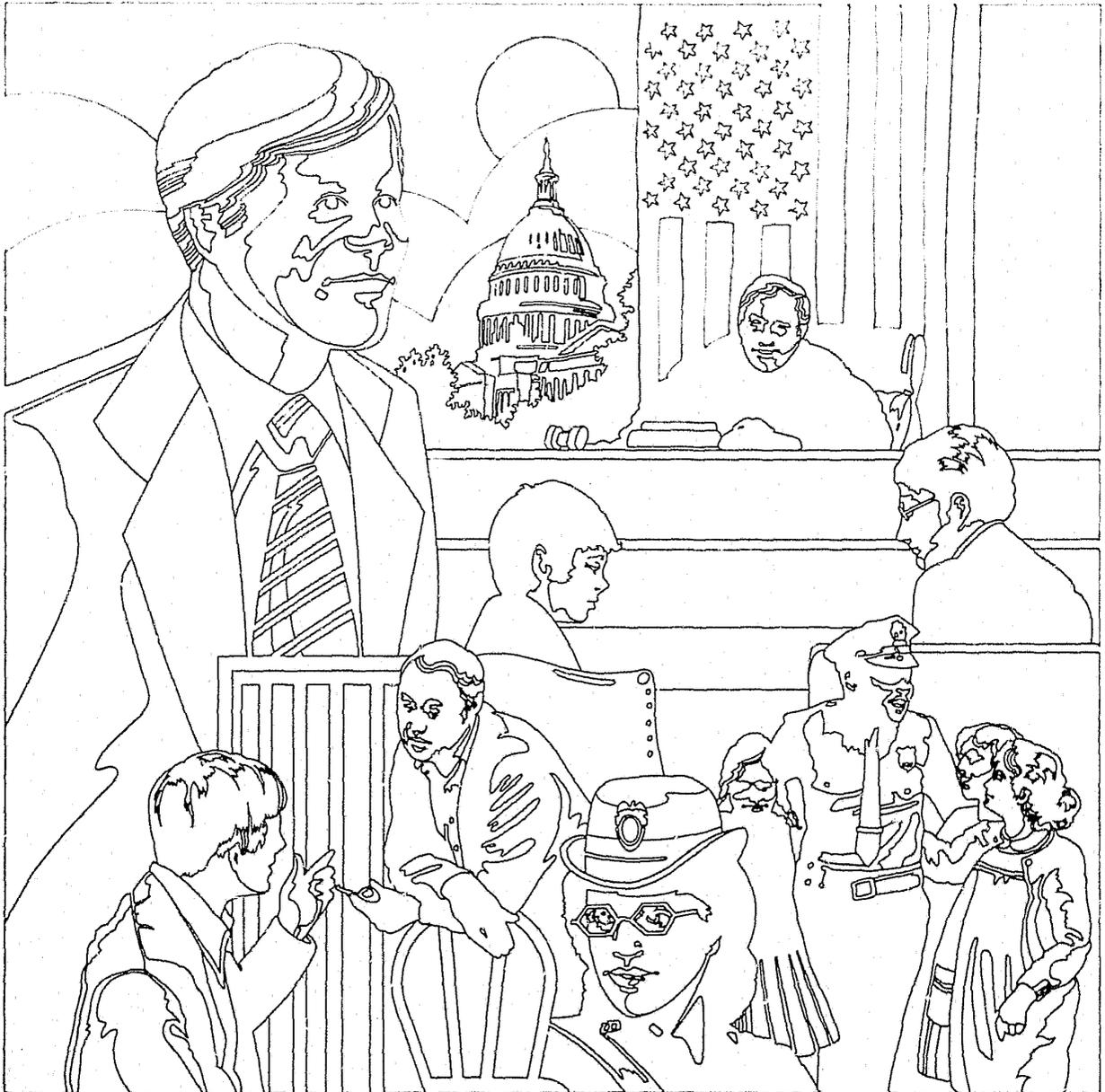
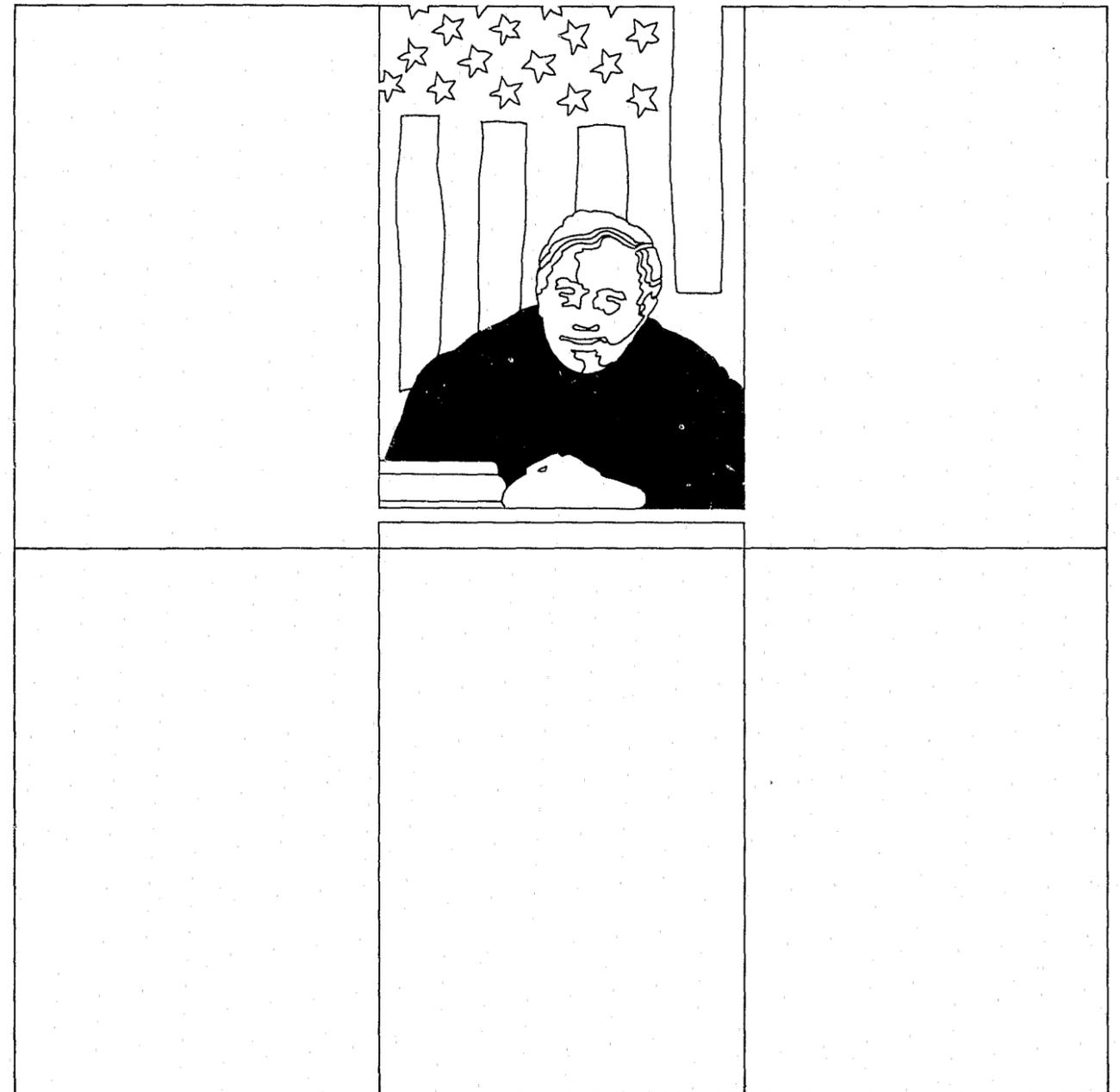


SIXTH ANNUAL REPORT OF LEAD



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Sixth annual report of leaa



Letter of Transmittal

To the President and to the Congress of the United States:

I have the honor of transmitting herewith the Law Enforcement Assistance Administration's Sixth Annual Report according to the requirements of the Crime Control Act of 1973. The report covers LEAA's programs, activities, and progress for fiscal year 1974.

LEAA was established six years ago by the Omnibus Crime Control and Safe Streets Act of 1968. In the interim it has become a significant part of the criminal justice improvement activities of this Nation. The States and localities look to LEAA for financial support and innovative technical assistance and research leadership.

Experience has shown that the principles on which LEAA was founded are sound. In creating LEAA the Congress fashioned a block grant program—an experiment in federalism in which decisionmaking rests with the States and localities.

Since 1968 LEAA has made substantial progress in helping the States and localities improve their administration of justice. LEAA's programs have significantly increased the country's knowledge about crime and have developed proven crime control techniques. Equally importantly, LEAA has made this information available to criminal justice agencies across the Nation. The past six years have seen the development of the entirely new profession of criminal justice planning, the development of State-level criminal justice information systems, and the training of thousands of criminal justice professionals.

The events of fiscal year 1974 illustrate how LEAA increased the capability of the criminal justice system. For example:

LEAA encouraged the States to develop standards and goals for their criminal justice systems. A foundation for their efforts are the detailed, LEAA-funded reports of the National Advisory Commission on Criminal Justice Standards and Goals, which were published in fiscal year 1973. More than 120,000 of these reports are in print.

LEAA released the first in a series of surveys on the number and type of crime victims in the country's five largest cities and in eight additional cities that have received special LEAA crime reduction funds. These surveys were conducted for LEAA by the Bureau of the Census. They provide the most precise information

ever available on the types and the extent of crime. The data are invaluable for assessing changes in crime rates and citizen attitudes toward crime and toward the criminal justice system.

LEAA developed new programs for involving the citizen in the criminal justice system and for making the system more responsive to citizen needs.

These and other fiscal year activities were significant. But there is still much work to do. Despite LEAA's best efforts and those of the States and localities, crime continues to rise.

Crime is a phenomenon to which there is no single simple answer. As our knowledge and experience grow, we increasingly recognize that criminality is a complicated and complex problem. What is more, reforming human institutions is an arduous and lengthy undertaking. It takes time and careful attention to detail and constant rededication to our goals to assure continuing progress. However, LEAA accepts this challenge, difficult though it is, and I and all other LEAA employees pledge to fulfill our responsibilities in a manner consistent with the highest standards of performance and professional ethics.

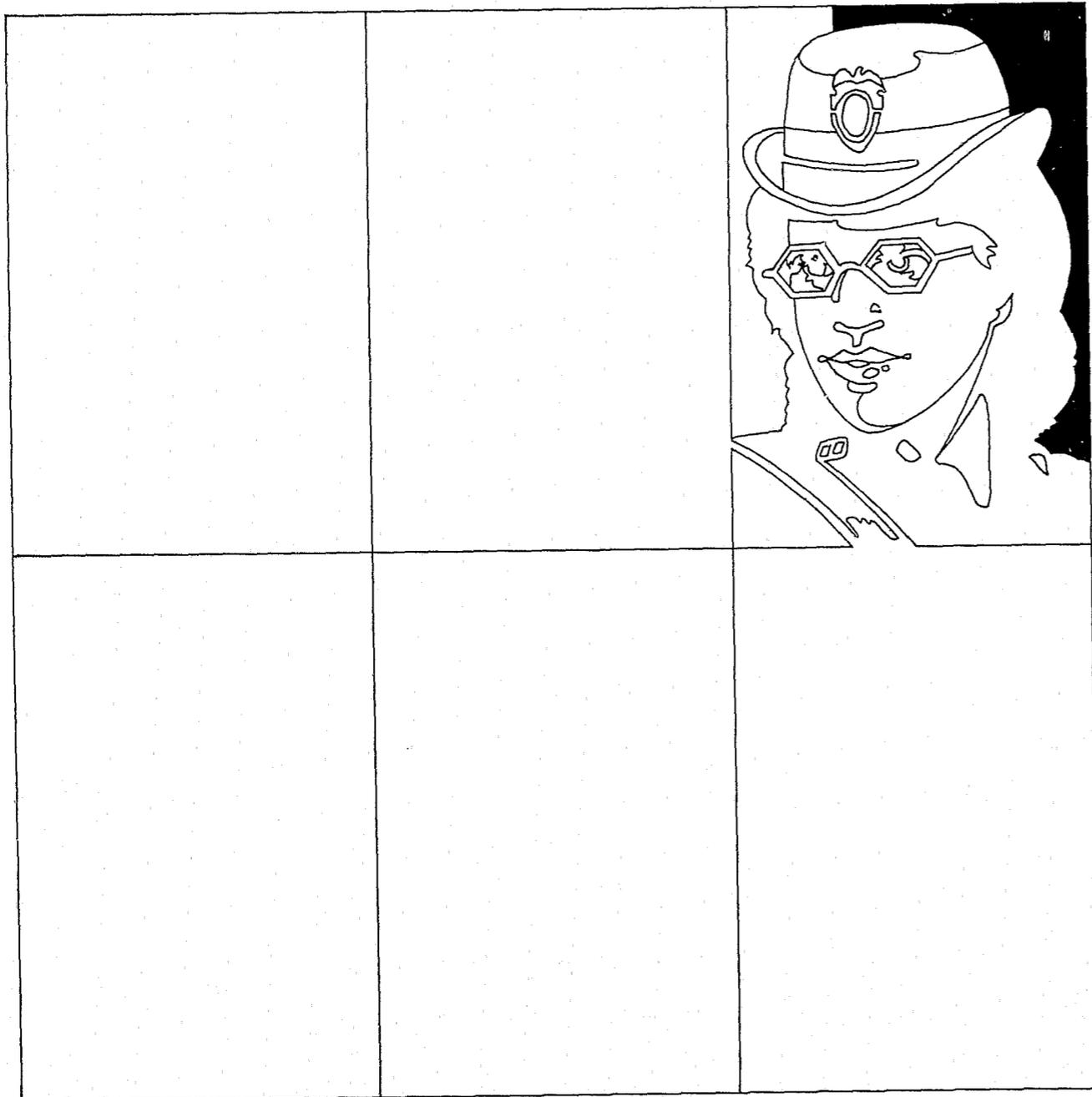
Respectfully submitted,



RICHARD W. VELDE
Administrator

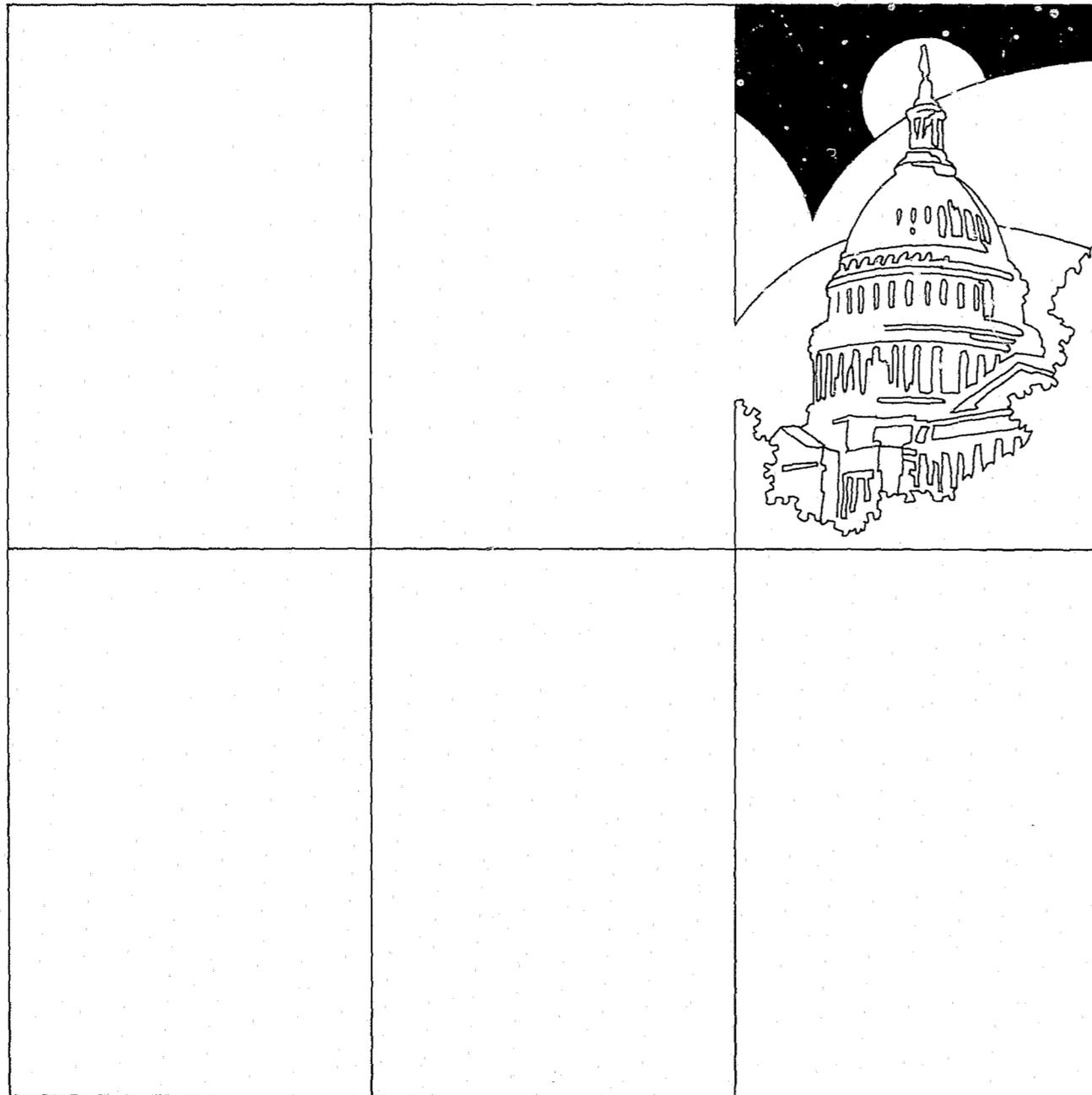
Washington, D.C.
December 31, 1974

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Part 1 Introduction



Crime prevention is a complex activity. There is no single solution to the problem of crime because crime is not a single problem. It is a combination of many problems, all demanding different solutions. In dealing with crime, sometimes even the knowledge and experience gained through the tedious process of trial and error can be a trap, because what worked yesterday may fail utterly today.

In the American system the responsibility for preventing and reducing crime rests with the States and localities. It is the State and local governments that devote the vast majority of manpower and money for this purpose. Since 1968, however, State and local crime prevention efforts have been supplemented through Federal financial assistance provided by the Law Enforcement Assistance Administration.¹

LEAA funding permits State and local criminal justice systems to improve their operations and to provide services they could not otherwise afford. Equally important, however, is the leadership role that the Congress has authorized the Agency to perform. LEAA provides direction and consistency to the Nation's crime control

efforts. Each year LEAA uses a portion of its funds to support experimental and innovative crime prevention projects that have the potential for widespread replication, to sponsor conferences that bring together criminal justice professionals of various disciplines, and to conduct research into the many complex crime-related issues.

A Sampling of LEAA Activities

A sampling of LEAA's fiscal year 1974 activities provides an insight into the numerous and varied areas in which LEAA is active.

One of LEAA's most significant achievements was the creation of the National Advisory Commission on Criminal Justice Standards and Goals. In its six-volume report, the Commission set forth more than 400 standards and recommendations designed to help State and local criminal justice agencies improve their operations and reduce crime. During fiscal year 1974, LEAA helped the States assess the Commission's work and implement those standards deemed appropriate in each case. LEAA does not endorse any specific standards or urge the States to adopt any particular Commission recom-

mendation. Instead, it endorses the process of establishing and implementing standards as a valid and desirable planning tool for the States.²

The alarming rate of crime committed by persons under 18 years of age prompted LEAA to accelerate substantially its efforts in the area of juvenile justice. The newly enacted Juvenile Justice and Delinquency Prevention Act of 1974 assigns to LEAA the major responsibility for helping State and local governments to prevent juvenile crime and delinquency.

When crimes such as robbery, assault, or burglary occur, much time, money, and effort are expended to apprehend, try, and convict the perpetrators. All too often the crime victims are forgotten. During the past year, LEAA launched a major new program to draw national attention to the needs of crime victims and witnesses, and to the needs of all law-abiding citizens who come into contact with the criminal justice system. LEAA believes that if criminal justice can be made more responsive to the needs of citizens, those citizens would be more willing to help the system in its efforts to reduce crime and even to volunteer their services for this purpose.

¹In fiscal year 1972, LEAA funds represented approximately 5.9 percent of the total criminal justice system expenditures by Federal, State, and local governments.

There is evidence that a great many citizens already are disillusioned by the criminal justice system. During fiscal year 1974, LEAA published survey results that showed that only half or fewer of the personal and household crimes that occur are reported to the police. Many crime victims do not report crimes because they think that nothing can be done due to lack of proof, that the incident was not important enough, or that the police would not want to be bothered. LEAA believes a method must be found to increase the public's confidence in the system.

During the past few years, computer technology in law enforcement has come of age. This technology facilitates the compilation and exchange of vast amounts of information about crime and criminals. Among the most recent advances in this field is one that enables a patrol officer to obtain almost instantaneous information on criminal suspects and stolen vehicles via a computer terminal in the patrol car. But along with the mounting storehouse of information has come the increased risk that data may be used improperly and that the individual's right to privacy may be violated. During fiscal year 1974 LEAA developed and published a proposed set of guidelines designed to safeguard criminal history information and to protect the individual's rights to privacy.

Also during fiscal year 1974, LEAA launched a major effort to improve the judicial segment of the criminal justice system. LEAA dollars are pursuing solutions to many of the vexing problems plaguing the Nation's criminal courts, among which

² President's Commission on Law Enforcement and Administration of Justice, *The Challenge of Crime in a Free Society (Government Printing Office, 1967)*, p. 15.

³ *Ibid.*, p. 1.

are excessive pretrial and appellate delay, disparities in sentencing practices, insufficient and undertrained judicial personnel, and outmoded court procedures.

Finally, LEAA continued many of its programs begun in earlier years. These include: improving operations and training in police, courts, and corrections agencies; providing technical assistance in a variety of areas to State criminal justice agencies; conducting criminal justice-related research; encouraging development of integrated statewide criminal justice information and communications systems; continuing the development of criminal justice statistics; and continuing to help criminal justice students further their educations. These and many other programs are described in the report that follows.

History of the Crime Control Program

LEAA was created by the Congress in the Omnibus Crime Control and Safe Streets Act of 1968 in response to a growing fear of crime and lawlessness in the Nation. According to the *Uniform Crime Reports*, the incidence of reported crime had doubled since the beginning of the decade. The Nation's criminal justice systems appeared incapable of keeping step. The long tradition of independent local control of the criminal justice system had safeguarded many individual freedoms. But it had also resulted in fragmented and uncoordinated systems of justice that were underfunded and under-equipped and whose personnel were undertrained.

The President's Commission on Law Enforcement and Administration of Justice reported on the system's many needs in its 1967 report, *The Challenge of Crime in a Free Society*. The Commission pointed out that the system was "... undernourished. There is too little manpower and what there is is not well enough trained or well enough paid. Research programs that could lead to greater knowledge about crime and justice and therefore to more efficient operations are almost nonexistent."²

The Commission also acknowledged the often limited ability of the criminal justice system to reduce crime. "The underlying problems," it wrote, "are ones that the criminal justice system can do little about. The unruliness of young people, widespread drug addiction, the existence of much poverty in a wealthy society, the pursuit of the dollar by any available means are phenomena the police, the courts, and the correctional apparatus ... cannot confront directly."³

Federal Response

Because the crime situation was serious, the Congress determined that a Federal response was appropriate and necessary. But it held that this response should leave the basic responsibility for crime and justice where it had always rested—at the State and local levels of government—with the Federal role limited to assistance and support. Congress said:

... crime is essentially a local problem that must be dealt with by State and local governments if it is to be controlled effectively.

Therefore Congress established a new approach to Federal funding—the block grant—and launched a significant governmental experiment in which the Federal Government entered into a partnership with the States and localities.

The act stipulated that each State be given a sum of money, based on population, to use as it deemed fit for improving its criminal justice system and for reducing crime. Eighty-five percent of LEAA's action money is channeled to the States in this manner. This allows State and local governments to set priorities based on their own assessments of their problems and needs.

Although the act gave the major decisionmaking responsibility to the States, it retained a program of discretionary—or categorical—grants at the Federal level. LEAA uses this money to fund innovative programs not funded in the State plans or to support national scope programs or those involving several States.

In addition to the block grant funding approach, the act contained another innovation. It provided money to be used by the States strictly for planning. The President's Commission had noted that the components of the States' systems of justice did not coordinate their activities and efforts, even though they are dependent on one another. It recommended that "a study of the system ... begin by examining it as a whole."⁴ The planning money approved by the act allows States to undertake such examinations.

Each State is required to establish a State Criminal Justice Planning Agency (SPA),

⁴ *Ibid.*, p. 7.

⁵ *Ibid.*, p. 12.

⁶ *Ibid.*, p. 13.

which must annually develop a comprehensive plan for criminal justice improvement and crime reduction. The receipt of the block action funds is dependent on LEAA acceptance of that plan.

The act also created a research program to examine the causes of crime and to find ways to improve criminal justice system operations. A program to train law enforcement and criminal justice personnel also was authorized.

The Congress has twice amended the original act. The Omnibus Crime Control Act of 1970 added an assistance program for corrections. The Crime Control Act of 1973 streamlined and clarified some administrative procedures. But LEAA's basic structure and mission remain as established by the Omnibus Crime Control and Safe Streets Act of 1968. New responsibilities and new offices were added by the Congress in fiscal year 1975 in the Juvenile Justice and Delinquency Prevention Act of 1974 (Public Law 93-415, September 7, 1974). The act is described in the chapter on "Juvenile Justice."

The LEAA Program

When LEAA began operations in 1968 it faced many unknowns. What causes crime? Who commits it? Who are its victims? To what extent will improving the efficiency of the criminal justice system reduce crime? How might increased public involvement in the criminal justice process reduce crime? How can particular crimes be targeted with special programs to reduce them? Which crimes? Which programs? These were valid questions to which there were then no answers.

Although there were many uncertainties, there were also areas obviously requiring immediate attention.

A crucial need was for comprehensive criminal justice planning. The elements of the criminal justice system needed to coordinate their efforts and to determine common goals and priorities.

Another need was to develop a basic minimum level of operation. State criminal justice systems had been underfunded for decades. The director of planning in a western SPA described the kind of problem his State faced before the creation of LEAA. "We needed to do equipment upgrading," he said. "There was law enforcement patrolling in the mountain areas that was being done in water trucks. It was pathetic."

The criminal justice system suffered from a lack of trained manpower. As the President's Commission said, "the problem of personnel is at the root of most of the criminal justice system's problems. The system cannot operate fairly unless its personnel are fair. The system cannot operate swiftly and certainly unless its personnel are efficient and well-informed. The system cannot make wise decisions unless its personnel are thoughtful."⁵

The system needed information. It needed statistical information on crime and the criminal justice system. It needed information on individual offenders. The President's Commission noted that "probably the single greatest technical limitation on the system's ability to make its decisions wisely and fairly is that the people in the system often are required to decide issues without enough information."⁶

It also was clear that certain steps to improve the system's fairness and impartiality should be taken even if they did not appear to have an immediate and direct impact on reducing crime. Providing adequate defense counsel for indigent defendants and insuring speedier trials were two such steps.

Accomplishments of the LEAA Program

During the past six years, LEAA has worked in partnership with the States and localities in improving the criminal justice system and reducing crime.

The States have received nearly \$2 billion in block action grants and \$371 million in corrections money. These grants have funded more than 60,000 projects.⁷

The States have received \$201 million in planning funds to develop comprehensive, detailed plans on how they intend to reduce and prevent crime.

Approximately 200,000 students have received \$150 million in Law Enforcement Education Program funds to finance studies for law enforcement and criminal justice careers.

The National Institute of Law Enforcement and Criminal Justice, LEAA's research arm, has invested more than \$110 million in research and development projects.

LEAA's National Criminal Justice Information and Statistics Service has committed approximately \$38.5 million to statistical studies to draw a better picture of crime in the United States, the number of jails and prisons, and a wealth of other information never before available.

⁷ Data compilation for fiscal years 1973 and 1974 is not yet complete and thus the actual number of projects funded is considerably higher.

Brief descriptions follow of the accomplishments that these efforts have produced. Distribution of LEAA funds from fiscal years 1969 through 1974 is shown in the chart on this page.

Planning

An important and long lasting result of the LEAA program has been the development of a criminal justice planning process in each State.

Because each State system of criminal justice is unique, planning for improvements and for crime reduction must come from within. The LEAA program encourages such systematic, systemwide improvement. Each SPA has a supervisory board

composed of leaders of State and local criminal justice agencies and of community representatives. In most States these individuals meet monthly to make long-range decisions for the SPA's. During the meeting the officials discuss the issues that confront them individually and collectively and work out a program for solving them.

An SPA director described how this process has helped foster mutual understanding among the elements of the system. "In the past," he said, "the Superior Court Judge and the County Sheriff were two people who just didn't speak to each other, because the judge was turning everyone loose that the sheriff arrested and the sheriff

was arresting people that shouldn't have been arrested. That type of attitude went on for years. But now these people are sitting down in the same room."

Speaking at the Annual Informative Conference of the National Sheriffs' Association in June 1974, LEAA Administrator Richard W. Velde said: "The program has . . . wrought fundamental changes and improvements. There is a new understanding in the criminal justice community that a unified, integrated, pragmatic approach can solve common problems. Police, prosecutors, judges, Governors, mayors, corrections officials, and others are working together—for the first time—to hammer out proposals to get the job done faster and better."

The planning process was begun six years ago as a way to distribute Federal funds in a useful and logical manner. It still serves this function, but in many States the process has expanded in scope to include sophisticated research and analysis of data and trends in the criminal justice system. LEAA has played an important leadership role in stimulating such systemwide comprehensive planning.

LEAA is encouraging States to evaluate their programs. The results of such evaluations are important when planning new criminal justice or crime reduction programs. LEAA is conducting indepth evaluations of discretionary programs as well.

Information

The LEAA program has multiplied by many times the amount of information available to the criminal justice system.

LEAA's Statistics Division developed a method for assessing

for the first time the amount of crime in society, as well as other important data about crime, such as who commits it, who are its most likely victims, and when and where it occurs. Through victimization surveys conducted in 13 cities, LEAA learned that persons under 35 years of age and minority race members are more likely than other persons to be victimized, and that about three-fourths of all violent crimes are committed by persons unknown to the victims. A complete description of the surveys and their results is provided in the chapter entitled "Crime Victim Surveys."

Information on offenders and statistics that describe the administration of justice now are available or are under development in many States because of LEAA efforts to improve information and communications systems. Six years ago only 10 States had State-level information systems; today all 50 States have developed such a capability.

Information, too, on what works and does not work in crime reduction is becoming available. The National Institute of Law Enforcement and Criminal Justice has conducted extensive evaluations of programs and has widely distributed this information. The Institute also has conducted studies to determine why some juveniles turn to crime when others do not and has supported indepth research to determine the causes of crime. It has developed new and better equipment and techniques to make police and criminal justice work safer and more efficient.

Criminal Justice System Improvement

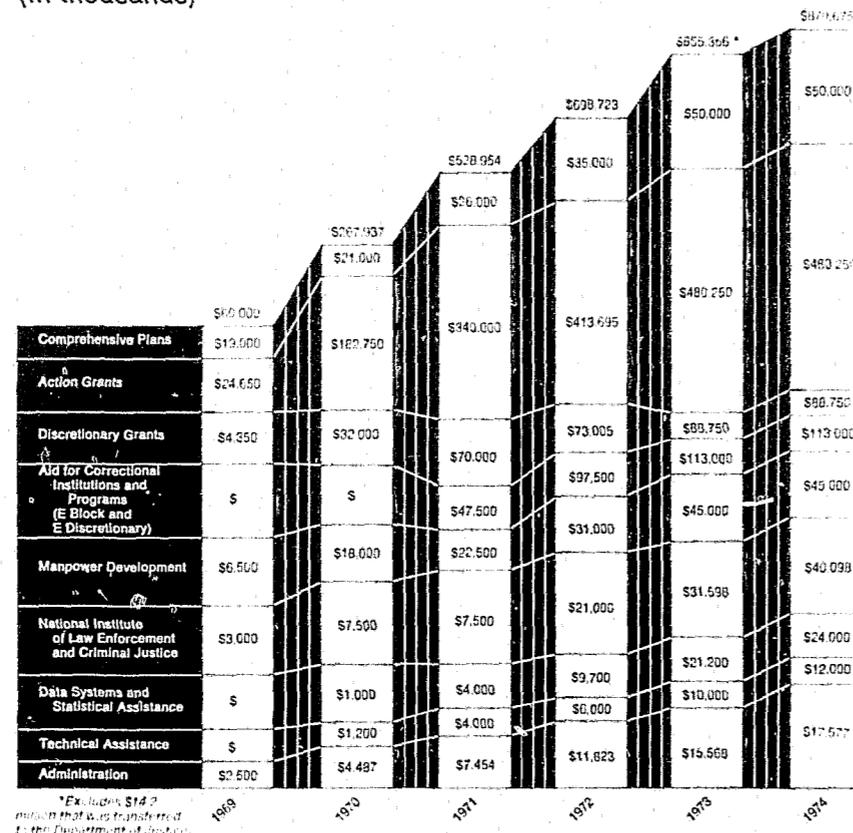
The criminal justice improvements that LEAA has made possible have been vast. Every

component of the criminal justice system is functioning more effectively than it did before the program. State and local legislative changes have been made that unify formerly fragmented systems of justice and that codify the criminal or penal codes. Training programs for each component have multiplied many times, with a corresponding increase in the efficiency and sensitivity of criminal justice personnel.

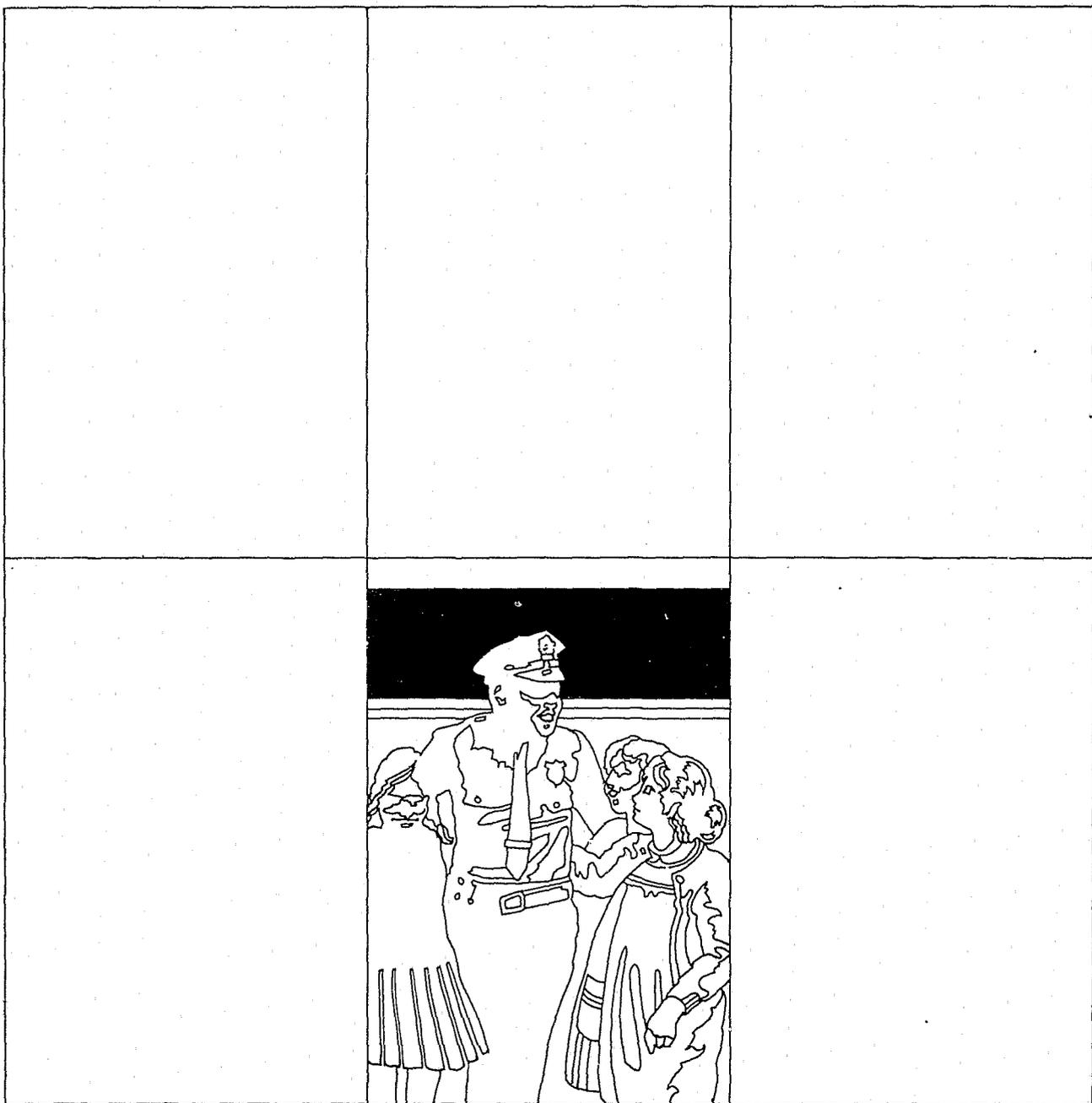
The LEAA leadership has encouraged certain trends in criminal justice system operations. As stated above, a major goal has been a greater public involvement in the system and a greater concern on the part of the system for citizen needs. This has been implemented by a substantial number of programs to improve police-community relations, to help witnesses and jurors, and to involve the public in the corrections process. A wide variety of LEAA police, courts, and corrections programs are discussed later in this report.

LEAA places particular emphasis on training for all criminal justice system practitioners. These men and women will be tomorrow's decisionmakers and will help spur a greater improvement in the system's operations. Another is the new emphasis on community-based corrections and the deemphasis on incarcerating first-time offenders and misdemeanants. Perhaps the area that offers the most promise for reducing crime is that of treatment and diversion programs, rather than institutionalization, for juveniles who run afoul of the law.

Distribution of LEAA Funds FY 1969-1974
(In thousands)



Part 2 Top LEAA Programs



Part II of this report describes some of the programs supported by LEAA central and the 10 regional offices with funds other than Part C and Part E block action funds. Each of the programs falls under one of the following categories of funds provided for in the Crime Control Act of 1973:¹

- Discretionary (Part C and Part E).
- Technical Assistance.
- Manpower Development.
- Data Systems and Statistical Assistance.
- Research (National Institute of Law Enforcement and Criminal Justice).

Programs funded by the States with block action funds are described in Part III, "State and Local Crime Control Efforts."

Part II presents an overview of LEAA projects in 14 substantive areas. The object is not to give an exhaustive description of all the projects funded in these areas, but to indicate some of the current trends in criminal justice, to underscore the problem areas, and to show how LEAA is pursuing solutions to these problems. A number of the programs discussed in Part II have not been in operation long enough to be evaluated; others have demonstrated success in achieving their goals.

Many of the programs that LEAA initiates with discretionary and other non-block grant funds are demonstration or experimental programs designed to test new ways of improving the criminal justice system and reducing crime. Some programs that are begun with discretionary funds later are adopted by State and local criminal justice agencies. These agencies often are hard pressed to fulfill their annual budgetary obligations and are reluctant or unable to set aside funds for programs that have not been thoroughly tested and evaluated. LEAA thus performs a valuable service in funding demonstration projects and disseminating information about the successful ones.

Some LEAA discretionary and technical assistance programs support efforts that are national in scope, and such grants are more appropriately administered by the central office rather than a particular State or locality. The Crime Control Act of 1973 authorizes LEAA to award discretionary funds directly to an organization that is performing a multi-State or multijurisdictional service. Previously, all discretionary funds had to be channeled through the SPA's. Examples of the national scope programs discussed in Part II are the Neighborhood Watch

Program sponsored by the National Sheriffs' Association, the National Center for State Courts, and the National Clearinghouse for Criminal Justice Planning and Architecture.

LEAA is committed to upgrading the caliber of criminal justice personnel. Its Law Enforcement Education Program (LEEP) has helped thousands of police officers and courts and corrections employees obtain a college education and has enabled many students to obtain a college education prior to embarking on a criminal justice career. LEAA training grants have supported the upgrading of inservice training in criminal justice agencies around the country.

The development of systems for exchanging information about crime and criminals without violating the rights of individuals to privacy is another primary activity of LEAA. The chapter on "Information Systems" describes in nontechnical language the operation of such sophisticated information systems as Project SEARCH, PROMIS, and NLETS.

LEAA also has begun a program to compile and disseminate information about crime victims—who they are and how

¹ See chart on page 4 for fiscal year 1974 expenditures in these categories.

many there are. Preliminary crime victim survey results reveal that about twice as many personal and household crimes occur as are reported to police. This program is discussed in the chapter on "Crime Victim Surveys."

Finally, research accounts for a major part of the LEAA budget. Research funds are administered by the National Institute of Law Enforcement and Criminal Justice. Part II contains an excerpt from the Institute's *First Annual Report*. Individual research projects are described throughout Part II in the appropriate chapters (e.g., courts research in the "Courts" chapter).

Additional information about the projects—grantee name, location, etc.—is contained at the end of the various chapters for the convenience of readers who wish to learn more about particular projects.

Police



The basic role of the police is to maintain order and to enforce the law in a way that is consistent with individual liberty. Within that definition falls a wide range of activities: patrol, the investigation of crimes, intervention in family quarrels, traffic control, answering citizen complaints, and testifying in court, to name just a few.

Most of these activities involve close contact between the police and the citizen. The citizen's perception of the police in these encounters shapes in large measure his or her opinion of the criminal justice system. A citizen who believes the police to be honest, dedicated, and concerned about individual rights will cooperate with the police by reporting crimes or suspicious incidents, by serving as a witness, and in other intangible but important ways. Without this kind of cooperation the police cannot function, or at least cannot function well.

In addition to citizen support, effective policing requires that there be sufficient resources and that they be well used. The most important resource is people. Police officers should be well trained in law enforcement techniques and in dealing with potentially explosive human situations. Manpower should be deployed where it is most

needed in the community. Police agencies should have up-to-date equipment and facilities.

The police alone cannot reverse climbing crime rates. Social, economic, and political forces are more important factors than police in what causes crime to rise or fall. But their important role necessitates that they constantly seek to improve their effectiveness in preventing and deterring crime and in apprehending those responsible for it.

The LEAA Police Program

During fiscal year 1974, approximately 27 percent of LEAA funds (including Part C block and discretionary, technical assistance, systems and statistics, and research and development funds) were spent on upgrading the ability of the police to control crime and to perform effectively.

The LEAA police improvement program is administered by several sections of the Agency. Programs with a national scope are administered by the Police Division of the Office of Regional Operations. The 10 LEAA regional offices are responsible for individual discretionary police programs falling within their jurisdictions. Research to improve police op-

erations is the province of the National Institute of Law Enforcement and Criminal Justice. The Institute also develops prescriptive packages that help police adopt the best and most modern enforcement or administrative techniques.

This chapter describes the fiscal year 1974 activities of LEAA in the police area. These activities fall into the following categories:

1. The police and the citizen.
2. Improving police administration and operations.
3. Regional office discretionary programs.
4. Research.

Police and the Citizen

Without citizen cooperation no element of the criminal justice system can be truly effective. This was emphasized in the recent reports of the National Advisory Commission on Criminal Justice Standards and Goals. The Commission recommended that police, courts, and corrections each try to be more responsive to the community and to make better use of community resources. For courts, the Commission suggested a program of community relations and improved treatment and facilities for witnesses and jurors. For corrections, the Commission recommended a major shift to community-based corrections and the increasing use of community resources in institutions. For police, the Commission recommended "vigorous cooperation" and a "team effort" between the community and the police.¹

¹ National Advisory Commission on Criminal Justice Standards and Goals, Report on Police (Government Printing Office, 1973), p. 2.

² Law Enforcement Assistance Administration, Expenditure and Employment Data for the Criminal Justice System 1971-72 (Government Printing Office, 1973), p. 11.

³ Alana S. Cohen, Michael Paul Gardner, and Paul Wasserman, Improving Police/Community Relations (Government Printing Office, 1973), p. 5.

During the past fiscal year, LEAA has taken a number of steps to enhance citizen rapport with the criminal justice system. The most important of these was the development of the Citizens' Initiative Program, described in the section of this report entitled "The Citizen and Criminal Justice."

Although community support and involvement are necessary for each element of the criminal justice system, this need is perhaps most important for police. The police—about 535,000 people working for State and local enforcement agencies²—are the part of the criminal justice system that has the closest and most frequent contact with the public and with crime. The public relies on the police for protection against criminals and the police rely on the public for information and support.

Experience suggests that good police/community relations are founded upon high quality police service. An LEAA-funded booklet, written as a guide for improving police/community relations, notes that, "without quality policing, special programs designed to improve community relations can have only a marginal effect. If citizen calls for service are quickly answered, if the officers responding exhibit a professional and sympathetic attitude toward their work, if the police department strives to improve the efficiency and the effectiveness of its service . . . then the department will lay the foundation for a positive relationship with the community."³

More specific ways to bring the police and the community closer together include the following:

- Team or geographic policing. These methods assign patrol officers permanently to an area, allowing them to form close ties with the community.
- Recruiting. A source of police/community friction often is a lack of representation on police departments of minority group members. A department whose personnel roster reflects the ethnic makeup of the community shows that it respects the community, which in turn fosters mutual understanding.
- Training. Training policemen in police/community relations problems and in crisis intervention techniques can help promote good relations between the police and the citizen.
- Crime prevention programs. Many police departments are discovering that programs in which the police work with citizens to help them protect themselves against crime promote improved relationships as well as a reduction in crime.

The LEAA Program

The LEAA program for crime prevention and reduction is increasingly emphasizing the importance of the citizen and the community. This is a multifaceted program that involves the entire community and the entire criminal justice system.

For example, LEAA is encouraging adoption by communities of the concept of crime prevention through environmental design. This means the design and use of buildings, streets, neighborhoods, and transportation systems in a way that discourages crime and promotes a sense of security. The concept is explained in greater detail later in this report.

A project that applies the concept of environmental design to two neighborhoods in Hartford, Conn., was funded by the National Institute in fiscal year 1974. Residents of the neighborhoods, community groups, and public and private agencies are involved in both the design and implementation phases of the project. The police are working closely with the project to develop appropriate policing techniques, which may include team policing and having the police offer technical assistance to residents to make their homes more secure.

The LEAA High Impact Anti-crime Program also has developed new policing techniques and concepts that involve and affect the community. Some of these methods are discussed in the "High Impact" chapter of this report.

LEAA has articulated certain policies that have a direct bearing on police operations and an ultimate impact on police/community relations. For instance, LEAA issued guidelines during the fiscal year requiring recipients of anticrime funds to adopt equal employment opportunity programs that forbid height requirements that discriminate against minority groups and women. These guidelines affect the entire criminal justice system, but they most significantly affect police agencies, in which height requirements are commonplace.

Many LEAA programs that specifically address police needs and problems also directly or indirectly concern the citizen and the community. These programs fall generally into two broad areas:

1. Programs to improve police/community relations.
2. Programs to prevent crime in the community.

The two areas frequently are related, and improvement in one

area often leads to improvement in the other. These two topics are discussed below.

The Police and the Community

There are a number of LEAA programs that seek to develop good working relationships between police departments and the communities they serve.

LEAA support of the National Association of Police/Community Relations Officers is one such program. The organization's aims are: (1) to ascertain the needs and problems of police/community relations and (2) to develop programs that support police/community cooperation. The association also operates on the premise that any program that improves police/community relations will lead to increased citizen participation and cooperation in crime prevention efforts.

In addition to providing administrative support, LEAA gave a grant to the association during the fiscal year to conduct a survey of police/community relations programs in agencies with more than 200 officers. The survey requested that agencies list their goals in this area and attempt to measure their success in attaining them. This material was being compiled for publication at the end of the fiscal year.

The National Institute produced several prescriptive packages during the fiscal year that are aimed at improving community/police rapport. These include:

- Improving Police/Community Relations. This package presents standards and guidelines for a model police/community relations program. The volume documents innovative and experimental programs currently in operation and suggests procedures to improve

relations in the community. Areas studied include training, programming, administration, and citizen complaints. The volume has been distributed to all police agencies.

Community Involvement in Police Activities. This package, in preparation during the fiscal year, will examine why some citizen/police programs work and others fail. It will describe components of successful programs and suggest ways in which police can encourage citizens to become involved in the criminal justice system.

The Police and Crime Prevention

Crime prevention is an old term with new importance and scope. A basic mission of law enforcement always has been to deter or suppress unlawful conduct. But only recently has this mission come to include police actively working with citizens to help them make their environments more secure.

The National Advisory Commission on Criminal Justice Standards and Goals recommended the increased use of crime prevention techniques. It suggested:

1. Exchanges of information between police and citizens to assist the community in protecting itself.
2. Police involvement in programs that help businesses and individuals take positive defensive action against burglary and theft.
3. Development of police security inspection programs.
4. Police involvement in community planning.

These methods promise to lower the crime rate. During the past five years, burglary made up approximately 40 percent of all crimes committed in the Nation and approximately 46 per-

cent of all property crimes. LEAA believes that efforts to improve crime prevention techniques and to expand their use deserve strong national support.

A program receiving LEAA support is the National Crime Prevention Institute, located at the Southern Police Institute in Louisville, Ky. The institute, founded in 1971 with LEAA funds, has trained more than 500 police officers from 45 States in crime prevention techniques. An additional 100 administrative and command officers have received training. More than 80 percent of the approximately 300 departments that sent men to the institute have created permanent crime prevention units or operations.

The institute trains officers in the principles of crime prevention, in current theories of community planning, and in the basic skills required to conduct a security survey of a home and business. The Crime Prevention Institute also serves as a clearinghouse for crime prevention information.

Another LEAA-funded program to improve citizen security is the National Neighborhood Watch Program, conducted by the National Sheriffs' Association. The program has distributed millions of pieces of literature containing anticrime tips. Some of the suggestions: Place a broom handle in the lower track of sliding doors, jot down serial numbers of possessions, inform police of vacation dates. The program has concentrated on suburban and rural communities.

Plans were underway during fiscal year 1974 for a joint FBI-Secret Service⁴ program to train

⁴The United States Secret Service is an Agency within the Department of the Treasury.

⁵National Advisory Commission on Criminal Justice Standards and Goals, A National Strategy to Reduce Crime (Government Printing Office, 1973), p. 83.

police how to prevent kidnappings and abductions of citizens and in tactics to use if an abduction occurs. The course will begin in fiscal year 1975.

The National Institute developed several prescriptive packages to help police agencies upgrade their crime prevention activities. These include:

Police Crime Analysis Units and Procedures. This describes how police should collect and analyze crime data to improve crime prevention in an area.

Neighborhood Team Policing. This summarizes the experiences of departments that have adopted the neighborhood patrol technique. It also describes the advantages and disadvantages of the method and provides guidelines for agencies to use when establishing a model program.

A Manual for Robbery Control Projects and Burglary Prevention. These two packages, both being written during the fiscal year, will provide operational and evaluative information on crime-oriented programs.

Improving Police Administration and Operations

Police departments in medium- or large-sized cities have complex management and organizational needs. They frequently have staffs that number in the hundreds or in the thousands. The officers must be deployed effectively around the clock; they must have equipment that allows them to do their jobs; they must be organized in a chain of command;

and they must have adequate backup resources such as crime laboratories.

One need in many departments is administrative training. Because police administrators frequently come to their positions through the ranks, they often have received no specialized management or administrative education.

Another need is training in routine police techniques and in specific skills. The National Advisory Commission pointed out in its summary report that "there is a serious flaw in the police profession — the insufficiency of initial and inservice training given to most policemen."⁵ The Commission noted that an average barber receives 4,000 hours of training while the average policeman receives 200. Learning to handle dangerous assignments, such as bomb disposal, and unusual occurrences, such as civil disorders, requires additional specialized training both for the protection of the community and for the protection of the police officer.

Police also need equipment. The best trained and organized police force cannot function effectively if it has no means of transportation, cannot store or retrieve information, or has insufficient radios for communication.

The LEAA police program addresses all of those topics. Some of LEAA's programs are described below.

Technical Assistance

Under the LEAA philosophy of the Federal-State-local partnership, the Federal Government supplies financial and technical assistance to States and units of local government to help them plan and imple-

ment improvements to their criminal justice systems and to reduce crime. Consistent with this philosophy, LEAA has an extensive program of technical assistance to States and localities for improving all areas of police administration and operation.

In October 1971, two contracts were awarded by LEAA to provide technical assistance to police agencies. The contractors were required to establish an active roster of experienced consultants for on-site assistance in manpower, management systems, records and data systems, communications systems, organized crime, training, functional consolidations, regionalization, and facility and equipment functions.

Since January 1971, more than 400 technical assistance requests have been met. Requests for assistance have increased gradually from two per month to 30 per month.

The amount of consulting time for each site visit has ranged, on the average, from five to 10 days. Approximately half the requests have been for assistance in solving general management problems. The next greatest number of requests have dealt with facilities and equipment. Other frequent requests have been concerned with manpower management and intergovernmental relationships.

A sampling of the types of assistance provided includes:

At the request of the grand jury of McCormick County, S.C., the contractor studied the feasibility of merging or consolidating various law enforcement agencies in the county and in the incorporated municipalities within the county.

At the request of the Law Enforcement and Planning

Agency of Alabama, the contractor assessed the effect of personnel reductions in the Prichard, Ala., Police Department caused by a reduction in available funds.

At the request of the Director of the Impact City Program in Cleveland, Ohio, the contractor evaluated the organization, management, and operational procedures of the Crime Analysis Team working in the program.

At the request of Blackstone Valley Committee on Crime, Woonsocket, R. I., the contractor analyzed the management and operation of the Woonsocket Police Department.

At the request of the New Jersey State Police, the contractor provided the department with technical assistance in updating its recruit training program.

At the request of the Georgia Department of Public Safety, the contractor studied the effectiveness of the Intelligence Unit of the Division of Investigations.

At the request of the Arlington, Tex., Police Department, the contractor provided assistance in preparing a request for proposal for the purchase of equipment and in determining the type of automated record storage and retrieval system needed by the department.

At the request of the Trinidad, Colo., Police Department, the contractor reviewed tentative plans for the formation of a Department of Public Safety.

At the request of the Maryland Governor's Commission on Law Enforcement and the Administration of Justice, the contractor evaluated the Community Relations Unit of Prince George's County, Md.

The National Clearinghouse on Criminal Justice Planning and Architecture, described in greater detail in the "Corrections" chapter, also provides technical assistance to police

departments and State agencies to develop plans for new police facilities. In addition, the clearinghouse, with the support of LEAA, has developed comprehensive *Guidelines for the Planning and Design of Police Programs and Facilities*.

Training Programs

LEAA has funded a number of programs that seek to increase police expertise in fundamental functions.

During fiscal year 1974, LEAA funding supported the National Association of State Directors of Law Enforcement Training in its efforts to develop strategies to implement police selection, education, and training standards.

LEAA also provided support for the second year for the National Sheriffs' Institute's management training program for newly elected sheriffs. Training is performed at the University of Southern California in Los Angeles. In the two years the program has been operational, approximately 450 sheriffs have received training in law enforcement and management techniques.

Another training program supported by LEAA is the Hazardous Devices Course, administered by the U.S. Army at the Missile and Munitions Center in Redstone Arsenal, Ala. The program, begun in 1971, has provided professional training on improvised explosive devices to more than 1,400 officers from more than 550 police agencies.

Training for senior police officers and State and municipal officers in civil disorders control is provided through the LEAA-funded Senior Officers

Civil Disorders Orientation Course (SEADOC). The program, conducted at the United States Military Police School at Fort Gordon, Ga., provides participants with a working knowledge of planning, operational tactics, and supervision of control forces as they relate to civil disorders. More than 4,000 officers have been trained through the course.

Other Programs

Other LEAA-funded police programs are described below:

- A grant to the National Sheriffs' Association supports the Law Enforcement Mutual Aid Implementation Project. This project is attempting to increase cooperation among law enforcement agencies so that they can provide better service to the public in times of emergency. The project is concentrating initially on developing mutual aid systems in Colorado, Florida, Iowa, Louisiana, Michigan, Nebraska, and Washington.
- The National Bomb Data Center is supported by an LEAA grant. Through an interagency agreement with the FBI, this organization collects and analyzes data relating to bomb incidents, techniques, materials, and targets. The data are published in summary reports and distributed widely. The FBI maintains the Center; its costs are reimbursed by LEAA.

A number of prescriptive packages published or under development during the fiscal year provide guidance to police agencies on administrative or operational techniques. These include:

- Crime Scene Search and Physical Evidence Handbook. This provides a review of basic crime laboratory functions and detailed guidelines for the collection, preservation, and use

of physical evidence in criminal investigations.

- Administration of Investigative Functions. This describes management techniques for increasing the effectiveness of investigative activities, planning for change, allocation of resources, continuous review, and other areas.

Regional Office Police Programs

A portion of each year's discretionary budget is reserved for LEAA's regional offices to spend on innovative and worthwhile projects not emphasized in the State plans. Most regional offices use at least part of this discretionary money to fund police improvement programs. These programs vary widely in purpose and scope: they include narcotics enforcement, organized crime intelligence gathering, the use of new patrol techniques, improving police equipment and training, and others. A few of these programs are discussed below:

- Boston Public Housing Security Program (Region I). This million-dollar program affecting several Boston housing projects has three major objectives: (1) to create a sense of neighborhood among the project residents, (2) to improve their perceived and actual security, and (3) to reduce the opportunities for crime in the projects. Both LEAA and Department of Housing and Urban Development funds are supporting elements of the program.
- PAC-TAC (Police and Citizens—Together Against Crime) (Region II). This Rochester, N.Y., Police Department project has entered its third year of funding. The program, which incorporates civilians into some aspects of police work, trains civilians and police officers to work as two-person teams,

patrolling assigned areas in selected urban neighborhoods.

- Delaware State Police Intelligence Central (Region III). This program supports the gathering, analyzing, and disseminating of intelligence information throughout the State of Delaware. It is coordinated with similar programs in surrounding States.
- Police Interpersonal Communication Training Program (Region IV). This project, funded at the close of fiscal year 1974, will support the preparation and distribution by Florida State University of training films depicting 40 human relations problems. The university also is developing a companion training manual.
- Police Patrol Emphasis (Region V). This program supports a number of patrol projects in cities throughout the region including Evansville, Ind.; Cleveland Heights and Toledo, Ohio; Duluth and Minneapolis, Minn.; and Beloit and Eau Claire, Wis. Elements of the projects include patrol deployment based on the scientific analysis of crime data, motivational training for police officers, improved supervisory practices, and the evaluation of results in terms of crime data, response time, personnel turnover rates, and other criteria.
- Neighborhood Crime Prevention Teams (Region VI). This Fort Worth, Tex., project, funded at the close of fiscal year 1974, will establish crime prevention teams whose members are assigned to high-crime-rate areas based on an analysis of the city's crime reports. Team members also will work with citizens to involve them in crime prevention activities and will perform security investigation of homes and businesses and advise citizens on ways to protect their property.
- Automated Resource Allocation Control and Com-

mand System (ARAC) (Region VII). The Boeing Company has developed for the Metropolitan Police Department in St. Louis, Mo., a system for automatic tracking and monitoring of police vehicles with an additional capability of digital communication of status information. The Fleet Location and Information Reporting System (FLAIR) has improved police department efficiency and police officer safety.

- Special Crime Attack Team (SCAT) (Region VIII). This team is an integral part of the Denver Police Department. According to computer analyses of crime data, it is assigned to high crime areas where it employs three major tactics: prevention, interception, and investigation. Because the team has a flexible organizational structure, it can switch tactics based on the daily assessment of crime trends.

Narcotics Program (Region IX). This continuation project is designed to reduce the flow and availability of narcotics and restricted drugs and related criminal activity in California, Nevada, and Arizona. The project will organize multiagency narcotic units in San Francisco, Stockton, San Rafael, and Compton and in Ventura, Imperial, San Mateo, and Santa Barbara Counties, Calif. Additional projects are located in Clark County, Nev., and Pima County, Ariz. The program also will evaluate all federally funded narcotic task forces in Arizona, California, and Nevada. The program includes a multi-State narcotics information network.

- Radio Communication—Alaska State Troopers (Region X). To improve radio communications for Alaska State Troopers, a series of projects will provide vital radio links between the State Trooper Detachment

Headquarters at Tonsina and Glennallen and between Tonsina and Valdez.

Research

The criminal justice system as a whole suffers from a lack of information on what procedures work best in crime prevention and control, what equipment best serves the needs of criminal justice practitioners, and what administrative and organizational formats allow agencies to function most efficiently and effectively. The police are no exception. Research to discover this type of information is conducted by LEAA's National Institute of Law Enforcement and Criminal Justice. Several of the Institute's police projects are described briefly below. A more complete listing of police-related research is contained in the Institute's fiscal year 1974 annual report.⁶

One project deals with police personnel selection. Earlier Institute research developed performance scales for various police positions to aid departments in selecting suitable candidates. The current research uses those scales to validate psychological "predictors" indicating how well an individual might perform in a particular position. The goal of the project is an easily administered test that will screen out high-risk applicants and identify borderline applicants for more intensive psychiatric evaluation.

To help police improve the investigative process, the Institute is financing development of a "decision model" for felony investigations. Available information—eyewitness identification, fingerprints, and other evidence—would be checked against a standard list of pos-

sibilities. Investigators would thus be able to estimate the probability of success in a given case and concentrate time and resources where they will do the most good.

One measure of effectiveness widely used by police departments is "response time"—the time that elapses between receipt of a service call at the police dispatch center and arrival of an officer on the scene. However, no definitive data exists on the relationship between response time and the outcome of specific crimes. To fill this gap, the Kansas City Police Department is using Institute funds to analyze types of crimes and identify those in which response time played a critical role in apprehension of the offender. Scheduled for completion in 1975, the project is expected to help police administrators allocate resources more efficiently. Other benefits anticipated are ways to improve crime reporting by citizens and police methods at the scene.

A research effort, entitled Rank Change in the Metropolitan Police Department of Washington, D. C., will study issues related to changing the rank structure in the department from a military to a more civilian mode. The project will work with officers in the department and also will solicit community reaction to such a change. The results of the survey should be of interest to other police departments considering making a similar organizational change.

A system that can select mug shots quickly and accurately from a large library based on the description provided by a witness is being developed through a project entitled A Man-Computer System for Solution to the Mug File Problem.

⁶First Annual Report of the National Institute of Law Enforcement and Criminal Justice (Government Printing Office, 1975).

Other Institute projects during the fiscal year included research into the following areas:

The development of bullet-proof garments for police made of Kevlar, a synthetic lightweight fabric.

The development of a system for police use to measure overall program performance.

The development of a computer-assisted voiceprint identification system.

The development of a standard rating system for police crime laboratories.

Police Projects

Title: National Survey of the Existing State-of-the-Art of Police/Community Relations

Grant Number: 73-TA-99-0013

Award Amount: \$68,124

Office of Initiation: ORO-Police

Grantee Name and Location: National Association of Police/Community Relations Officers, 100 Maryland Avenue, N.E., Washington, D. C. 20002

Title: Improving Police/Community Relations: A Prescriptive Package

Grant Number: 72-DF-01-0028

Award Amount: \$25,000

Office of Initiation: NILECJ-Technology Transfer

Grantee Name and Location: Governor's Public Safety Commission, 80 Boylston Street, Boston, Mass. 02116

Title: Community Involvement in Police Activities: A Prescriptive Package

Grant Number: 74-TA-99-1009

Award Amount: \$60,797

Office of Initiation: NILECJ-Technology Transfer

Grantee Name and Location: Center for Governmental Studies, 1701 K Street, N.W., Suite 906, Washington, D. C. 20006

Title: National Crime Prevention Institute

Grant Number: 74-DF-99-0031

Award Amount: \$434,113

Office of Initiation: ORO-Police

Grantee Name and Location: School of Public Administration, University of Louisville, Louisville, Ky. 40288

Title: National Neighborhood Watch Program

Grant Number: 74-TA-99-0003

Award Amount: \$230,039

Office of Initiation: ORO-Police

Grantee Name and Location: National Sheriffs' Association, Suite 320, 1250 Connecticut Avenue, N.W., Washington, D. C. 20036

Title: Police Crime Analysis Units and Procedures: A Prescriptive Package

Grant Number: 73-TA-99-1000

Award Amount: \$36,570

Office of Initiation: NILECJ-Technology Transfer

Grantee Name and Location: California Crime Technological Research Foundation, 1927 13th Street, Sacramento, Calif. 95814

Title: Neighborhood Team Policing: A Prescriptive Package

Grant Number: 72-TA-99-0023

Award Amount: \$35,363

Office of Initiation: NILECJ-Technology Transfer

Grantee Name and Location: Urban Institute, 2100 M Street, N.W., Washington, D. C. 20037

Title: A Manual for Robbery Control Projects: A Prescriptive Package

Grant Number: 73-TA-99-1006

Award Amount: \$39,172

Office of Initiation: NILECJ-Technology Transfer

Grantee Name and Location: John Jay College, 360 Park Avenue South, New York, N.Y. 10010

Title: Burglary Prevention: A Prescriptive Package

Grant Number: 73-TA-99-1007

Award Amount: \$80,000

Office of Initiation: NILECJ-Technology Transfer

Grantee Name and Location: Urban Institute, 2100 M Street N.W., Washington, D.C. 20037

Title: Implementation of Police Selection, Training, and Education Standards

Grant Number: 72-DF-99-0042

Award Amount: \$75,700

Office of Initiation: ORO-Police

Grantee Name and Location: National Association of State Directors of Law Enforcement Training, Pikesville Professional Building, 7 Church Lane, Pikesville, Md. 21208

Title: National Sheriffs' Institute

Grant Number: 73-TA-99-0011

Award Amount: \$407,423

Office of Initiation: ORO-Police

Grantee Name and Location: National Sheriffs' Association, 1250 Connecticut Avenue, N.W., Washington, D. C. 20036

Title: Explosive Ordnance Disposal Training for Public Safety Personnel (Hazardous Devices Course)

Grant Number: 72-DF-99-0013, 74-TA-99-0001

Award Amount: \$66,532, \$219,697

Office of Initiation: ORO-Police

Grantee Name and Location: U.S. Army Missile and Munitions Center and School, Redstone Arsenal, Ala. 35809

Title: Senior Officers Civil Disorders Orientation Course (SEADOC)

Grant Number: 72-DF-04-0078

Award Amount: \$250,176

Office of Initiation: ORO-Police

Grantee Name and Location: United States Army Military Police School, Fort Gordon, Ga. 30905

Title: Law Enforcement Mutual Aid Implementation

Grant Number: 74-TA-99-0002

Award Amount: \$132,820

Office of Initiation: ORO-Police

Grantee Name and Location: National Sheriffs' Association, Suite 320, 1250 Connecticut Avenue, N.W., Washington, D. C. 20036

Title: National Bomb Data Center

Grant Number: J-IAA-003-5

Award Amount: \$456,020

Office of Initiation: ORO-Police

Grantee Name and Location: Federal Bureau of Investigation, Washington, D. C. 20530

Title: Crime Scene Search and Physical Evidence Handbook: A Prescriptive Package

Grant Number: 71-DF-7618

Award Amount: \$111,670

Office of Initiation: NILECJ-Technology Transfer

Grantee Name and Location: Northwest Missouri Law Enforcement Assistance Council, 523 Argyle Building, 306 East 12th Street, Kansas City, Mo. 64106

Title: Administration of Investigative Functions: A Prescriptive Package

Grant Number: 73-TA-99-1007

Award Amount: \$80,000

Office of Initiation: NILECJ-Technology Transfer

Grantee Name and Location: Urban Institute, 2100 M Street, N.W., Washington, D. C. 20037

Title: Boston Public Housing Security Program

Grant Number: 74-DF-01-0017

Award Amount: \$500,000

Office of Initiation: Region I (Boston, Mass.)

Grantee Name and Location: Mayor's Safe Streets Act Advisory Committee, 80 Boylston Street, Boston, Mass. 02116

Title: PAC-TAC (Police and Citizens—Together Against Crime)

Grant Number: 74-DF-02-0003, 74-DF-02-0032

Award Amount: \$55,591, \$124,999

Office of Initiation: Region II (New York, N.Y.)

Grantee Name and Location: City of Rochester, Police Department, Civic Center Plaza, Rochester, N.Y. 14614

Title: Delaware State Police Intelligence Central

Grant Number: 74-DF-03-0016

Award Amount: \$109,204

Office of Initiation: Region III (Philadelphia, Pa.)

Grantee Name and Location: Division of State Police, Department of Public Safety, P.O. Box 430, U.S. Route 13 North, Dover, Del. 19901

Title: Police Interpersonal Communication Training Program

Grant Number: 74-DF-04-0020

Award Amount: \$116,200

Office of Initiation: Region IV (Atlanta, Ga.)

Grantee Name and Location: Florida State University, Tallahassee, Fla. 32306

Title: Police Patrol Emphasis

Grant Number: 74-DF-05-0032

Award Amount: \$84,734

Office of Initiation: Region V (Chicago, Ill.)

Grantee Name and Location: City of Beloit, Beloit Police Department, 220 W. Grande Avenue, Beloit, Wis. 53511

Title: Police Patrol Emphasis

Grant Number: 74-DF-05-0036

Award Amount: \$186,525

Office of Initiation: Region V (Chicago, Ill.)

Grantee Name and Location: Evansville Police Department, 15 N.W. 7th Street, Evansville, Ind. 47708

Title: Police Patrol Emphasis

Grant Number: 74-DF-05-0019

Award Amount: \$350,000

Office of Initiation: Region V (Chicago, Ill.)

Grantee Name and Location: City of Toledo Police Division, 525 North Erie Street, Toledo, Ohio 43624

Title: Police Patrol Emphasis

Grant Number: 74-DF-05-0020

Award Amount: \$150,000

Office of Initiation: Region V (Chicago, Ill.)

Grantee Name and Location: City of Cleveland Heights, Division of Police, 2953 Mayfield Road, Cleveland Heights, Ohio 44121

Key

NILECJ—National Institute of Law Enforcement and Criminal Justice
ORO—Office of Regional Operations

COURTS

Title: Police Patrol Emphasis
Grant Number: 74-DF-05-0027
Award Amount: \$300,285
Office of Initiation: Region V (Chicago, Ill.)
Grantee Name and Location: Minneapolis Police Department, Room 21, City Hall, Minneapolis, Minn. 55415

Title: Police Patrol Emphasis
Grant Number: 74-DF-05-0038
Award Amount: \$63,000
Office of Initiation: Region V (Chicago, Ill.)
Grantee Name and Location: City of Eau Claire Police Department, 414 E. Grand Avenue, Eau Claire, Wis. 54701

Title: Police Patrol Emphasis
Grant Number: 74-DF-05-0026
Award Amount: \$218,215
Office of Initiation: Region V (Chicago, Ill.)
Grantee Name and Location: Duluth Police Department, Duluth, Minn. 55802

Title: Neighborhood Crime Prevention Teams
Grant Number: 74-DF-06-0020
Award Amount: \$384,120
Office of Initiation: Region VI (Dallas, Tex.)
Grantee Name and Location: City of Fort Worth, Police Department, 1000 Throckmorton, Fort Worth, Tex. 76102

Title: Automated Resource Allocation Control and Command (ARAC)
Grant Number: 74-MPD2-SL01 (DF-01)
Award Amount: \$750,000
Office of Initiation: Region VII (Kansas City, Kans.)
Grantee Name and Location: St. Louis Metropolitan Police Department, 1200 Clark Avenue, St. Louis, Mo. 63103

Title: Special Crime Attack Team
Grant Number: 73-DF-08-0029(E)
Award Amount: \$1,018,168
Office of Initiation: Region VIII (Denver, Colo.)
Grantee Name and Location: Denver Police Department, 13th and Champa Streets, Denver, Colo. 80202

Title: LEAA/OCJP Discretionary Narcotic Program
Grant Number: 74-DF-09-0042
Award Amount: \$1,221,883
Office of Initiation: Region IX (San Francisco, Calif.)
Grantee Name and Location: California Office of Criminal Justice Planning, 7171 Bowling Drive, Sacramento, Calif. 95823

Title: Radio Communications Plan-Tiekel, Alaska Radio Communications Plan-Tonsina, Alaska
Grant Number: 74-DF-10-0015, 74-DF-10-0016
Award Amount: \$57,765, \$83,550
Office of Initiation: Region X (Seattle, Wash.)
Grantee Name and Location: Department of Public Safety, Pouch N., Juneau, Alaska 99801

Title: Rank Change in the Metropolitan Police Department of Washington, D. C.
Grant Number: 74-NI-99-0036
Award Amount: \$74,995
Office of Initiation: NILECJ
Grantee Name and Location: Bureau of Social Science Research, 1990 M Street, N.W., Washington, D. C. 20036

Title: Man-Computer System for Solution to the Mug File Problem
Grant Number: 74-NI-99-0023-G
Award Amount: \$179,077
Office of Initiation: NILECJ
Grantee Name and Location: Ben T. Rhodes, Jr., Associate Professor, University of Houston, Houston, Tex. 77004



As the arbiters of justice, the Nation's criminal courts occupy a unique position within the criminal justice system. In no other part of the criminal justice process do the principle of fairness and the constitutional guarantee of due process have more significance than they do in the courts.

Because the courts are the citizen's only protection against unjustified arrest and incarceration, the public expects them to operate according to the highest principles of equity and justice. When the courts fail to live up to the exceptionally high standards set for them, they may be the subject of intense and bitter criticism and increased demands for reform.

In some cases, the most severe criticism of the courts has come from within the criminal justice system. In 1973, the National Advisory Commission on Criminal Justice Standards and Goals, which consisted primarily of criminal justice professionals, stated that "The criminal court system in the United States, which should bring swift and sure justice, has broken down under the burden of increased business while trying to operate under outmoded procedures."¹

¹ National Advisory Commission on Criminal Justice Standards and Goals, *A National Strategy to Reduce Crime (Government Printing Office, 1973)*, p. 93.

Underfinancing, undertrained personnel, lack of coordination, and outmoded management and administrative procedures are among the many qualities that characterize State and local courts today. These other factors may make it difficult for the courts to live up to their high constitutional responsibilities:

Unlike police or corrections, whose subcomponents function under a single administrative head, the courts system consists of three separate and distinct bodies that operate without a unifying administrative structure. These are the prosecution, the defense, and the judiciary. Each group has its own unique responsibilities, interests, and problems.

Reform measures taken in one segment of the criminal justice system may cause hardship for another. For example, if a city increases its police force significantly, criminal arrests are likely to increase. Without corresponding increases in personnel the local courts may be unable to sustain the burden of increased workloads.

Competition for scarce resources, poor coordination, and discord among police, courts, and corrections agencies can adversely affect the criminal

justice system as a whole, and can cause particular difficulties for the courts, which are in the middle and must deal directly on a daily basis with both police and corrections agencies.

□ The judicial process is complex by nature. It is even more intricate when there is no state-wide administrative body to establish uniform rules of procedure, set standards of training, and coordinate available resources.

□ Outmoded court management and administrative procedures may aggravate trial delays and reduce the efficiency of court operations and personnel.

□ Finally, a large segment of the public has become alienated from or suspicious of the court process. Many people appear to believe that the quality of justice dispensed in the courts varies on the basis of the defendant's race or ability to retain private counsel. Others—victims of crime, witnesses, and jurors—become dissatisfied with the court process as a result of actual contacts with it.² In many cases, however, the public may not always understand fully how the system functions and thus may misinterpret the information it receives through the news media.

The Call for Reform

The police are the first line of defense against crime and criminals; therefore, they are likely to receive the most attention when a city or town attempts to reverse its rising crime rates. In many instances, attention means money—for more police officers, sophisticated equipment, improved facilities. Courts and corrections will suffer if the jurisdiction exhausts its crimefighting resources before corresponding improvements are made in these two vital criminal justice components. Fortunately, the

call for reform has included corrections and courts as well as police.

Corrections reform efforts gained momentum as a result of the Crime Control Act of 1970, which established a separate funding category (Part E) for the provision of LEAA assistance to State corrections programs and facilities.

In March 1971, high ranking judicial personnel from almost all of the States and the Federal Government convened a National Conference on the Judiciary to call attention to the plight of the Nation's courts. Two years later, the National Advisory Commission on Criminal Justice Standards and Goals published its *Report on Courts*, which included more than 90 standards and recommendations for upgrading all facets of the judicial process.

Since those events, LEAA has initiated a major new effort to reinvigorate the Nation's courts system. LEAA funding in the courts area must necessarily take into account the separate and equal status the courts enjoy with respect to the legislative and executive branches of State and local governments. At the same time, there remains the need to respect the system of checks and balances provided for under this Nation's constitutional form of government.

The LEAA Courts Initiative

Speaking before a delegation of SPA courts specialists in New Orleans, La., in December 1973, then-LEAA Administrator Donald E. Santarelli pledged that LEAA would devote priority attention to courts projects

"to bring the courts back into the criminal justice system as full partners."

LEAA's Courts Initiative program was launched formally in February 1974, when representatives of 11 national court organizations met at LEAA to discuss and exchange ideas for court reform and to recommend funding approaches and priorities for new projects.

A larger Courts Initiative conference was convened in the District of Columbia in June 1974 to develop some of the ideas that came out of the February meeting. Approximately 60 persons attended, including LEAA personnel from the National Institute of Law Enforcement and Criminal Justice and other LEAA courts experts, regional office and SPA courts specialists, national court organization representatives, law professors, judges, and outside speakers from various disciplines. The purpose was to involve those who would ultimately be responsible for implementing the various courts improvement measures.

Funding Levels

In terms of past LEAA funding, courts have received the lowest priority in discretionary and technical assistance grants, but particularly in State block grant awards. Thus, a substantial increase in funding levels was deemed an essential part of LEAA's new Courts Initiative program.

In fiscal year 1973, approximately \$5 million in discretionary funds were awarded to courts improvement programs by LEAA's Adjudication Section. That figure was increased to \$8 million in fiscal year 1974 by the new Courts Initiative Section of the Office of National Priority

Programs. By the end of calendar year 1974, approximately \$15 million in discretionary funds will have been awarded by the Courts Initiative Section.

The National Institute awarded almost \$2.5 million in fiscal year 1974 funds to courts-related research projects.

Program Strategy

LEAA's approach to upgrading courts consists of three basic program strategies.

The first is courts maintenance. This includes the continuation and further development of projects that are national in character and that support various ongoing and proven methods of upgrading the prosecution, defense, and judicial functions. Included in this category are grants to national court organizations involved in the development of improved court administration and management techniques and grants for training programs for prosecution, defense, and judicial personnel.

The second category consists of demonstration or pilot projects having the potential for widespread application. Once they have been thoroughly evaluated, the most promising among these projects can be adopted by other jurisdictions.

The third category involves basic research into many complex court-related issues, such as sentencing procedures, witness and juror utilization, the reduction of trial delay, and the use of closed circuit television screening. The results of this type of research help determine the orientation of future funding efforts.

² Law Enforcement Assistance Administration, National Survey of Court Organization (Government Printing Office, 1974), p. 3.

Courts Maintenance Projects

The purpose of this category of LEAA funding is to support organizations that sponsor programs to upgrade all facets of the court process.

National court organizations such as the American Bar Association, the National District Attorneys Association, the National Legal Aid and Defender Association, and the Institute for Judicial Administration have sponsored judicial reform projects for many years. One of the most noteworthy of these endeavors was the ABA's Criminal Justice Standards Project, which produced 17 volumes of court-related standards between 1964 and 1972. The newest national court organization is the LEAA-funded National Center for State Courts.

Court personnel training is a major part of the courts maintenance and improvement efforts. Since 1971, LEAA has funded training projects conducted by such institutions as the National College of the State Judiciary, Georgetown University Law Center, the American Academy of Judicial Education, the Institute for Court Management, the Institute for Judicial Administration, the National Council of Juvenile Court Judges, and the National Center for State Courts.

Court Organization and Administration

As the manager or administrator of his court, a judge may have responsibilities that extend beyond his role in deciding cases and resolving controversies. The judicial function may also include organizing, supervising, coordinating, and reviewing the court's work. In

large court systems, court administrators manage court personnel, plan for future needs, and determine budgetary allocations. External coordination among the different types and levels of State courts is another major judicial responsibility.

In many areas of the country, management and organization problems outstrip the court's ability to develop satisfactory solutions.

During fiscal year 1974, LEAA published the results of its *National Survey of Court Organization*. Conducted by the Bureau of the Census, the survey examined court organization in the 50 States and the District of Columbia as of January 1, 1971. The report noted that:

Despite recent court reorganizations in a number of States and numerous attempts at reform, the picture of court organization in the U.S. is largely one of a multiplicity of courts, having fragmented and overlapping jurisdiction, insufficient trained personnel, and no consistent pattern for the handling of original civil, criminal and juvenile actions or appellate proceedings.³

One of the organizations dedicated to reversing these conditions is the National Center for State Courts. The center was established in March 1971 to provide support, information, and technical assistance to State court systems. LEAA provides the largest part of the center's annual budget, and it funds numerous individual projects under center supervision. In fiscal year 1974, LEAA awarded \$1.1 million to support the center's operations through September 30, 1974.

² See the chapter entitled "The Citizen and Criminal Justice."

The center's primary functions are the following:

1. Information: It acts as a clearinghouse for the exchange of information about State court problems and activities. It responds to inquiries from judges, court administrators, legislators, and researchers.

2. Technical Assistance: The center's Division of Systems and Technology helps courts apply modern technology and management systems to court operations. The division conducts research and demonstration projects, provides technical assistance to courts, and publishes information on the use of technology to improve court operations.

3. Research: The center's Research Division formulates, sponsors, monitors, and evaluates research projects of practical importance to the courts. Trial delay, budgetary practices, pretrial release, and appellate procedures have been subjects of recent research efforts.

4. Training: The center's Training Division administers a Court Training Package funded by LEAA and evaluates for LEAA the training programs conducted for judges and other court staff under this program.

Recent LEAA discretionary and technical assistance grants to the center include: (1) A \$182,000 prototype project to compile and automatically process comprehensive information on the 55 State and territorial court systems; (2) a \$49,000 conference on Appellate Delay Reduction; (3) a \$171,106 court equipment analysis; and (4) a \$1.2 million Court Improvement Training Package.

In recent years, LEAA has funded a number of projects sponsored by the ABA as part of that organization's continuing effort to upgrade the judicial process. Three of the most recent grants involve ABA standards:

In fiscal year 1974, the ABA published a volume comparing its Standards for Criminal Justice with those of the National Advisory Commission on Criminal Justice Standards and Goals.⁴ The purpose was to determine the points of agreement and disagreement between the two works in order to avoid confusion, wasteful duplication, and unproductive competition in the implementation process. The ABA concluded that the two projects were in substantial agreement on almost all major principles.

During the past three years, LEAA has made a substantial funding commitment to ABA standards implementation projects. A fiscal year 1974 grant, Nationwide Implementation of ABA Standards of Criminal Justice, includes citizen involvement, law reform and code revision, and the publication and dissemination of assorted educational and technical assistance tools to facilitate implementation.

Another grant, Standards of Judicial Administration, established a 15-member commission charged with developing standards for court organization and management. Specific concerns included modifying the jury system, streamlining probate procedures, the use of paralegal personnel, caseload management, and alternatives to the adversary system.

The LEAA-funded National Clearinghouse for Criminal Justice Planning and Architecture

⁴ The full title of this volume is Comparative Analysis of Standards and Goals of the National Advisory Commission on Criminal Justice Standards and Goals with Standards for Criminal Justice of the American Bar Association.

is in the process of preparing guidelines for developing a total-system planning methodology for State courts, court prosecutors, and public defenders' offices. The guidelines will be used by judges, court administrators, architects, and court planners. The clearinghouse also provides technical assistance for the renovation or alteration of court facilities, planning for new construction, and the planning of State court administrator offices.

During fiscal year 1974, LEAA awarded \$1.2 million for a six-part Judicial Training Package. The programs will serve the special training needs of appellate judges; appellate court clerks; general, limited, and special jurisdiction trial judges; court administrators; and juvenile court judges, referees, and probation officers.

The programs are to be conducted by six different organizations under central grant administration by the National Center for State Courts. The center will monitor and evaluate the programs and will help compile an Administrator's Manual for Judicial Educators and SPA Courts Specialists to assist State court systems in designing their own comprehensive education programs.

The Prosecution

Prosecutors' offices across the country often are understaffed and overworked. Most of the Nation's 2,700 prosecutors serve in small offices and have only one or two assistants. In many jurisdictions too little pretrial screening is performed, or screening occurs so late in the case processing stage that valuable clerical, legal, and court resources are wasted. Many prosecutors lack the ad-

ministrative know-how to keep their offices operating smoothly and their caseloads manageable.

An organization dedicated to upgrading the prosecutorial function is the three-year-old National Center for Prosecution Management. The center is funded primarily by LEAA and is sponsored by the National District Attorneys Association (NDAA), the National College of District Attorneys, and the Institute for Court Management.

The center is devoted to improving the management of prosecutors' offices through the development of standards, guidelines, and management models. A major center activity has been to create and disseminate statistical tools for planning, budgeting, program improvement, monitoring, and evaluation. Under its technical assistance program, the center provides onsite consulting services to prosecutors' offices. The center has prepared a number of publications about such subjects as rural prosecutors, statistical methods for measuring caseload, and budgeting.

An LEAA project that enables prosecutors to use available resources more effectively is PROMIS, the Prosecutor Management Information System. PROMIS is an automated management information system in the U.S. District Attorney's Office in the District of Columbia. The project is discussed in detail in the "Information Systems" chapter of this report.

A project scheduled for funding early in fiscal year 1975 will address problems unique to rural criminal justice systems. The Criminal Justice Research Assistance project will provide rural prosecutors as well as judges, defenders, and police commanders with up-to-date information on a variety of legal issues. In addition, the project

will publish a monthly newsletter that will review recent developments in the criminal justice field. Under the second phase of the project, users will be able to request and receive legal research information on specific and general topics. The project thus creates a long-distance criminal justice library that users may contact by telephone without charge. The project is sponsored by the Creighton University Law School in Omaha, Nebr.

Other prosecutor programs that were operational during fiscal year 1974 include:

Training seminars for newly elected prosecuting attorneys, sponsored by the National District Attorneys Association.

A project to promote the use of paralegal personnel in prosecutors' offices, sponsored by NDAA and the National Center for Prosecution Management.

Prosecutor training courses conducted by the National College of District Attorneys.

The Defense

LEAA's defender projects are aimed primarily at upgrading the quality of legal counsel provided to indigent defendants. The ability of a defendant to get a fair trial depends in large measure on the capability of his or her defense lawyer. When public defenders are overworked, poorly paid, and inadequately trained, the quality of defense suffers.

The U.S. Supreme Court in *Argersinger v. Hamlin*, 407 U.S. 25 (1972), placed an added responsibility on already overburdened public defender offices. The Court held that in misdemeanor as well as felony cases the indigent defendant is entitled to be represented by publicly provided counsel if imprisonment can result.

During fiscal year 1974, the National Legal Aid and Defender Association completed its survey of public defender offices in more than 3,000 counties in the Nation. LEAA's National Institute funded an analysis of the data obtained in that survey to assess the quality and quantity of defense services currently available and to assist criminal justice planners in their efforts to meet constitutional requirements regarding indigent defendants. The Institute also is supporting a project to develop methods that can be used by defenders in evaluating their own effectiveness. These two projects are conducted by the Legal Aid and Defender Association under grants totaling \$400,000.

The NLADA is also sponsoring the creation of a National Center for Defense Management. This LEAA discretionary project was developed during fiscal year 1974 and funded early in fiscal year 1975.

The goals of the new center will be to evaluate existing defense systems, to provide technical assistance to improve these systems, to conduct management training seminars, and to establish a permanent national reference bank for use by public defenders. The center also will provide technical assistance to communities that wish to establish new systems for the defense of indigent clients.

A project entitled Public Defender Service of the District of Columbia features an intensive six-week training program for new defense attorneys. The training curriculum was developed with LEAA funds and will be disseminated as part of the

Exemplary Projects documentation efforts.⁵ The American Bar Association has cited the project as a model meriting replication elsewhere.

Courts Demonstration Projects

Underlying LEAA's commitment to upgrading courts are two basic principles:

1. The courts historically are the center of the criminal justice system and for this reason improvements made in the courts process will directly benefit other segments of the system.
2. The courts exist ultimately for one reason only—to serve the public.

These two principles are implemented in programs to achieve a more equitable distribution of funds among police, courts, and corrections agencies; projects to improve coordination among courts, prosecution, defense, police, and corrections; and projects to make the courts more responsive to the public's needs.

These projects have a potential for widespread adaptation by jurisdictions across the Nation. Through this type of funding LEAA plays a leadership role in encouraging comprehensive and long-lasting reform efforts at the State and local levels.

During the fiscal year 1974, the Courts Initiative Section of the Office of National Priority Programs developed several new courts demonstration projects. Most of these projects were scheduled for funding early in fiscal year 1975.

⁵ LEAA's Exemplary Project Program is designed to focus national attention on outstanding criminal justice programs that are suitable for adoption by other communities.

Improved service to the public—particularly crime victims, jurors, and witnesses—is an important part of the new courts demonstration projects, which are discussed in the chapter of this report entitled "The Citizen and Criminal Justice." For reference purposes, these projects are described briefly below.

The Kentucky Omnibus Courts Improvement Project will attempt to improve the performance of an entire State court system through State penal code reform, standards and goals implementation, and citizen information and education activities.

The Philadelphia Exemplary Courts Project will implement all of the courts standards promulgated by the National Advisory Commission on Criminal Justice Standards and Goals in a single-test metropolitan court jurisdiction.

In Bridgeport, Conn., a Criminal Justice Service and Information Bureau will attempt to bring about increased citizen responsiveness to the local court system.

The Citizen Action Program for Corrections in Georgia will afford sentencing judges realistic alternatives to incarceration. Restitution centers, expanded probation and parole, the use of private industry, victim compensation, and volunteer involvement are the project's principal components.

In Milwaukee, Wis., Project Turnaround will create five action units within the county government to meet citizen needs, including witnesses, jurors, the general public, and the crime victim.

Combating Economic Crime

Most discussions about victims of serious crime deal with

the victims of violent crimes—murder, rape, robbery, and assault—or with the victims of property crimes—burglary, larceny, and automobile theft. But each year thousands of people are added to the list of victims of a different type of crime.

Fraudulent land schemes, home repair swindles, loan rackets, and retail fraud all belong to the category of offenses known as economic or white collar crime. It is impossible to calculate how many millions of dollars each year are handed over to slick salesmen who promise instant riches or who offer goods and services that will never be delivered.

The local prosecutor is the citizen's principal line of defense against fraudulent economic schemes. Under ideal conditions the prosecutor's office would be equipped to conduct a thorough investigation of charges of consumer fraud, and such investigations would lead to a substantial number of arrests and convictions. In reality, however, most prosecutors are unable to devote the extensive time and staff effort needed to secure the conviction of these white collar criminals, and many prosecutors are unable even to investigate all of the cases that come to their attention.

An LEAA-funded demonstration project designed to provide prosecutors with the personnel and technical resources they need to build successful court cases is the Economic Crime Project, sponsored by the National District Attorneys Association. This project provides 15 participating district attorney offices across the country with the additional staff and equipment they need to increase economic crime investigations.

A key element of the project is its concentration on prosecuting economic crimes as felonies. The project focuses its attack on major offenders who victimize large segments of the public, and it seeks financial compensation for fraud victims.

The project's central staff in the District of Columbia coordinates field activities, provides technical and consultant assistance, and publishes written materials that are made available to participating and non-participating district attorneys throughout the United States. Among the center's recent publications is a "Prosecutor's Hornbook" on economic crimes. This document describes the many types of fraudulent schemes perpetrated on the public and cites legal precedents that resulted in successful prosecution of such cases.

The funding for the Economic Crime Project will continue through June 1975, by which time it is envisioned that many more district attorneys will have become familiar with the project and will seek local funding sources to initiate similar efforts in their own offices.

Model Courtroom

A new LEAA discretionary grant provides for the construction of a Model Courtroom within the Superior Court of the District of Columbia. The model will serve as a prototype for courtrooms in a new courthouse currently in the planning stage. In addition to experimenting with the structure and layout of the courtroom, the project will use modern equipment such as closed circuit television, video tape, and other audio-visual and security devices.

A Look Ahead

The demonstration programs currently underway represent only a first step in LEAA's new Courts Initiative program. During fiscal year 1975 and beyond, increased attention will be devoted to the development of innovative courts demonstration projects and the spectrum of target areas will be expanded. The following areas will be given primary consideration in future courts discretionary funding:

1. Programs to assist courts in rendering improved service to citizens and in increasing citizen involvement in the criminal justice system.
2. Programs to promote system-wide coordination and statewide or jurisdictionwide court reform and the implementation of standards and goals.
3. Programs to provide technical assistance, research capabilities, and budget management techniques for improving the operation and management of court systems, prosecutor offices, and defender offices.
4. Programs to provide continuing professional education in the law, trial skills, and administration for judges, prosecutors, and public and private defenders.
5. Programs to promote law reform.

Courts Research

Courts research sponsored by LEAA is primarily the responsibility of the National Institute of Law Enforcement and Criminal Justice, although other divisions within LEAA occasionally fund research-oriented projects. Since its inception, the National Institute has devoted more than \$7 million to adjudication research plus substantial sums for evaluation, technology transfer, and equipment development for courts.

The purpose is to provide State and local courts with the tools they need to make reforms possible. One of the Institute's first grants was to develop a more efficient system of case processing in the District of Columbia. This endeavor has helped bring about significantly reduced case backlogs and trial delay in the recently reorganized D.C. Superior Court.

In general, Institute research has emphasized mechanisms to reduce court delay. Other subjects of research have included the development of new systems for pretrial screening, for settling personal disputes outside the courtroom, for recording and transcribing testimony, and for sentencing.

A detailed discussion about the Institute's fiscal year 1974 courts projects is contained in the *First Annual Report of the National Institute of Law Enforcement and Criminal Justice*, published separately. A sampling of these activities follows:

Reduction of Pretrial Delay. This two-year demonstration project will test recently developed procedures designed to reduce unnecessary delay in the pretrial process. Techniques include the early appointment of counsel and immediate client-attorney counseling, the imposition of a strict timetable for holding preliminary hearings, and the adoption of an effective prosecutor screening system. The project has been implemented in three court systems: Norfolk, Va.; New Haven, Conn.; and Salt Lake City, Utah. The grantee is Case Western Reserve University Law School in Cleveland, Ohio.

Alternatives to Conventional Adjudication. The inability of many courts to handle increased workloads has stimu-

lated the development of innovative departures from the traditional approaches to judicial processing of criminal cases. Such techniques as administrative tribunals, diversion programs, and special purpose courts are being used with increased frequency. This project attempts for the first time to analyze and evaluate these programs in terms of their overall or long-term implications for the criminal justice system. The guidelines developed will be published in a manual that will explain the practical advantages and disadvantages of various types of diversion programs. The American University in the District of Columbia is the grantee.

Feasibility of Guidelines for Sentencing. This project attempts to develop guidelines that will help judges impose sentences that are appropriate both to the offense and to the individual offender. The guidelines will provide judges with standards against which to measure their own sentencing practices. The grantee is the Criminal Justice Research Center in Albany, N.Y.

Closed Circuit Television Case Screening. This project, conducted by the Philadelphia District Attorney's Office, demonstrates and evaluates the application of closed circuit television in delivering round-the-clock legal counsel services to nine area police districts. This network enables attorneys to question police, witnesses, and defendants; to examine physical evidence; and to decide immediately whether cases should be prosecuted or dropped. It also enables police to gain sound advice on the legality of warrants and arrest procedures. The project was prompted by earlier LEAA projects that provided onsite legal counseling at police headquarters. As a result of these efforts, one-third of all cases reviewed at the arrest stage were elim-

inated, and those processed showed a higher conviction rate, lower dismissal rate, and less suppression of evidence.

A research project that has been funded by LEAA's Office of National Priority Programs is entitled Study and Analysis of Police and Health Programs Dealing with the Crime of Rape. The purpose of the project is to locate promising rape reduction and victim assistance programs in the areas of law enforcement, health care, and community group activity. The study will also seek out programs designed to help the rape victim cope with the many problems of the rape case in the courts process. A final phase of the project will be the implementation of selected programs on a demonstration basis.

Courts Projects*

Title: *National Survey of Court Organization* (publication)
Interagency Agreement Number: LEAA-J-IAA-11-1, LEAA-J-IAA-020-3
Award Amount: \$199,718 (total)
Office of Initiation: NCJISS
Grantee Name and Location: Bureau of the Census, Department of Commerce, Washington, D. C. 20233

Title: National Center for State Courts
Grant Number: 73-DF-99-0014
Award Amount: \$1,080,000
Office of Initiation: ONPP-Courts
Grantee Name and Location: National Center for State Courts, 1660 Lincoln Street, Suite 200, Denver, Colo. 80203

Title: Comparison Between LEAA National Standards and Goals and ABA Standards for Criminal Justice
Grant Number: 72-DF-99-0044
Award Amount: \$8,427
Office of Initiation: ONPP-Courts
Grantee Name and Location: American Bar Association (via D.C. SPA), Section on Criminal Law, 1705 DeSales Street, N.W., Washington, D.C. 20036

Title: Nationwide Implementation of ABA Standards of Criminal Justice
Grant Number: 74-DF-99-0016
Award Amount: \$449,709
Office of Initiation: ONPP-Courts
Grantee Name and Location: American Bar Association, Section on Criminal Law, 1705 DeSales Street, N.W., Washington, D.C. 20036

Title: Standards of Judicial Administration
Grant Number: 73-DF-99-0013
Award Amount: \$76,800
Office of Initiation: ONPP-Courts
Grantee Name and Location: American Bar Association, Fund for Public Education, 1155 East 60th Street, Chicago, Ill. 60637

Title: Judicial Training Package
Grant Number: 74-DF-99-0009
Award Amount: \$1,209,000
Office of Initiation: ONPP-Courts
Grantee Name and Location: National Center for State Courts, 1660 Lincoln Street, Suite 200, Denver, Colo. 80203

Title: National Center for Prosecution Management
Grant Number: 72-DF-99-0038
Award Amount: \$296,462
Office of Initiation: ONPP-Courts
Grantee Name and Location: National District Attorneys Association, National Center for Prosecution Management, 1900 L Street, N.W., Washington, D.C. 20036

Title: Criminal Justice Research Assistance
Grant Number: 74-DF-99-0020
Award Amount: \$134,573
Office of Initiation: ONPP-Courts
Grantee Name and Location: Creighton University School of Law, Omaha, Nebr. 68178

Title: National Center for Defense Management
Grant Number: 75-DF-99-0008
Award Amount: \$230,610
Office of Initiation: ONPP-Courts
Grantee Name and Location: National Legal Aid and Defender Association, 1155 East 60th Street, Chicago, Ill. 60637

Title: Economic Crime Project
Grant Number: 74-DF-99-0014
Award Amount: \$1,433,416
Office of Initiation: ONPP-Courts
Grantee Name and Location: National District Attorneys Association, Economic Crime Project Center, 1900 L Street, N.W., Suite 601, Washington, D.C. 20036

Title: Model Courtroom
Grant Number: 75-DF-99-0009
Award Amount: \$279,195
Office of Initiation: ONPP-Courts
Grantee Name and Location: D. C. Superior Court, 5th and F Streets, N.W., Washington, D. C. 20001

Key

NCJISS—National Criminal Justice Information and Statistics Service
 NILECJ—National Institute of Law Enforcement and Criminal Justice
 ONPP—Office of National Priority Programs

* Project data for projects discussed on page 24 of this chapter are contained in the chapter of this report entitled "The Citizen and Criminal Justice."

corrections

Title: Reduction of Pretrial Delay
Grant Number: 73-NI-99-0015-G
Award Amount: \$366,637
Office of Initiation: NILECJ
Grantee Name and Location: Case Western Reserve University Law School, 2145 Adelbert Road, Cleveland, Ohio 44106

Title: Alternatives to Conventional Adjudication
Grant Number: 73-NI-99-0023-G
Award Amount: \$273,167
Office of Initiation: NILECJ
Grantee Name and Location: The American University, Massachusetts and Nebraska Aves., N.W., Washington, D.C. 20016

Title: Feasibility of Guidelines for Sentencing
Grant Number: 74-NI-99-0054
Award Amount: \$348,302
Office of Initiation: NILECJ
Grantee Name and Location: Criminal Justice Research Center, Executive Park Tower, Stuyvesant Plaza, Albany, N.Y. 12203

Title: Closed Circuit Television Case Screening
Grant Number: 74-NI-99-015-G
Award Amount: \$121,072
Office of Initiation: NILECJ
Grantee Name and Location: Philadelphia District Attorney's Office, 666 City Hall, Philadelphia, Pa. 19107

Title: Study and Analysis of Police and Health Programs Dealing with the Crime of Rape
Grant Number: 74-DF-99-0006
Award Amount: \$238,437
Office of Initiation: ONPP-Courts
Grantee Name and Location: Center for Women Policy Studies, 2000 P St., N.W., Washington, D.C. 20036



Although no element of the criminal justice system has been immune from justified criticism, the harshest words have been reserved for corrections. The President's Commission on Law Enforcement and Administration of Justice in 1967 described prison life as "at best barren and futile, at worst unspeakably brutal and degrading."¹ Six years later, the National Advisory Commission on Criminal Justice Standards and Goals said that the correctional system "appears to offer minimum protection for the public and maximum harm to the offender."²

It does not seem to be overstating the case to say that corrections has failed. The failure is perhaps best illustrated by the high recidivism rates of those released from prison.

Yet corrections has a crucial role to play in the reduction of crime. If even half of those who at present return to crime after release from the corrections

system were instead to lead law-abiding lives, the crime rate would decrease significantly.

But if traditional correctional methods have not worked, what can society do to protect itself better?

Many criminal justice professionals believe that the first step is a recognition that the prison system must undergo radical and rapid change. As LEAA Administrator Richard W. Velde has said:

While we are not sure what will work best, we do know what works worst—the huge warehouses that store several thousand offenders. These prison-fortresses do almost as little for society as they do harm to the offender.³

The second step is a process of research and experimentation to find ways that work better. LEAA has been active in this area:

¹ *President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society (Government Printing Office, 1967), p. 159.*

² *National Advisory Commission on Criminal Justice Standards and Goals, A National Strategy to Reduce Crime (Government Printing Office, 1973), p. 113.*

³ *Address before the Second National Symposium on New Directions in Criminal Justice Planning and Architecture, Washington, D.C., July 29, 1974. Mr. Velde was LEAA's Deputy Administrator for Policy Development at the time.*

LEAA funded the National Advisory Commission on Criminal Justice Standards and Goals, which produced the comprehensive *Report on Corrections*. This report contains 159 suggested standards for corrections at the State and local levels.

LEAA funds the National Clearinghouse on Criminal Justice Planning and Architecture. In fiscal year 1974, the clearinghouse provided assistance to almost 500 correctional agencies.

LEAA has established a series of programs for correctional personnel that provide specialized training in management and in interpersonal communications.

LEAA funds a wide variety of research and demonstration grants for corrections.

These and other efforts have helped to give direction and coherence to correctional reform. Several aspects of this reform are discussed below.

The Community: Backdrop for Corrections

A partial solution to the problems facing corrections seems to lie in the community.

Many criminal justice professionals, psychologists, and social scientists believe that a person turns to crime in part because the community has failed to provide him or her with an alternative. According to the National Advisory Commission, an offender "has had too little contact with the positive forces that develop law-abiding behavior."⁴

⁴ National Advisory Commission on Criminal Justice Standards and Goals, *Report on Corrections* (Government Printing Office, 1973), p. 3.

⁵ President's Commission on Law Enforcement and Administration of Justice, op. cit., p. 159.

A fundamental objective of corrections should be to counteract this situation by securing for the offender contacts, experiences, and opportunities that will encourage the pursuit of a lawful lifestyle.

Traditional corrections programs, however, do little to meet this objective. Even corrections programs, such as probation and parole, that already have a community base often do not provide needed services, such as counseling or job training. Often parole and probation officers carry too heavy a caseload to be able to direct offenders in their care to other community agencies that could provide such services.

Corrections institutions usually are even less able to provide offenders with the kind of help they need. Most prisons are located away from city and jobs. They are often huge structures built of concrete and stone and surrounded by high walls that are topped with guard towers, searchlights, and corrections officers armed with rifles and shotguns. These buildings often are old and dilapidated. They lack recreational and vocational facilities. Their distance from the city effectively cuts off offenders from their families and friends. Prison life unusually is highly regimented. The President's Commission on Law Enforcement and Administration of Justice described the conditions in which most prison inmates live as "the poorest possible preparation for their successful re-entry into society."⁵

Studies also suggest that there are many people in prison who do not have to be there for the good of society. Many

conclude that present correctional methods might actually be contributing to the amount of crime plaguing society.

There is broad consensus that what is needed is a total realignment of correctional methodology. In the new philosophy the correctional system is organized around the community and draws upon the community to the fullest extent possible. Among the characteristics of this community-based corrections are the following:

Far fewer people are incarcerated; many offenders who pose little threat to society are diverted from the system into community programs or are put on probation.

Those offenders who are incarcerated are held in small institutions holding no more than a few hundred people. These institutions are located near the community and allow the prisoner to maintain his or her individuality and to keep up contacts with friends and family. Visiting privileges are liberal.

Whenever possible and safe, offenders are allowed to leave the prison as part of work release or training programs.

There is a wide range of alternatives to incarceration, including residential programs in halfway houses and structured nonresidential programs.

Probation and parole services are well staffed and well utilized. Caseworkers have small loads and thus have time for each offender.

Success has been notable in those communities that have adopted programs that incorporate these ideas. Des Moines, Iowa, for example, was faced in 1970 with a choice between building a new jail because its old one had been condemned for overcrowding, or implementing a community-

based corrections program. The city chose the latter course. Four years later, the jail population had been reduced by 50 percent, the city was saving money, and significant numbers of offenders had been returned to society without the stigma of having served time.

LEAA has chosen the Des Moines program as one of its Exemplary Projects and is encouraging its adoption by other cities. In fiscal year 1974, six other cities received grants for this purpose.

Other Trends in Corrections

Although the emphasis on community-based corrections is the most important trend in corrections today, other approaches are receiving widespread attention and promise to pay off in crime reduction and in an increase in the fairness of the correctional system. Some of these approaches are discussed briefly below.

Rights of Offenders

Until recently, an offender was thought to have forfeited all rights upon conviction. In the past few years, however, the U.S. Supreme Court has held in favor of convicted offenders, maintaining they should have access to religious services,⁶ that they are entitled to access to legal materials,⁷ and that formal procedures are necessary to revoke a person's parole.⁸

Correctional institutions have complied with the rulings. The decisions have also focused public attention on the plight of offenders, which has been an

⁶ *Humphrey v. Cady*, 405 U.S. 504 (1972).

⁷ *Younger v. Gilmore*, 404 U.S. 15 (1971) affirming *Gilmore v. Lynch*, 319 F. Supp. 105 (N.D. Cal. 1970).

⁸ *Morrissey v. Brewer*, 408 U.S. 471 (1972).

⁹ National Advisory Commission on Criminal Justice Standards and Goals, *Report on Corrections*, op. cit., p. 463.

additional pressure for beneficial change. It seems likely that these pressures will intensify rather than abate in the future.

Unification of Corrections

A major problem for correctional institutions is that many States have no single correctional authority that sets priorities and allocates resources for the entire system. What often results is a welter of uncoordinated programs and offices that duplicate some activities and leave other needs unmet. Another result often is money wasted.

LEAA is encouraging a movement toward the unification of corrections systems under one State authority. Since the establishment of LEAA, a number of States have for the first time organized a unified corrections system. Several States have drawn up statewide corrections plans with the help of the LEAA-funded National Clearinghouse on Criminal Justice Planning and Architecture, described in greater detail below.

Importance of Manpower

A recurring problem in corrections has been the lack of trained manpower sensitive to the needs of offenders. All too often, staff members in correctional institutions, although well meaning, simply have received no training in how to understand and help the people in their care.

The National Advisory Commission addressed this need in its *Report on Corrections*:

Manpower problems in corrections include: critical

shortage of specialized professional personnel; poor working conditions; and poor allocation of both human and fiscal resources.⁹

The presence of LEAA has helped stimulate reform in this area. Training for correctional personnel is emerging as a priority for many corrections agencies. LEAA funding, both discretionary and block, is supporting these efforts. Some national scope training programs are described later in this chapter.

The LEAA Corrections Program

LEAA places a special emphasis on corrections programs, as it is required to do by law.

In the Omnibus Crime Control Act of 1970, Congress singled out corrections for this special attention. Part E of that act states:

It is the purpose of this part to encourage States and units of local government to develop and implement programs and projects for the construction, acquisition and renovation of correctional institutions and facilities, and for the improvement of correctional programs and practices.

The act also stipulates that LEAA must use at least 20 percent of its action funds for corrections and that 50 percent of these funds should be distributed to the States as block grants.

The Part E funds, which supplement the action funds available for corrections under other parts of the act, have helped provide impetus for needed change in corrections.

The LEAA program for corrections is a three-pronged effort. These three areas are:

The national scope corrections program, which includes: (1) developing and monitoring grants to national correctional organizations and grants that are being implemented in a number of States, (2) the participation in interagency programs on the Federal level, and (3) the provision of technical assistance to the States.

Demonstration projects in corrections that are funded in individual States and administered, for the most part, by the LEAA regional offices.

Research into ways to improve correctional programing.

Each of these areas is explained in greater detail below.

National Scope Corrections

The overview of LEAA corrections programs on the national level is the responsibility of the Corrections Division of the Office of Regional Operations. This division's strategy for addressing correctional problems includes the following:

1. Developing programs that test innovative administrative methods, and that experiment with alternative administrative arrangements.
2. Developing interagency cooperative mechanisms.
3. The provision of onsite technical assistance to correctional agencies so that they can evaluate their programs and determine their needs.
4. Strong support of training programs for all phases of corrections operations and management.

In carrying out this strategy the division funds a number of national scope projects, monitors the activities of the Nation-

al Clearinghouse on Criminal Justice Planning and Architecture, and works closely with the National Institute of Corrections and the Inter-Agency Council on Corrections. All of these activities are described below.

The National Institute of Law Enforcement and Criminal Justice, through its Technology Transfer Division, also has a national scope program. The division develops programs designed to help agencies become familiar with successful projects in use around the country. Prescriptive packages for corrections also are described below.

Programs

National scope corrections projects funded during the fiscal year by the Corrections Division include:

Consortium of States to Furnish Legal Counsel to Prisoners. This project, funded in Minnesota, Kansas, and Georgia, was developed to provide prompt and competent legal services to inmates. The lack of such legal services is a major cause of inmate unrest. In addition to making competent attorneys available to inmates, the project hopes to lessen the number of instances in which unscrupulous "jail house lawyers" prey upon prisoners. The project also helps to reduce the number of unnecessary and unrealistic proceedings that are brought before the courts because inmates have not had access to sound legal advice. This project originally was funded in fiscal year 1972.

Accreditation of Correctional Services. Through this project the American Correctional Association (ACA) is establishing a Commission on Accreditation for Corrections that will develop accreditation procedures, review and approve the correctional standards used in accred-

itation, and award accreditation status to correctional agencies. This accreditation process should provide an opportunity for agencies to review their practices with a view toward improving them. It should also help corrections agencies reach a consensus on what standards they should strive to implement.

Model Community Employment Programs. In this project the ACA is establishing three model community inmate employment programs, one in a rural location (Hampden County, Mass.), one in a suburban area (Montgomery County, Md.), and one in an urban setting (Kansas City, Mo.). The project, aimed at short-term offenders, is attempting to fill one of their greatest needs—finding quality jobs. Research has shown that a majority of offenders leaving prison have no jobs waiting for them.

National Volunteer Parole Aide Program. This project uses young lawyers as aides to parole officers. It is operating in 21 States and has approximately 1,900 participating lawyers, each with a one-to-one relationship with a parolee. The project was entering its third year at the close of fiscal year 1974.

Prescriptive Packages

Prescriptive packages developed during the fiscal year by the National Institute include:

A Guide to Improved Handling of Misdemeanant Offenders. This identifies and describes promising misdemeanor offender programs, such as pretrial diversion, presentence investigation, the use of fines, restitution, and suspended sentences.

Evaluative Research in Corrections. This is designed as a guide for corrections officials who are undertaking evaluations of their programs.

Offender Job Training and Placement. This package describes a variety of approaches to job training for offenders, both in institutions and in community-based treatment.

Guidelines for Prison Grievance Procedures. This package, under development during the fiscal year, will summarize the major reports and research in the area of prison conflict management.

Delivery of Health Care in Correctional Institutions. This package, under development during the fiscal year, will describe practical methods for improving the medical care provided to inmates in major correctional institutions and in local facilities.

National Clearinghouse for Criminal Justice Planning and Architecture

Part E of the Omnibus Crime Control Act of 1970 made a new source of Federal money available for corrections reform. To establish criteria for the best use of that money LEAA funded several studies on how to improve correctional programing and the design of correctional facilities.

The School of Architecture at the University of Illinois at Urbana undertook one of these studies and developed a volume entitled *Guidelines for the Planning and Design of Regional and Community Correctional Centers for Adults*. The school later was asked to put together under contract a team to provide assistance to LEAA on correctional matters. In July 1971, this team became the National Clearinghouse on Correctional Programing. The name later was changed to National Clearinghouse on Criminal Justice Planning and Architecture.

Under its original contract with LEAA the clearinghouse

dealt only with corrections. It provided technical assistance to SPA's and to project architects, county commissioners, and the like; it also reviewed projects eligible for Part E funding and recommended to the SPA or to the regional office whether the project should be funded.

These responsibilities expanded in March 1972 when LEAA requested the clearinghouse to develop architectural guidelines for police and courts projects. Additional information on the courts and police responsibilities of the clearinghouse can be found in the chapters on courts and on police in this report.

Among the responsibilities of the clearinghouse in the corrections area are the following:

Providing for the continuous updating and revision of the guidelines it developed for corrections, mentioned above.

Providing technical assistance to LEAA grantees, correctional planners, architects, and others to develop plans for correctional programs and architecture.

Conducting assessments of the efficacy of correctional treatment programing and correctional architecture as a means of contributing to the existing body of correctional knowledge.

Rendering assistance for the implementation of the guidelines, including planning treatment programs in the community, designing new correctional facilities, and renovating old facilities.

Evaluating the results of correctional planning grants under provisions of Part E.

The clearinghouse also has developed several master plans for State correctional systems. The first of these was designed in 1971 for Hawaii. LEAA has awarded the State

\$4.4 million in discretionary Part E funds to implement the plan. The majority of the funds are being used for the construction of facilities and the development of community-based programs to replace existing facilities and programs. The clearinghouse also has developed master corrections improvement plans for Mississippi, Oklahoma, and South Carolina. It began work on a plan for Nevada during fiscal year 1974.

Recent Activities

In addition to the ongoing responsibilities detailed above, the clearinghouse undertook a number of specific activities during fiscal year 1974 at LEAA's request. Those activities included:

Developing a publication on closed-circuit television that describes how and when it can and should be used for security purposes in jails and prisons.

Organizing the second National Symposium on the Planning and Design of Corrective Environments, held in July 1974 in Chicago, Ill. More than 300 people attended, including architects and representatives of the criminal justice system.

Organizing the National Student Competition on Correctional Architecture, cosponsored by LEAA and the American Institute of Architects. This competition requested architecture students to create innovative physical design solutions to correctional problems. More than 600 students from 38 schools of architecture participated.

National Institute of Corrections

The National Institute of Corrections was founded at the first National Conference on Corrections held in Williamsburg, Va., in December 1971.

The Conference brought together for the first time officials of Federal, State, and local corrections agencies. They saw the need for a national center that could manage change in corrections. Through the end of fiscal year 1974, the Institute operated under the authority of the Attorney General using Bureau of Prisons personnel and LEAA funds.¹⁰

The principal goal chosen for the Institute was to aid in developing a more effective and more humane correctional system that contributes to the safety of the community. Five functional areas were designated as a core for its activities. These are:

1. Management development and training.
2. Research.
3. Development of correctional policy recommendations and updated standards and goals.
4. Technical assistance.
5. Establishment of a clearing-house of correctional information.

Because training affects all the other areas, it was decided the Institute should concentrate its resources on the first objective. LEAA has used the Institute as a primary vehicle for developing training grants for corrections and for experimenting with training methods. Since the Institute was founded it has developed 13 training programs for LEAA. Several of the fiscal year 1974 programs are discussed below:

Summer Institute for Criminal Justice Executives. This project, conducted by the University of Southern California in the summer of 1973, was designed to improve the management skills of correctional

administrators. It addressed the needs of correctional administrators who have risen through the ranks without formal training in the theory and practices of management. Forty administrators participated.

Interpersonal Communications Skills Training. The aim of this project, conducted by the University of Georgia during the fiscal year, was to train correctional personnel in interpersonal relations so they in turn can train other corrections personnel in these techniques. There is a need for this type of training as the focus of corrections shifts away from mere custody of offenders toward their rehabilitation and treatment.

Training the Trainers. This project, conducted in six locations around the country, instructed a group of 125 corrections employees in correctional training methods. Many corrections agencies lack instructors experienced in training other corrections personnel. Consequently, training programs often do not exist and, where they do, they vary widely in content and quality. This project resulted in developing a standardized training program including materials and training manuals.

Seminar for Correctional Educators in Universities and Colleges. Conducted by the State University of New York in April 1974, this project enabled university educators to consider vital contemporary correctional issues.

Inter-Agency Council on Corrections

Several agencies of the Federal Government share in the responsibility for correcting and

rehabilitating offenders. The two principal agencies—LEAA and the Bureau of Prisons—are in the Department of Justice. LEAA funds State and local corrections programs and conducts research; the Bureau of Prisons maintains the Federal prison system. Other agencies and departments that have responsibilities in the correctional area include the Department of Labor; the Department of Health, Education, and Welfare; the Department of Defense; and the U.S. Civil Service Commission.

Until 1969, no formal mechanism existed to coordinate Federal correctional efforts. On November 13, 1969, the President directed the Attorney General to assume leadership in coordinating these various Federal efforts. The President called attention to the fact that there were overlapping efforts in some areas and inadequate attention to others. In response, the Attorney General assigned to the Director of the Bureau of Prisons and the then Associate Administrator of LEAA the responsibility of organizing the Inter-Agency Council on Corrections.

Since its inception the Council has met eight or nine times a year. The following is a list of some of the areas it has addressed:

Executive order regarding prisoners on work-release from State institutions. The Council revised Executive Order No. 325A, which prohibited the employment of State prisoners by an organization operating under a Federal contract. The new Executive Order permits, with certain exceptions, work-release prisoners and persons on probation and parole to undertake such work.

The National Institute of Corrections. The Institute reports regularly to the Council.

The Council offers reactions and suggestions about the Institute's content, form, and timing of plans and programs.

Standards and goals. Prior to publication of the *Report on Corrections*, published by the National Advisory Commission on Criminal Justice Standards and Goals, the Council developed a set of recommendations as a guide for the Commission.

The use of volunteers in corrections.

Projects for women offenders.

New approaches in dealing with offenders convicted of victimless crimes.

Regional Office Corrections Programs

Many of LEAA's corrections discretionary projects are funded and administered by the 10 regional offices. Some of the regional corrections money is used to supplement State block grant efforts; some is used for experimental or demonstration projects that have the potential for replication elsewhere. Regional corrections projects cover a variety of areas, but many emphasize community-based treatment. A few of these projects are discussed below:

New England Correctional Coordinating Council Regional Center (Region I). This project supports a correctional information and training center that serves the entire New England area. Accomplishments of the center during fiscal year 1974 included: (1) developing two training programs for corrections administrators, (2) developing two training programs for correctional trainers, (3) developing a training workshop for halfway house managers, and (4) developing a training workshop for Interstate Compact managers (the compact is an agreement among the New England States to cooperate in developing and executing cor-

rections programs. It was ratified in 1962).

Chautauqua County, N.Y., Offender Rehabilitation Program (Region II). This program, funded at the close of fiscal year 1974, will coordinate the county's fragmented correctional system and will establish a comprehensive system able to deal individually with each offender. The major elements of this system are: (1) The establishment of a release-on-recognition program, (2) the creation of standards for the diversion of juvenile and misdemeanor offender cases, (3) the expansion and specialization of work-release programs at the county jail, (4) counseling services for county jail inmates, and (5) the improvement of recreational programs at the jail.

Addictive Disease Treatment Program (Region III). This project, funded at the close of fiscal year 1974, will provide services to drug addicts committed to the Philadelphia prison system for a period of nine months or more. Detoxification facilities will be provided to accommodate as many as 6,000 adults and juveniles, both male and female. The project also will establish a pilot therapeutic community for 25 to 30 selected inmates.

Sumter County, S.C., Corrections Center (Region IV). This project will construct a modern correctional facility to replace the existing county jail and work camp. The new facility will permit segregation by age, sex, and offense and will provide facilities for visitation, medical treatment, instruction, and recreation.

Civil Legal Aid and Social Service Project (Region V). Entering its second year of funding in fiscal year 1975, this project has three major components. First, the program places approximately 250 inmates on work release annually. Eligible for this are inmates

sentenced for one or more months to the Cook County Department of Corrections. Second, the program provides legal representation on civil matters to approximately 2,000 offenders and their families. Offenders are eligible for this service for up to one year after their release from the department of corrections. Third, the program provides a service to counsel inmates on alcoholic or drug problems, employment referral, and school or training placement. Approximately 24,000 inmates are expected to receive counseling during fiscal year 1975.

Intensive Probation Supervision (Region VI). The objective of this project is to compare the relative effectiveness of three probation methods for misdemeanor offenders: team probation, volunteer probation, and traditional probation. The project is being conducted by the Municipal Probation Office in Albuquerque, N. Mex. Evaluation of the effectiveness of each method will be made by comparing: (1) recidivism rates for supervised probationers, (2) the length of time involved in achieving correctional goals, (3) the frequency of contact with probationers, and (4) cost per probationer under each method of supervision.

Community Corrections Service System (Region VII). This project, administered by the Missouri Department of Corrections, has three primary objectives: (1) to educate the citizens of Missouri to the needs of corrections; (2) to provide community services to inmates in correctional institutions and to ex-offenders, parolees, and probationers; and (3) to coordinate the activities of the department of corrections with those of the Missouri Board of Probation and Parole and the Division of Youth Services and with correctional agencies in the State.

¹⁰ The National Institute of Corrections was given a legislative mandate early in fiscal year 1975. On September 7 President Ford signed into law the *Juvenile Justice and Delinquency Prevention Act of 1974*. Title V, Part B of the act establishes the Institute within the Bureau of Prisons.

☐ Mexican American Community Corrections Support Program (Region VIII). The intent of this project is to reduce Chicano probation and parole violation in the State of Utah by 40 percent. The project activities are coordinated with the Adult Probation and Parole chief and his staff and with the director of the Utah Division of Corrections. The project emphasizes jobs, training, education, supportive services, and the involvement of Chicano citizens.

☐ Narcotic Addict Control and Crime Reduction Program (Region IX). The objective of this project is to identify the narcotic addict involved with crime and admit him or her, either voluntarily or as provided by law, into a medical facility for evaluation by competent medical personnel. If a person is legally determined to be an addict, he or she may be civilly committed to a department of corrections rehabilitation treatment center for proper care. The rehabilitation program lasts from seven to nine months. After the addict has successfully completed the program, he or she is paroled to the community under intensive parole supervision by a State parole agent assigned to the narcotic rehabilitation unit in the area. The program is intended to reduce the number of property crimes, such as burglary, theft, and forgery committed by narcotics addicts.

☐ Client Resources and Services Project (Region X). This project helps those offenders in Oregon who require educational training to obtain the equivalent of a high school diploma or those who require vocational training. The project is designed especially for offenders who have begun instruction while in prison but

have not completed it at the time of release.

Research

Underlying the LEAA corrections program is a foundation of basic research into ways to improve the correctional system. Among the areas being considered by the National Institute of Law Enforcement and Criminal Justice are an assessment of recent trends in corrections, alternatives to incarceration, the cost of implementing the standards of the National Advisory Commission on Criminal Justice Standards and Goals, and characteristics of women offenders. Below are descriptions of a few Institute projects. A more complete listing is included in the Institute's fiscal year 1974 report.¹¹

☐ Reconceptualization of Adult Corrections. Innovative corrections programs have proliferated in recent years. This project will assess the impact of various reform measures and study basic questions in the correctional field. Models for the corrections system of the future will be developed, and guidelines for future research and policy will be formulated. The project's findings should form a sound basis for corrections practitioners, researchers, and policymakers working to build more effective corrections systems.

☐ Alternatives to Jail Incarceration. This project will attempt to explore possible alternatives to jail incarceration, including the characteristics and effectiveness of various programs. The study will provide the following information: (1) a description and assessment of the types of alternatives to jail incarceration programs that are in use across the country; (2) a description of the organization,

administration, operation, and resources of successful programs; and (3) an assessment of the impact that each alternative can be expected to have on present and future jail space needs.

☐ National Study of Women's Correctional Programs. This project will develop needed information on the number and characteristics of women offenders in selected sample States. It will provide a valid data base on the aberrant behavior of women and develop preliminary guidelines for effective programs for women that are consistent with the recommendations of the National Advisory Commission on Criminal Justice Standards and Goals. Among other aims, the study will describe existing correctional programs for women, indicate gaps in the current system of recording information on female offenders, and identify special problems faced by women offenders.

☐ Cost and Economic Analysis of Correctional Standards of the National Advisory Commission on Criminal Justice Standards and Goals. The goal of this project is to facilitate State and local decisionmaking regarding the implementation of the LEAA-funded commission. Each legislator, manager, and planner who deals with the corrections system needs cost information before deciding what changes should be made. This project will supply such information and will demonstrate how cost and economic analysis can be applied effectively to a major social policy area.

Other research projects funded during fiscal year 1974 by the Institute include:

☐ A project to produce a handbook on practical methods of

improving medical care in correctional institutions.

☐ A project to produce a handbook for prison administrators on prison grievance procedure.

☐ A study of the characteristics of prison and jail inmates who commit homicide during their period of incarceration.

☐ A study of the impact of detoxification and decriminalization on the criminal justice system in Boston.

Corrections Projects

Title: Training Programs for Community Based Corrections in Des Moines: An Exemplary Project
Contract Number: J-LEAA-013-74
Award Amount: \$200,000
Office of Initiation: NILECJ-Technology Transfer
Grantee Name and Location: Urban and Rural Systems Associates, Pier 112, San Francisco, Calif. 94111

Title: Consortium of States to Furnish Legal Counsel to Prisoners
Grant Number: 27-ED-99-0013
Award Amount: \$275,202
Office of Initiation: ORO-Corrections
Grantee Name and Location: Minnesota Governor's Commission on Crime Prevention and Control, 276 Metro Building, 7th and Robert Streets, St. Paul, Minn. 55101

Title: Accreditation of Correctional Services
Grant Number: 74-DF-99-0005
Award Amount: \$192,653
Office of Initiation: ORO-Corrections
Grantee Name and Location: American Correctional Association, 4321 Hartwick Rd., College Park, Md. 20740

Title: Model Community Employment Programs
Grant Number: 74-ED-99-0003
Award Amount: \$180,817
Office of Initiation: ORO-Corrections
Grantee Name and Location: American Correctional Association, 4321 Hartwick Rd., College Park, Md. 20740

Title: National Volunteer Parole Aide Program
Grant Number: 75-ED-99-0002
Award Amount: \$135,000
Office of Initiation: ORO-Corrections
Grantee Name and Location: American Bar Association Fund for Public Education, 1155 East 60th Street, Chicago, Ill. 60637

Title: A Guide to Improved Handling of Misdemeanant Offenders: A Prescriptive Package
Grant Number: 72-TA-05-1002
Award Amount: \$41,063
Office of Initiation: NILECJ-Technology Transfer
Grantee Name and Location: National Council on Crime and Delinquency, NCCD Center, Paramus, N.J. 07652

Title: Evaluative Research in Corrections: A Prescriptive Package
Grant Number: 73-TA-99-1001
Award Amount: \$29,695
Office of Initiation: NILECJ-Technology Transfer
Grantee Name and Location: The American University, Massachusetts and Nebraska Avenues, N.W., Washington, D.C. 20016

Title: Offender Job Training and Placement: A Prescriptive Package
Grant Number: 74-TA-99-1002
Award Amount: \$30,836
Office of Initiation: NILECJ-Technology Transfer
Grantee Name and Location: American Correctional Association, 4321 Hartwick Road, College Park, Md. 20740

Title: Guidelines for Prison Grievance Procedures: A Prescriptive Package
Grant Number: 74-TA-99-1005
Award Amount: \$58,896
Office of Initiation: NILECJ-Technology Transfer
Grantee Name and Location: Center for Correctional Justice, 1616 H Street, N.W., Washington, D.C. 20006

Title: Delivery of Health Care in Correctional Institutions: A Prescriptive Package
Grant Number: 74-TA-99-1012
Award Amount: \$69,388
Office of Initiation: NILECJ-Technology Transfer
Grantee Name and Location: American Correctional Association, 4321 Hartwick Road, College Park, Md. 20740

Title: Hawaii State Correctional Master Plan
Grant Number: 74-ED-09-0008
Award Amount: \$4,417,786
Office of Initiation: ORO-Region IX (San Francisco, Calif.)
Grantee Name and Location: Hawaii State Law Enforcement and Juvenile Delinquency Planning Agency, 1010 Richards St., Honolulu, Hawaii 96813

Title: Summer Institute for Criminal Justice Executives
Grant Number: 73-ED-99-0004
Award Amount: \$145,729
Office of Initiation: ORO-Corrections
Grantee Name and Location: National Institute of Corrections, 101 Indiana Avenue, N.W., Washington, D.C. 20534

Title: Interpersonal Communications Skills Training
Grant Number: 73-ED-99-0006
Award Amount: \$159,385
Office of Initiation: ORO-Corrections
Grantee Name and Location: National Institute of Corrections, 101 Indiana Avenue, N.W., Washington, D.C. 20534

Title: Training the Trainers
Grant Number: 72-ED-99-0016
Award Amount: \$185,589
Office of Initiation: ORO-Corrections
Grantee Name and Location: National Institute of Corrections, 101 Indiana Avenue, N.W., Washington, D.C. 20534

Key

NILECJ—National Institute of Law Enforcement and Criminal Justice
ORO—Office of Regional Operations

¹¹ First Annual Report of the National Institute of Law Enforcement and Criminal Justice (Government Printing Office, 1975).

Juvenile Justice

Title: Seminar for Correctional Educators in Universities and Colleges
Grant Number: 72-ED-99-0014
Award Amount: \$80,000
Office of Initiation: ORO-Corrections
Grantee Name and Location: National Institute of Corrections, 101 Indiana Avenue, N.W., Washington, D.C. 20534

Title: New England Correctional Coordinating Council Regional Center
Grant Number: 73-ED-01-0025
Award Amount: \$131,000
Office of Initiation: ORO-Region I (Boston, Mass.)
Grantee Name and Location: New England Correctional Coordinating Council, Inc., 739 Boylston Street, Suite 423, Boston, Mass. 02116

Title: Chautauqua County, N.Y., Offender Rehabilitation Program
Grant Number: 74-ED-02-0005
Award Amount: \$96,237
Office of Initiation: ORO-Region II (New York, N.Y.)
Grantee Name and Location: Chautauqua County Legislature, County Office Building, Mayville, Chautauqua, N.Y. 14757

Title: Addictive Disease Treatment Program
Grant Number: 74-ED-03-0003
Award Amount: \$265,295
Office of Initiation: ORO-Region III (Philadelphia, Pa.)
Grantee Name and Location: City of Philadelphia, Philadelphia Prison System, Municipal Services Bldg., Rm. 1620, Philadelphia, Pa. 19107

Title: Sumter County, S.C., Correction Center
Grant Number: 74-ED-04-0008
Award Amount: \$612,440
Office of Initiation: Region IV (Atlanta, Ga.)
Grantee Name and Location: Sumter County Commission, Courthouse, Sumter, S.C. 29150

Title: Civil Legal Aid and Social Service Project
Grant Number: 74-ED-05-0004
Award Amount: \$178,600
Office of Initiation: ORO-Region V (Chicago, Ill.)
Grantee Name and Location: Cook County Board of Commissioners, 118 North Clark Street—Room 500, Chicago, Ill. 60602

Title: Intensive Probation Supervision
Grant Number: 74-ED-06-0012
Award Amount: \$131,373
Office of Initiation: ORO-Region VI (Dallas, Tex.)
Grantee Name and Location: City of Albuquerque, Municipal Probation Office, P.O. Box 1293, Albuquerque, N. Mex. 87103

Title: Community Corrections Service System
Grant Number: 74-ED-07-0001
Award Amount: \$2,200,000
Office of Initiation: ORO-Region VII (Kansas City, Kans.)
Grantee Name and Location: Missouri Department of Corrections, 911 Missouri Blvd., Jefferson City, Mo. 65101

Title: Mexican American Community Corrections Support Program
Grant Number: 74-ED-08-0013
Award Amount: \$67,521
Office of Initiation: ORO-Region VIII (Denver, Colo.)
Grantee Name and Location: Division of Corrections, 104 State Capitol Building, Salt Lake City, Utah 84114

Title: Narcotic Addict Control and Crime Prevention Program
Grant Number: 74-DF-09-0007
Award Amount: \$136,785
Office of Initiation: ORO-Region IX (San Francisco, Calif.)
Grantee Name and Location: City of Santa Barbara, Santa Barbara, Calif. 93102

Title: Client Resources and Services Project
Grant Number: 74-ED-10-0105, 74-ED-10-0105/5-1
Award Amount: \$1,046,630, \$603,532
Office of Initiation: ORO-Region X (Seattle, Wash.)
Grantee Name and Location: Oregon Corrections Division, 2575 Center Street, N.E., Salem, Ore. 97310

Title: Rec conceptualization of Adult Corrections
Grant Number: 74-NI-99-0020
Award Amount: \$126,768
Office of Initiation: NILECJ
Grantee Name and Location: Policy Center, Inc., Suite 500, 789 Sherman, Denver, Colo. 80203

Title: Alternatives to Jail Incarceration
Grant Number: 74-NI-99-0069
Award Amount: \$310,344
Office of Initiation: NILECJ
Grantee Name and Location: American Justice Institute, 1007 7th St., Suite 406, Sacramento, Calif. 95814

Title: National Study of Women's Correctional Programs
Grant Number: 74-NI-99-0052
Award Amount: \$293,024
Office of Initiation: NILECJ
Grantee Name and Location: California Department of the Youth Authority, 714 P Street, Sacramento, Calif. 95814

Title: Cost and Economic Analysis of Correctional Standards of the National Advisory Commission on Criminal Justice Standards and Goals
Grant Number: 74-NI-99-0042
Award Amount: \$224,881
Office of Initiation: NILECJ
Grantee Name and Location: American Bar Association Fund for Public Education, 1155 East 60th Street, Chicago, Ill. 60637



There is a growing belief among professionals within and outside the criminal justice system that the cause of justice will be advanced and rates of crime reduced when methods can be devised to decrease significantly the number of criminal justice system juvenile clients.

The record is not good. The recidivism rate for youths who have been processed by the criminal justice system through the corrections phase exceeds 60 percent. One study conducted in Philadelphia, Pa., suggests that the more involvement a juvenile has with the police and juvenile justice authorities, the greater the chances that he will be involved again in the future.¹

Many criminal justice authorities think that if a way can be found to process fewer juveniles through the criminal justice system and to improve the system's handling of those who must be detained for the protection of society, the incidence of juvenile delinquency might be reduced significantly.

Toward that end, a number of questions may be asked, the answers to which will ultimately determine the manner in which the criminal justice system ap-

proaches its task of preventing and reducing juvenile delinquency. Some questions are:

1. What is juvenile delinquency?
2. Which juveniles normally classified as delinquents should the system process and detain and which should be referred to other agencies?
3. What are the viable alternatives to institutional incarceration for those who must be closely supervised?
4. What role should the criminal justice system play in helping juveniles who appear to be heading toward their first encounter with the law?

A discussion of each of these questions follows.

Juvenile Delinquency Defined

The term "juvenile delinquency" can best be defined by citing as examples those who in many areas of the country may be formally classified as juvenile delinquents:

Felons: A 15-year-old burglar is a juvenile delinquent, as are a 16-year-old rapist and an 18-year-old robber.

Misdemeanants: A 17-year-old who has been arrested for shoplifting, a 19-year-old apprehended for trespassing, and a 16-year-old arrested for reckless driving all may be called juvenile delinquents.

¹ Wolfgang, Figlio, and Sellin, *Delinquency in a Birth Cohort* (Chicago, University of Chicago Press, 1972), chs. 6, 14.

□ Nonoffenders: A 12-year-old truant, a 14-year-old runaway, an 18-year-old curfew violator, and even a 7-year-old child who has been abandoned by his parents may be considered juvenile delinquents.

All of these youths may come within the jurisdiction of the juvenile court, and all may find themselves incarcerated in a jail, detention home, training school, or other juvenile custodial facility.

Among State statutes, there is no uniformity of definition of the term juvenile delinquency. In addition, the sheer comprehensiveness and inherent ambiguity of the term has prompted a number of authorities to call for its abolition or at least for an extensive redefinition.²

These authorities believe that the term describes no specific behavior, no specific person, and provides no information with which to plan action for a particular youth. They believe further that the use of the term in the disposal of youths for status, and in some cases even criminal offenses, represents an abdication of responsibility on the part of those professions and agencies outside the crimi-

² *The newly enacted Juvenile Justice and Delinquency Prevention Act of 1974 contains a provision that defines "juvenile delinquency" as "the violation of a law of the United States committed by a person prior to his eighteenth birthday which would have been a crime if committed by an adult."*

³ *Federal Bureau of Investigation, Crime in the United States: Uniform Crime Reports: 1972 (Government Printing Office, 1973).*

⁴ *Law Enforcement Assistance Administration, Children in Custody; A Report on the Juvenile Detention and Correctional Facility Census of 1971 (Government Printing Office, 1974), p. 16.*

⁵ *The Juvenile Justice and Delinquency Prevention Act of 1974 stipulates that in order to be eligible for funding under the act, States must submit plans that provide that "juveniles charged with or who have committed offenses that would not be criminal if committed by an adult, shall not be placed in juvenile detention or correctional facilities, but must be placed in shelter facilities."*

⁶ *National Advisory Commission on Criminal Justice Standards and Goals, A National Strategy to Reduce Crime (Government Printing Office, 1973), p. 23.*

nal justice system responsible for administering various human services.

Although it may be desirable to retain the distinction between adult and juvenile criminality, the application of a stigmatizing label to young people in trouble may in the long run negate the beneficial effects of the special and separate treatment reserved for juveniles.

Who Should Be Detained?

The question of which juveniles should be processed by the criminal justice system and which should not is central to any discussion of the problem of juvenile crime.

There is wide agreement that a certain number of juvenile offenders must be incarcerated for the protection of society. In 1972, juveniles below the age of 18 accounted for 32 percent of the robbery arrests and 51 percent of the burglary arrests nationally. Overall, persons below 18 years of age account for about 45 percent of the arrests for serious crime each year.³ Many of those arrested are repeaters and some—but not all—must be incarcerated because

they pose a genuine threat to the community.

In sharp contrast to these statistics are those that indicate that nearly 40 percent (500,000 per year) of the juveniles processed by the criminal justice system have committed no criminal act. Instead, they have committed acts for which only juveniles can legally be detained—the status offense.

A recent LEAA-funded census of juveniles held in State and local detention and correctional facilities as of June 30, 1971, revealed that 70 percent of the females and 23 percent of the males were being held for offenses for which only juveniles can be charged.⁴

Sometimes such youths are detained simply because the community lacks adequate non-criminal-justice facilities to help them. Once incarcerated, these youthful nonoffenders share the available facilities with felons, drug addicts, and hardened criminals.⁵

This is, however, not the only influence to which they are exposed. The National Advisory Commission on Criminal Justice Standards and Goals stated that "the stigma of involvement with the criminal justice system, even if only in the informal process of juvenile justice, isolates persons from lawful society and may make further training or employment difficult."⁶

Clearly an alternative to criminal justice processing is needed, not only for the non-offenders who are currently processed and detained but also for youthful first offenders who have not yet established a firm pattern of criminality.

Alternatives to Institutional Incarceration

Prisons in this country have been called "crime schools" because in many instances they provide a setting for imparting a thorough education in crime from the veteran to the neophyte. First offenders and repeaters, felons and misdemeanants, short- and long-term prisoners mingle together in prison exchanging secrets of the trade and expressing their bitterness against the system that put them there. The almost total isolation of the prison from the world outside creates a kind of criminal inbreeding that even the most sincere efforts at rehabilitation may be unable to overcome.

Juveniles are particularly susceptible to peer influence. They are much more adaptable than adults, more eager for adventure, and only marginally aware of how their youthful behavior may affect their adult lives. A young first offender may come away from his experience with incarceration convinced that he has learned enough to avoid being caught the next time.

There are, however, a number of potentially promising alternatives to institutional incarceration. The most prevalent of these are supervised probation and parole. Unfortunately, the heavy caseloads of most parole and probation officers often permit them to provide only the most minimal amount of supervision. The assistance that parolees and probationers need to stay out of trouble simply may not be available.

Diversion from the criminal justice system offers another

⁷ *Ibid.*, p. 23.

⁸ *In fiscal year 1973, LEAA awarded a \$1.2 million discretionary grant to finance the deinstitutionalization of the State institution at Concord, Mass. Other LEAA funds have been used to provide alternatives to incarceration for juveniles in Massachusetts.*

alternative to judicial processing and incarceration. Diversion involves the decision to encourage an individual to participate in a specific program or activity in order to avoid further criminal prosecution.

Diversion can be an acceptable alternative to incarceration providing the program or services offered are sufficient to deal with the needs of the participant. On this subject, the National Advisory Commission on Criminal Justice Standards and Goals stated:

Society will be better protected if certain individuals, particularly youths and first offenders, are diverted prior to formal conviction either to the care of families or relatives or to employment, mental health, and other social service programs Offenders who have been properly selected for pre-trial diversion experience less recidivism than those with similar histories and social backgrounds who are formally adjudicated.⁷

For juvenile offenders who have been convicted of crimes, community-based corrections programs may offer a more constructive experience than institutional incarceration. States and localities across the country are finding that small correctional facilities in non-institutional community settings are not only far more effective than penal institutions in reducing juvenile recidivism, but are also less expensive to operate in the long run. Massachusetts is one State that has taken steps to close all of its large juvenile correctional institutions

and replace them with a number of smaller correctional programs in community settings.⁸

Community-based corrections programs may be residential or nonresidential and may consist of group homes, halfway houses, work-release programs, or vocational and educational programs. Such programs have the advantage of using services and resources that are provided to citizens in general, such as health, education, counseling, and employment services. In addition, they keep the offender in the community where he will eventually live, thus minimizing the readjustment problems that he might experience when released from supervision.

Prevention Versus Cure

An ounce of prevention is worth a pound of cure. Consistent with this adage, most criminal justice professionals would agree that if methods could be found to prevent juveniles from committing their first serious offense, the discussion above regarding incarceration and alternatives to incarceration would not be necessary.

From the point of view of the criminal justice system, the state of the art in this type of crime prevention is fairly primitive. As in the medical profession, however, the balance is beginning to tilt in favor of the adoption of active preventive measures as the best solution to a growing problem.

If young people in trouble can be identified before their first serious encounter with the law and given the chance to participate in programs designed to promote constructive behavior, the rate of juvenile crime might be reduced significantly.

Traditionally, social agencies outside the criminal justice system have been the best equipped to conduct such programs. With the passage of the Juvenile Justice and Delinquency Prevention Act of 1974, however, criminal justice agencies—under LEAA leadership—will be able to play an expanded role in developing and funding programs for "youths in danger of becoming delinquent." The enactment of this legislation also provides the opportunity for agencies within and outside the criminal justice system to work together to achieve a comprehensive, well-rounded, and fully coordinated approach to delinquency prevention.

The LEAA Juvenile Justice Program

All 55 SPA's have used LEAA funds to initiate juvenile justice programs. In fiscal year 1973 alone, almost \$140 million was awarded for juvenile programs in prevention, diversion, rehabilitation, drug abuse, research, and others. And early estimates indicate that at least that much was spent in fiscal year 1974 as well. LEAA's research arm, the National Institute of Law Enforcement and Criminal Justice, has spent more than \$5 million in the past five years for research in juvenile justice problems.

The Crime Control Act of 1973 gave a new impetus to the LEAA juvenile justice program. Responding to the alarming increase in juvenile crime rates, the Congress required LEAA to designate juvenile delinquency as one of its top planning priorities in coming years. To carry out this mandate, LEAA's National Institute established a Juvenile Delinquency Division in 1973, and in January 1974, LEAA established a Juvenile Justice Division with-

in its Office of National Priority Programs.

One of the primary objectives of LEAA's new Juvenile Justice Initiative Program is to provide national leadership to the States and localities in their efforts to reduce and prevent juvenile crime and to strengthen the Federal-State partnership toward the achievement of common goals. The establishment of goals, standards, and priorities for juvenile justice is an important part of the new initiative that LEAA has undertaken.

During fiscal 1974, LEAA's juvenile justice activities concentrated on the following four areas:

- Initial activity in formulation of a National Policy on Juvenile Justice.
- Coordination of juvenile justice programs at the national, State, and local levels.
- Development of juvenile justice demonstration projects.
- Juvenile justice research.

Highlights of the major activities in each of these areas follow.

National Policy on Juvenile Justice

In May 1974, about 30 judges, law enforcement administrators, lay experts, and civic leaders met in Reston, Va., to discuss proposals for formulating a national policy on juvenile justice. An additional objective of the LEAA-sponsored Juvenile Justice Conference was to formalize LEAA's role in juvenile justice and develop a strategy for LEAA's juvenile justice activities during the next three to five years. The LEAA purpose was to launch a nationally coordinated effort to help young people in trouble in a way that helps them overcome their problems and realize their aspirations.

Participants in the Juvenile Justice Conference reviewed a draft policy and position paper prepared by LEAA and offered their own suggestions for revising and amending the document. This document, not yet in final form, contains LEAA's emerging philosophy and principles.

One of the more important of these principles is the belief that juveniles who commit acts that would not be crimes if committed by adults are not proper clients of the criminal justice system.

In addition, the paper takes issue with the term "juvenile delinquency," not only because it is ambiguous and vague but because the application of a stigmatizing label may actually foster further involvement with the criminal justice system.

The paper emphasizes that LEAA "will address and support the civil rights of the child, the privacy and security of juvenile records, and the involvement of the child in decisions which affect his or her life."

Finally, the paper refers to the numerous agencies and disciplines involved with juvenile justice and notes that there is too much duplication of effort, excessive interagency competition, and waste of human and financial resources.

Coordination of Juvenile Justice Programs

Many Federal agencies are either directly or indirectly involved in programs designed to prevent or reduce juvenile crime and delinquency. LEAA and the Department of Health, Education, and Welfare (HEW) have been the two most active in this field. A study of Federal programs initiated in 1972 and

updated in 1974 revealed 130 programs related to youth development and delinquency prevention. In addition to LEAA and HEW, other agencies or departments involved included the Special Action Office for Drug Abuse Prevention and the Departments of Labor, Housing and Urban Development, Agriculture, Transportation, and the Interior.

Because so many Federal agencies are active in the area of juvenile crime prevention and youth development, a formal mechanism of program coordination is needed. Otherwise wasteful duplication may occur, necessary activities may be neglected, and the end result may be millions of dollars expended and little accomplished.

Congress recognized the lack of coordination among Federal agencies that fund juvenile crime prevention programs and in 1971 amended the Juvenile Delinquency Prevention and Control Act of 1968 to create the Interdepartmental Council to Coordinate All Federal Juvenile Delinquency Prevention Programs.⁹

The original Council was composed of representatives of 10 Federal agencies: Department of Justice; Department of the Interior; Department of Agriculture; Department of Labor; Department of Health, Education, and Welfare; Department of Housing and Urban Development; Department of Transportation; Office of Management and Budget; Office of Economic Opportunity; and the Special Action Office for Drug Abuse Prevention. The Attorney General was the chairman, and delegated that function to the LEAA administrator.

⁹ *The Juvenile Justice and Delinquency Prevention Act of 1974 modifies somewhat the composition of the Council but retains its central purpose and functions.*

The Council was required to meet a minimum of six times a year. Its goals were to (1) coordinate all Federal juvenile delinquency programs at all levels of government—Federal, State, and local and (2) search for measures that would have an immediate impact on the prevention and reduction of youth crime.

One of the more significant activities undertaken by the Council during fiscal year 1974 was developing a plan to test its coordination theories through actual programs at selected target sites.

Two sites which requested assistance beyond the scope of any single Federal agency were chosen. They were the South Bronx in New York City, and Compton, Calif. Both areas experience high juvenile crime rates, low reading levels, excessive school truancy, and high dropout rates. These problems are somewhat more acute in Compton, where the average age of residents is only 19.

The approach that the Council proposed at the two sites is one that addressed both the individual child and the various systems and institutions with which he may come in contact. The project activities were to concentrate in five areas: health, education, inter- and intrapersonal relations (how the youth deals with himself and others), life activities (recreation, employment, etc.), and environment.

The overall objectives of the projects would be to:

- Demonstrate the viability of the Council as a vehicle for coordinating Federal juvenile justice programs.
- Demonstrate the viability of a specific juvenile justice con-

cept as a vehicle for problem solving.

Demonstrate the viability of developing a general set of processes, programs, and standards for solving juvenile justice problems.

Provide feedback to the cabinet level of the Federal Government regarding administrative, statutory, and regulatory changes that may be needed to improve the delivery of Federal services.

Juvenile Justice Demonstration Projects

Since its establishment in January 1974, LEAA's Juvenile Justice Division has developed a number of demonstration projects that contain strong evaluation components and the potential for wide applicability for those that prove successful in accomplishing their established quantifiable goals.

Several of the new projects will concentrate on improving the delivery of services to troubled youths. Included in this category are youth services bureaus that will provide a number of comprehensive and coordinated services to delinquent and potentially delinquent youths. Also among the new projects are school- and employment-related programs. Two of the projects are court-related.

A brief description of some of the new projects follows.

Metropolitan School-Based Delinquency Prevention Program. A grant to the Rock Island, Ill., Board of Education has supported the initiation in five secondary schools in Rock Island of a delinquency prevention program that is expected to become a permanent resource for the community. The goals of the program are to: (1) reduce court petitions of students by

50 percent, (2) reduce the drop-out rate by 35 percent, and (3) reduce the number of violent incidents in schools by 50 percent. The primary participants in the program are students attending the five secondary schools. Students returning from juvenile institutions and youths referred by police, courts, and youth service agencies also are invited to attend group meetings. Approximately 1,000 students are expected to participate in the current phase of the program.

□ Juvenile Justice-Public Welfare Systems Coordination. This project will assist in the development of service delivery models that coordinate juvenile justice and public welfare services for juveniles. A principal objective will be to assure that referral options that can prevent the youth's further penetration into the criminal justice system are available and properly utilized. Five sites across the country have been chosen for project implementation (Jefferson County, Colo.; Pierce County, Wash.; Charleston County, S.C.; Chattam County, Ga.; and Providence, R.I.). The grantee is the American Public Welfare Association.

□ Diversionary Juvenile Court Intake Screening. This project is a State block supplement award to the Wisconsin SPA to establish a specialized intake staff in juvenile courts in seven of the State's most populous counties. These counties have made a commitment to use the intake staff for diversion of non-criminal status offenders and for diversion of at least 15 percent of minor criminal offense referrals at the point of juvenile court intake.

□ Henry Street Supported Employment Diversionary Program for Criminal Justice System-Involved Adolescents. This project for adolescents who have entered the juvenile court system will provide closely supervised group employment in a

controlled setting where performance and production demands are made clear and the participant is continually made aware of his or her progress. Counseling, education, recreation, and other services and activities will be provided in conjunction with the employment aspects of the project. Work projects proposed include the design and construction of a small park or playground for the Lower East Side of New York and work in the patient-service areas at a local hospital. The grantee is the Henry Street Settlement, Urban Life Center, in New York.

□ The National Center for Juvenile Justice. The center was created in 1973 for the purposes of compiling information and statistics and conducting and coordinating research and demonstration projects. The development of standards and procedures to make the juvenile justice system more effective in dealing with youth problems is also part of the center's work. The LEAA grant will enable the center to continue its previous efforts, to offer technical assistance in implementing successful procedures, and to disseminate on a broad scale information and research findings in juvenile justice. The center is the research arm of the National Council of Juvenile Court Judges. It is located in Pittsburgh, Pa.

Juvenile Justice Research

Basic research in juvenile-crime-related issues is an integral part of LEAA's new Juvenile Justice Initiative. The nature and causes of juvenile crime, juvenile treatment programs, alternatives to incarceration, and juvenile justice organization and administration are among the topics being examined by the National Institute of Law Enforcement and Criminal Justice. The results of the

Institute's research will help determine the direction of future LEAA juvenile crime prevention and reduction efforts.

During fiscal 1974, the Institute awarded almost \$2 million for juvenile justice research, and it established a separate Juvenile Delinquency Division to administer the research effort. This division maintains close liaison with the Juvenile Justice Division of the Office of National Priority Programs.

Three of the Institute's fiscal year 1974 research projects are described briefly below.

□ A project to evaluate the Effects of Alternatives to Incarceration is now underway in Massachusetts. As stated earlier, that State has taken steps to close most of its juvenile corrections institutions (including training and reform schools) and replace them with community-based programs such as foster care, group homes, half-way houses, and day care. Since 1969, the Center for Criminal Justice at Harvard Law School has been evaluating the Massachusetts experience to determine the effectiveness of the new community-based programs. The center is studying the progress of more than 400 youths who have been processed by the Massachusetts Department of Youth Services since January 1973. Using the criterion of court appearances during a six-month period, preliminary findings show a recidivism rate of 24 percent for boys and 30 percent for girls, compared with earlier rates of 49 to 61 percent for boys and 13 to 27 percent for girls in traditional training school settings. Current research, based on a larger sample of juveniles over a longer period of time and including information on the

nature and seriousness of recidivist offenses, must be included before definitive statements can be made on the effectiveness of the alternative programs in reducing recidivism.

The Institute has funded a study to determine the extent and seriousness of juvenile gang violence. The Center for Criminal Justice at Harvard Law School is conducting the study, entitled Youth Gang Violence. There is evidence that gang violence, which was prevalent in the 1950's, is reemerging as a serious contemporary crime problem. Despite the seriousness of this problem, accurate and reliable national level information on the number, size, and location of youth gangs has never been collected. To remedy this, the center will attempt to collect a large amount of information on youth gangs in 12 cities. Included in this information will be the number of gangs, their sizes, the character and frequency of their violent activities, and their relationships to other gangs and to adult groups.

The National Assessment of Juvenile Corrections project is designed to identify the range and variety of juvenile delinquency corrections programs throughout the country. The project will also study the organizational structure and functions of the 50 State juvenile justice systems and will survey a sample of more than 400 juvenile courts. The project will survey intensively approximately 100 correctional service units in 10 States. The grantee is the University of Michigan.

Other Institute research projects include a project to develop juvenile justice standards, a juvenile diversion program in Sacramento County, Calif., and a project to study the nature and causes of juvenile delinquency. More detailed descriptions of these projects

are contained in the fiscal year 1974 annual report published by the Institute.

A Look Ahead

Early in fiscal year 1975, President Ford signed into law major new legislation aimed at the prevention and reduction of juvenile crime and delinquency. The Juvenile Justice and Delinquency Prevention Act of 1974 provides for the development and coordination of juvenile justice resources at all levels of government under strong Federal leadership directed by LEAA.

Following are the act's principal provisions:

- Establishes a new Office of Juvenile Justice and Delinquency Prevention within LEAA.
- Establishes within this office a National Institute for Juvenile Justice to serve as a center for data collection and dissemination, evaluation, research, training, and standards development.
- Establishes a Coordinating Council on Juvenile Justice and Delinquency Prevention to coordinate all Federal juvenile delinquency programs.
- Establishes a National Advisory Committee for Juvenile Justice and Delinquency Prevention to make recommendations regarding the planning, policy, and operation of all Federal juvenile justice programs.
- Establishes a mechanism for the provision of Federal assistance to States and localities to encourage the development of comprehensive juvenile justice programs and services.

Organized Crime



Juvenile Justice Projects

Title: Metropolitan School-Based Delinquency Prevention Program
Grant Number: 75-DF-99-0018
Award Amount: \$168,454
Office of Initiation: ONPP-Juvenile Justice Division
Grantee Name and Location: Rock Island Board of Education, 541 21st Street, Rock Island, Ill. 61201

Title: Juvenile Justice-Public Welfare Systems Coordination
Grant Number: 75-DF-99-0004
Award Amount: \$285,840
Office of Initiation: ONPP-Juvenile Justice Division
Grantee Name and Location: American Public Welfare Association, 1155 16th Street, N.W., Suite 20, Washington, D.C. 20036

Title: Diversionary Juvenile Court Intake Screening
Grant Number: 74-ED-05-0005
Award Amount: \$622,620
Office of Initiation: ORO-Region V
Grantee Name and Location: Wisconsin Council on Criminal Justice, 122 West Washington Avenue, Madison, Wis. 53702

Title: Henry Street Supported Employment Diversionary Program for Criminal Justice System-Involved Adolescents
Grant Number: 75-ED-99-0006
Award Amount: \$181,104
Office of Initiation: ONPP-Juvenile Justice Division
Grantee Name and Location: Henry Street Settlement-Urban Life Center, 265 Henry Street, New York, N.Y. 10002

Title: National Center for Juvenile Justice
Grant Number: 75-DF-99-0014
Award Amount: \$199,135
Office of Initiation: ONPP-Juvenile Justice Division
Grantee Name and Location: National Center for Juvenile Justice, 1309 Cathedral of Learning, Pittsburgh, Pa. 15260

Title: Evaluation of Effects of Alternatives to Incarceration
Grant Number: 74-NI-99-0044
Award Amount: \$199,808
Office of Initiation: NILECJ
Grantee Name and Location: Center for Criminal Justice-Harvard Law School, Cambridge, Mass. 02138

Title: Youth Gang Violence
Grant Number: 74-NI-99-0047
Award Amount: \$48,890
Office of Initiation: NILECJ
Grantee Name and Location: Center for Criminal Justice-Harvard Law School, Cambridge, Mass. 02138

Title: National Assessment of Juvenile Corrections
Grant Number: 75-NI-99-0010
Award Amount: \$791,057
Office of Initiation: NILECJ
Grantee Name and Location: University of Michigan, 2008 Administration Building, Ann Arbor, Mich. 48104

Key

NILECJ—National Institute of Law Enforcement and Criminal Justice
ONPP—Office of National Priority Programs
ORO—Office of Regional Operations

Since the days of Prohibition, the activities of organized crime¹ have been widely publicized, documented, chronicled, and even romanticized in popular fiction and film.

Many law enforcement officials, as well as a large segment of the public, believed that the problem of organized crime would be largely solved when the manufacture and sale of alcoholic beverages were again legalized. That prediction failed to take into account the enormous power, ingenuity, and tenacity of many underworld figures.

Since the repeal of Prohibition, organized crime has gained a strong foothold in gambling, drug trafficking, loan sharking, and other unlawful activities.

The money collected by organized crime in supplying illegal goods and services is estimated at \$50 billion a year in gross revenues with a net profit estimated at \$10 billion.

These huge profits are regularly invested in legitimate busi-

ness. Research has shown that the infiltration of organized crime into the Nation's industrial and business community is extensive. Organized crime employs illegitimate and unfair methods to gain illegal profits. Such tactics as monopolization, extortion, tax evasion, bribery, unfair labor practices, unfair competitive techniques, and even terrorism are used by organized crime to gain control of legitimate businesses.

The influence of organized criminal activities in society can be felt through higher taxes, higher insurance rates, higher consumer prices, and a loss of integrity in some public and business officials.

The control of organized crime and its corrupting influence is now receiving a high priority from Federal, State, and local law enforcement and criminal justice agencies. The increase in the investigation and prosecution of members of organized criminal groups has resulted in an increased awareness by the public of the vast

¹ *Organized crime is defined by Congress in the Omnibus Crime Control and Safe Streets Act of 1968 as "the unlawful activities of the members of a highly organized, disciplined association engaged in supplying illegal goods and services, including but not limited to gambling, prostitution, loan sharking, narcotics, labor racketeering and other unlawful activities of members of such organizations."*

economic and social harm caused by the activities of organized crime.

Combating Organized Crime

Organized crime is national and even international in scope; its perpetrators regularly cross State lines and engage in interstate commerce through such activities as the shipment of funds and goods from one State to another, the purchase of firearms from out-of-State, and the conducting of many activities by telephone. The control of organized crime of an interstate and international nature is largely the responsibility of the Federal Government.

But organized crime is rooted deep in certain communities in the United States, and its control at this level is primarily the responsibility of State and local law enforcement.

Federal Role

The Department of Justice is one of the primary Federal agencies concerned with the identification, apprehension, and prosecution of organized crime figures. Within the Department a number of sections have various organized crime fighting responsibilities. Briefly they are the following:

- The Criminal Division administers the Federal strike forces (discussed below) and prosecutes individuals accused of violating Federal statutes relating to organized crime.
- The Federal Bureau of Investigation performs investigative and intelligence-gathering functions.
- The Drug Enforcement Administration conducts national and international investigations of drug trafficking.
- The Immigration and Naturalization Service investigates organized crime figures who are aliens or naturalized citizens to determine if they have violated immigration or naturalization statutes.

- The Tax Division conducts criminal and civil litigation involving violations of tax laws by organized crime elements.
- The Law Enforcement Assistance Administration provides financial and technical assistance to help States and localities combat organized crime.

Among other Federal agencies with important organized crime control responsibilities are the Department of the Treasury, which includes the Internal Revenue Service and the Bureau of Customs; the United States Postal Service; the Department of Labor; the Federal Communications Commission; the Securities and Exchange Commission; and the Department of Transportation.²

State and Local Organized Crime Control Activities

In the Omnibus Crime Control and Safe Streets Act of 1968 the Congress directed LEAA to encourage and assist State and local governments in establishing programs for "the organization, education, and training of special law enforcement and criminal justice units to combat organized crime, including the establishment and development of State organized crime prevention councils, the recruiting and training of special investigative and prosecutorial personnel, and the development of systems for collecting, storing, and disseminating information relating to the control of organized crime."

In response to this mandate, LEAA established an Organized Crime Program designed to assist State and local governments develop and implement the countermeasures needed to identify, contain, reduce, eliminate, and prevent organized criminal activity.

The LEAA Program

State and local efforts to counter organized crime have increased steadily since fiscal year 1969. That year approximately \$1.3 million in LEAA funds were allocated to organized crime control activities. By the end of fiscal year 1974, more than \$50 million in LEAA funds had been allocated to combat organized crime.

On the national level LEAA's Office of Regional Operations works with the 10 Regional Offices in developing and administering LEAA's organized crime discretionary grants. The Organized Crime Section of ORO also develops, processes, and monitors grants made under the prosecutor's training program. In addition, the section and the Regional Offices provide technical assistance to State and local criminal justice agencies.

During fiscal year 1974, ORO awarded 30 organized crime discretionary grants totaling \$7,403,310, which represented a 59 percent increase over the previous fiscal year's funding level. Grants were awarded for intelligence gathering, investigation, prosecution, training, organized crime prevention councils, and corruption control.

A sampling of recent organized crime discretionary, training, and technical assistance projects follows.

State Organized Crime Prevention Councils. The Crime Control Act of 1973 encourages the States to establish organized crime prevention councils. Presently 17 States have formed such councils; seven of these are funded with LEAA discretionary money and the rest with block grant funds. During fiscal year 1974, LEAA provided funds for a National Conference of State Organized Crime Prevention Councils. The conference, held in Indiana during October 1974, brought together representatives from State councils as well as observers from States that do not yet have councils. The conference provided a forum for the development of organized crime standards and goals for the operation of organized crime prevention councils, provided training for participants, and increased cooperation among participating agencies.

² For a complete account of Federal activities regarding organized crime, see Attorney General's First Annual Report on Federal Law Enforcement and Criminal Justice Assistance Activities (Government Printing Office, 1972).

Prosecutor Assistance. A \$1.4 million grant is helping establish coordination between the attorney general of Illinois and local prosecutors to develop a systematic method of increasing the successful use of specific criminal statutes in organized crime cases. The project created two bureaus in the attorney general's office:

□ The Prosecution Assistance Bureau assesses the needs of local prosecutors and provides assistance designed to upgrade local prosecutorial ability in organized crime cases.

□ The Financial Crimes Bureau provides increased and innovative investigations of complex financial crimes, such as securities violations, insurance violations, State fund misappropriations, and credit frauds.

A project entitled Special Prosecutorial and Investigative Assistance was a three-phase effort that emphasized white collar organized crime in Wisconsin. The latest phase involved a probe of the tax liabilities of underworld figures, the use of consumer protection laws, and investigations of government corruption, large-scale fencing operations, and commercial gambling activities. The Wisconsin attorney general directed the project.

Prosecutor Training. During fiscal year 1974, the National College of District Attorneys conducted five Organized Crime Seminars for Prosecuting Attorneys. Approximately 350 State and local prosecutors and investigators participated in the seminars, which dealt with such topics as the use of the investigative grand jury, the development of an organized crime unit in a prosecutor's office, electronic surveillance, and intelligence gathering and dissemination.

Another grant was awarded to the National Association of Attorneys General to present eight, two-day Organized Crime Prosecution Training Sessions on official corruption and on the use of antitrust and tax statutes to combat organized crime.

Joint Organized Crime Strike Forces. Federal organized crime strike forces were developed in 1967 and are currently operating in 18 cities. They are coordinated by the Department of Justice and are composed of personnel from the Department and from other Federal agencies.

During fiscal year 1974, LEAA funded three projects designed to increase the participation of State and local agencies in strike force activities. The purpose of the three grants, one in Massachusetts and two in New York, is to combine Federal, State, and local forces in organized crime investigations and to train State and local law enforcement agencies in strike force techniques. The LEAA funds provided for these projects are used to support State and local expenses only.

State Projects

The following is a sample of projects funded at the State level with LEAA discretionary funds:

□ In Colorado, LEAA awarded \$154,625 to develop an Organized Crime Strike Force to prosecute individuals connected with organized crime activities in that State. Areas of special attention are major drug distributors, traffickers in stolen property, the infiltration of legitimate business, the corruption of public officials, gambling, labor union infiltration, loan sharking, and white collar crime.

An Ohio project entitled Regional Training in Organized Crime Detection and Enforcement is training personnel in organized crime investigation and court preparation procedures. The grantee is the Ohio Organized Crime Prevention Council.

□ In Maryland, LEAA awarded \$182,131 to develop an Organized Crime Intelligence Unit. The unit enables the Maryland State Police to gather, analyze, investigate, and disseminate pertinent data on a need-to-know basis. Necessary coordination is being carried out at the Federal, regional, State, and local levels.

□ In California, a tactical organized crime and intelligence unit composed of investigators, clerical support, and deputy district attorneys has county-wide authority unhampered by jurisdictional boundaries. The unit is an addition to the existing San Diego Organized Crime Prevention Program.

In Connecticut, a project entitled Statewide Organized Crime Investigative Task Force is coordinating all investigative activities carried out by other State agencies that involve organized criminal activity to a certain extent.

Anatomy of a Scam

Organized crime's manipulation of planned bankruptcies annually steals millions of dollars from an unsuspecting public. This is one of the conclusions of a study on the infiltration of organized crime in a New York City packing company. The \$2,500 study was financed by LEAA's National Institute of Law Enforcement and Criminal Justice.

In a bankruptcy fraud, or a "scam" in underworld parlance, a business front buys large quantities of merchandise on credit, sells it surreptitiously, and does not pay back its creditors. The business is then allowed to go bankrupt. In an investigation that took nine years to settle, the scam operators in this case were indicted and found guilty of a conspiracy to violate the bankruptcy laws.³

³ Edward J. DeFranco, *Anatomy of a Scam: A Case Study of a Planned Bankruptcy by Organized Crime* (Government Printing Office, 1973).

Controlling drug abuse



Organized Crime Projects

Title: National Conference on State Organized Crime Prevention Councils
Grant Number: 74-TA-99-0010
Award Amount: \$53,261
Office of Initiation: ORO—Organized Crime Section
Grantee Name and Location: Indiana Organized Crime Prevention Council, 400 East 7th Street, Bloomington, Ind. 47401

Title: Financial Crime Bureau/Prosecution Assistance Bureau
Grant Number: 74-DF-05-0016
Award Amount: \$1,401,000
Office of Initiation: ORO—Region V
Grantee Name and Location: Attorney General of Illinois, 188 West Randolph Street, Chicago, Ill. 60601

Title: Special Prosecutorial and Investigative Assistance
Grant Number: 72-DF-05-0033, 73-DF-05-0016
Award Amount: \$220,000
Office of Initiation: ORO—Organized Crime Section
Grantee Name and Location: Wisconsin Department of Justice, 114 E. Capitol, Madison, Wis. 53702

Title: Organized Crime Seminars for Prosecuting Attorneys
Grant Number: 73-PT-99-0001/73-TN-99-0004
Award Amount: \$155,890
Office of Initiation: ORO—Organized Crime Section
Grantee Name and Location: National College of District Attorneys, College of Law, University of Houston, Houston, Tex. 77004

Key

NILECJ—National Institute of Law Enforcement and Criminal Justice
 ORO—Office of Regional Operations

Title: Organized Crime Prosecution Training Sessions
Grant Number: 73-PT-99-0002
Award Amount: \$124,110
Office of Initiation: ORO—Organized Crime Section
Grantee Name and Location: National Association of Attorneys General, Committee on the Office of Attorney General, 1516 Glenwood Ave., Raleigh, N.C. 27608

Title: Massachusetts Organized Crime Strike Force
Grant Number: 74-DF-99-0007
Award Amount: \$400,000
Office of Initiation: ORO—Organized Crime Section
Grantee Name and Location: Massachusetts Committee on Criminal Justice, 80 Boylston Street, Boston, Mass. 02116

Title: Joint Strike Force for the Eastern District of New York
Grant Number: 74-DF-02-0007
Award Amount: \$200,000
Office of Initiation: ORO—Region II
Grantee Name and Location: Eastern District of New York Joint Strike Force, 35 Tillary Street, Brooklyn, N.Y. 11201

Title: Joint Strike Force Against Organized Crime for the Southern District of New York
Grant Number: 74-DF-02-0004
Award Amount: \$200,000
Office of Initiation: ORO—Region II
Grantee Name and Location: Southern District of New York Joint Organized Crime Strike Force, 25 Federal Plaza, New York, N.Y. 10007

Title: Organized Crime Strike Force
Grant Number: 74-DF-08-0009
Award Amount: \$154,625
Office of Initiation: ORO—Region VIII
Grantee Name and Location: Colorado Attorney General, Department of Law, 104 State Capitol Building, Denver, Colo. 80203

Title: Regional Training in Organized Crime Detection and Enforcement
Grant Number: 74-DF-05-0012
Award Amount: \$98,310
Office of Initiation: ORO—Region V
Grantee Name and Location: Ohio Organized Crime Prevention Council, 8 East Long Street, Suite 524, Columbus, Ohio 43215

Title: Organized Crime Intelligence Unit
Grant Number: 74-DF-03-0019
Award Amount: \$182,131
Office of Initiation: ORO—Region III
Grantee Name and Location: Department of Public Safety and Correctional Services, Maryland State Police Headquarters, Pikesville, Md. 21208

Title: San Diego County Organized Crime Prevention Program
Grant Number: 74-DF-09-0025
Award Amount: \$171,742
Office of Initiation: ORO—Region IX
Grantee Name and Location: Office of the District Attorney, County of San Diego, 220 West Broadway, San Diego, Calif. 92101

Title: Statewide Organized Crime Investigative Task Force (SOCITF)
Grant Number: 72-DF-01-0042
Award Amount: \$220,859
Office of Initiation: ORO—Region II
Grantee Name and Location: Connecticut State Police Department, 100 Washington Street, Hartford, Conn. 06115

Title: *Anatomy of a Scam* (publication)
Grant Number: NI-71-143-PO
Award Amount: \$2,500
Office of Initiation: NILECJ
Grantee Name and Location: Edward J. DeFranco, Ph.D., New York State Identification and Intelligence System, Stuyvesant Plaza, Albany, N.Y. 12203

Drug abuse continues to be a national problem and a national tragedy. The number of drug-related deaths in 1973 is estimated at 1,266, the number of heroin addicts at more than 250,000.¹ These figures are lower than in previous years, but they still represent a sad waste of human potential and lives.

Not only are individual addicts or abusers and their families affected. Society as a whole suffers. To finance their habits certain drug users may turn to drug trafficking or to burglary, robbery, prostitution, and shoplifting. The crimes pose a threat to society.

Federal Strategy

There is no one quick solution to the problem of drug abuse. The response must include efforts to inhibit the supply of drugs, to stop their traffic, to treat drug users, and to educate citizens against illicit drug use. The Federal strategy to reduce and eliminate drug abuse contains all these elements.

¹ Figures supplied to LEAA by the Special Action Office on Drug Abuse Prevention.

² Drug Abuse Office and Treatment Act of 1972 (Public Law 92-255).

Because drug abuse is both a medical and a criminal justice problem, it calls for both treatment and law enforcement programs. There are a number of Federal agencies, of which LEAA is one, that share in this overall responsibility.

Prevention and Treatment

The Special Action Office for Drug Abuse Prevention, created in 1972,² coordinates Federal drug abuse prevention and treatment efforts. Some of that responsibility is now being assumed by the National Institute of Drug Abuse, which is part of the Department of Health, Education, and Welfare. NIDA, which also was created by the 1972 legislation, has primary operating and funding responsibility for Federal drug abuse prevention programs, including those that were handled in the past by the National Institute of Mental Health.

Several other Federal agencies have drug treatment and prevention programs for specialized populations. These include the Department of Defense, the Veterans Administration, and the Bureau of Prisons.

Enforcement

The principal Federal agency for drug law enforcement is the Drug Enforcement Administration, which is part of the Department of Justice. It was created in July 1973 by Presidential Reorganization Plan No. 2. DEA combines the functions formerly performed by elements of the Department of Justice and of the Department of the Treasury that had drug enforcement responsibilities.

Efforts to curtail international drug trafficking are coordinated by the Cabinet Committee on International Narcotics Control, under the chairmanship of the Secretary of State. The Committee formulates and oversees implementation of all Federal policies in this area and works to obtain the cooperation and assistance of foreign governments and international organizations in controlling drug cultivation, production, and trafficking.

LEAA's Role

LEAA and the Special Action Office together determined that LEAA's role in drug abuse control should emphasize criminal justice related programs rather than education, treatment, and prevention. Thus, LEAA has discontinued discretionary funding in the last three areas, except for treatment programs within correctional institutions. Federal funding of treatment and prevention programs is now primarily the responsibility of NIDA.

The SPA's, however, may still continue to fund treatment and prevention programs. This is consistent with LEAA policy that States should designate their own priorities and devise appropriate programs of enforcement, training, prevention, treatment, and rehabilitation.

During fiscal year 1974, LEAA established for the first time a program desk for narcotics and drug abuse within the Office of Regional Operations. Its function is to provide coordination and a tight policy review of LEAA drug programing. It reflects LEAA's continuing and expanded commitment to reducing drug abuse.

LEAA allocated in fiscal year 1974 more than \$51 million in block and discretionary funds for drug abuse enforcement and prevention programs. Approximately \$17 million of this was discretionary funds; the remaining \$34 million was block action funds.

The discretionary share of the funds was divided as follows:

Enforcement	\$14,323,000
Institutional	
Treatment	312,000
Training	4,000
Planning and	
Research	38,000
Treatment Alternatives to	
Street Crime	1,891,000
TOTAL	\$16,568,000

The block action share was spent as follows:

Enforcement	\$15,350,000
Education/	
Prevention	2,730,000
Community-Based	
Treatment	13,128,000
Institutional	
Treatment	2,316,000
Training	29,000
Planning and	
Coordination	1,192,000
TOTAL	\$34,745,000

The figures represent only those grants that clearly identify narcotics enforcement or drug abuse prevention as either a primary function, the entire grant, or a distinct section of a larger grant. These figures do not include funds from grants primarily directed to other projects but including a narcotics law enforcement or drug abuse prevention element. The figures are, therefore, somewhat understated.

Programs supported by discretionary funds were funded and monitored jointly by LEAA headquarters and the regional offices. Starting in fiscal year 1975, all drug programs will be reviewed for policy and coordinated by LEAA headquarters. The regional offices, however, will still initiate, award, and monitor programs.

Programs supported by LEAA headquarters and the regional offices in fiscal year 1974 were in four major program areas, to wit:

1. The Treatment Alternatives to Street Crime Program.
2. Support of DEA projects.
3. Support of Metropolitan Enforcement Groups.
4. The New York Narcotics Court Program.

Each of these is discussed briefly below.

Treatment Alternatives to Street Crime

Drug abuse and narcotic addiction are among the factors that contribute to street crime. Urban jails are filled with drug abusers and addicts; a study of a group of approximately 1,000 people arrested in Dale County, Fla., revealed that 57.8 percent of these individuals

admitted regular drug use, excluding alcohol.³ Addicts are arrested and rearrested. Of a group of 3,600 addict offenders studied in New York City, 98 percent had prior arrest records, and 35 percent had been arrested five or more times.⁴

It appears, therefore, that a relatively small addict population may be responsible for a disproportionately large percentage of street crime. Treating these individuals should help them break the cycle of addiction, crime, and arrest.

TASC was developed to identify addicts entering the criminal justice system and to channel those eligible for release into treatment programs. TASC links the criminal justice system to the health care delivery service system. It uses the leverage of the criminal justice system to move the addict into treatment and to motivate him or her to stay there. The TASC tracking component keeps the court informed of any client violations of TASC success/failure criteria.

The program was designed to meet three basic goals:

1. To identify and refer individuals to appropriate treatment programs prior to trial or subsequent to conviction.
2. To decrease the problems caused in detention facilities by arrested addicts who manifest signs of withdrawal.
3. To assist drug-dependent persons who are accused of crime to become self-sufficient law-abiding persons.

Wane C. McBride and Robert S. Weppner, TASC Epidemiology Report, published by Metropolitan Dade County Addiction Treatment Agency (May 1974).

Figures supplied to LEAA by the New York State Drug Abuse Control Commission.

System Sciences, Inc., Comparative Evaluation of Five TASC Projects (June 1974).

TASC was developed by the Special Action Office in 1971. LEAA funded the original programs, and NIMH coordinated treatment services. By the end of fiscal year 1972, there were six LEAA-funded operational projects costing \$4.9 million. LEAA funded four additional projects in fiscal year 1973 at a cost of \$2.3 million; NIDA funded nine such projects. During fiscal year 1974, LEAA funded seven projects, bringing the total number to 26. LEAA expenditures for TASC in fiscal year 1974 totaled \$1.9 million.

Beginning in fiscal year 1975, LEAA will assume full program management responsibility for all TASC projects including those still funded by NIDA. LEAA also will fund all future TASC demonstration projects.

The 18 TASC projects that were operational at the close of fiscal year 1974 have referred almost 5,000 addict offenders to treatment. During the second six months of fiscal year 1974, TASC placed an average of 500 offenders in treatment each month. By the end of fiscal year 1975, almost 15,000 addicts will have been placed in treatment. In several cities, TASC projects are responsible for placing up to 60 percent of all drug treatment admissions.

An evaluation of the first five TASC projects in Wilmington, Del., Philadelphia, Pa., New York, N.Y., Cleveland, Ohio, and Indianapolis, Ind., undertaken at the request of the Special Action Office by a team of outside professional evaluators,

concluded that the program appears to be meeting its goals. The team reported that:

In general, the TASC concept and programs have been successful in their goals of identifying and treating drug addicts previously unknown to the treatment system, reducing recidivism rates and drug use in the addict population, decreasing overall costs within the criminal justice system, and reducing the costs to society of addict crime and lack of productivity. Recidivism rates range from 5.6 to 13.2 percent. This is a large decrement in current rates and provides an important justification for the existence and expansion of TASC programs.⁵

Future plans for expansion include the creation of projects in States that are not at present served by TASC. With the funding of 10 or 15 additional projects, TASC will have a model in every State that has a significant drug problem.

Cooperation with DEA

LEAA's grant programs for drug abuse control emphasize enforcement. Because DEA has related responsibilities, the two Agencies frequently work together to coordinate programs and policies. LEAA also supports several DEA programs with grant funds.

In April 1974 the Administrators of LEAA and DEA signed a memorandum of agreement that established a mechanism for developing a comprehensive strategy for their joint efforts in drug control. The two Agencies agreed to establish a Joint Planning and Policy Review Group, composed of three members from each Agency, that meets at the call of either LEAA or DEA.

Among the DEA programs that LEAA supports are the following:

□ **DEA Task Forces.** These are supported with funds from the National Institute of Law Enforcement and Criminal Justice. In fiscal year 1974 LEAA support was approximately \$7 million. During the fiscal year there were about 40 such task forces, composed of representatives of Federal, State, and local governments. The task forces operate across jurisdictional lines to combat local and regional narcotics networks.

□ **Diversion Investigation Units.** Diversion of drugs from legitimate outlets such as pharmacies and hospitals to the illicit drug market contributes significantly to the drug abuse problem. To counteract this, LEAA, in cooperation with DEA, has funded 10 Diversion Investigation Units. These operate at the State level and are composed of representatives from enforcement and professional regulatory agencies and a DEA special agent. In fiscal year 1974 LEAA contributed approximately \$3 million to their support.

Metropolitan Enforcement Groups

Metropolitan Enforcement Groups are multijurisdictional narcotics units established by police agencies within a metropolitan area. Unlike individual agencies, a MEG can cross jurisdictional lines; it also can reduce duplication of enforcement efforts in narcotics control. During fiscal year 1974 LEAA funded eight MEGs, half of which became part of the San Francisco regional office's drug enforcement network. The primary source of MEG funding has been State block grant funds.

The Narcotics Court Program

New York regional office funds support 12 narcotic courts in New York City. Because the courts only hear narcotic cases, they allow speedy and specialized prosecution. The project hopes that it will reduce the distribution of narcotics in New York City by demonstrating the ability of the law to deal swiftly and aptly with narcotic offenses. LEAA funds to support the courts totaled \$5 million in fiscal year 1974.

Criminal Justice Research



LEAA supports criminal justice research to develop knowledge to improve the daily operations of police, courts, and corrections agencies throughout the Nation. It also supports efforts to disperse that knowledge to the agencies that can best use it.

Criminal justice researchers work under the auspices of LEAA's National Institute of Law Enforcement and Criminal Justice to find answers to questions such as:

What type of police patrol is the most effective in preventing crime?

How can courts reduce their backlog?

How well do community-based corrections programs work?

How can scientific and technological advances be applied to criminal justice?

Knowledge gained as a result of criminal justice research enables planners to devise more successful crime reduction programs and to learn from the experience of others. For example, Massachusetts recently closed most of its large juvenile

corrections institutions. If extensive research and evaluation were not conducted to determine the consequences of this action, the State would never know whether or not it had acted wisely, and other States contemplating the same move would have no reliable data on which to base their decision.¹

The need for criminal justice research was expressed by the President's Commission on Law Enforcement and Administration of Justice in 1967:

The Commission has found and discussed many needs of law enforcement and the administration of criminal justice. But what it has found to be the greatest need is the need to know. America has learned the uses of exploration and discovery and knowledge in shaping and controlling its physical environment, in protecting its health, in furthering its national security, and in countless other ways. . . . But this revolution of scientific discovery has largely bypassed the problems of crime and crime control. . . . There is virtually no subject connected with crime or crim-

¹ The Massachusetts project is discussed in the "Juvenile Justice" chapter in this report.

inal justice into which further research is unnecessary.²

Responding to this need, the Congress included a provision in the Omnibus Crime Control and Safe Streets Act of 1968 that established the National Institute of Law Enforcement and Criminal Justice within LEAA.

There had been limited criminal justice research conducted in the United States prior to the establishment of the National Institute. Scattered but valuable work was being done in such centers as the University of California, the University of Pennsylvania, Georgetown University, and the Vera Institute in New York City. Individual scholars carried on independent research, some of it pioneering. Support was provided by only a few organizations, such as the Ford Foundation and the National Council on Crime and Delinquency. Within the Federal Government, there was little research activity devoted to criminal justice and almost no financial support for it.

The establishment of the National Institute provided a mechanism for stimulating and coordinating criminal justice research on a national level. The National Institute's research program also complements the work of other Federal agencies, such as the Center for Studies of Crime and Delinquency at the National Institute of Mental Health.

² *President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society (Government Printing Office, 1967), p. 273.*

Since its creation in 1968, Institute activities have grown considerably in scope. The Institute's work encompasses research aimed at developing methods to reduce specific crimes, basic research into the nature and cause of crime and delinquency, the evaluation of crime reduction programs, the application of scientific and technological advances to criminal justice, and the transfer and dissemination of research findings to criminal justice agencies around the country and throughout the world.

The Crime Control Act of 1973 further expanded the role of the Institute by assigning it authority to:

1. Develop training programs for criminal justice personnel.
2. Establish an international clearinghouse to collect and disseminate criminal justice information, including data on such problems as skyjacking, drug trafficking, and terrorism.
3. Where possible, evaluate LEAA's programs and projects.

As the 1973 act assigned the Institute the responsibility for reporting separately to the Congress, this report does not contain a detailed description of Institute activities during fiscal year 1974. Instead, this chapter contains an excerpt from the National Institute report to give the reader an overview of the Institute's fiscal year activities.

Annual Report of the National Institute of Law Enforcement and Criminal Justice

The following is an excerpt from the introduction to the *First Annual Report of the National Institute of Law Enforcement and Criminal Justice*. Single copies of the report can be obtained from the National Criminal Justice Reference Service, Law Enforcement Assistance Administration, Department of Justice, Washington, D.C. 20531; or from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402.

The National Institute

"Congress made specific provision for a research institute 'under the general authority' of LEAA in the Omnibus Crime Control and Safe Streets Act of 1968. The 1967 report of the President's Commission on Law Enforcement and Administration of Justice had identified research as an important priority, and Congress was concerned that law enforcement appeared unaffected by the scientific and technological revolutions that were improving other areas of American life. To encourage research and development efforts in the criminal justice area and to assure that these efforts

would be coordinated on a nationwide basis, Congress created the National Institute of Law Enforcement and Criminal Justice.

"The National Institute began operations in October 1968 with a skeleton staff of four and a budget of \$2.9 million. Its responsibilities included the identification of research needs, the awarding of grants and contracts to researchers throughout the country, the evaluation of research results, and the dissemination of the findings to State and local criminal justice agencies.

"In fiscal year 1970 the Institute's budget climbed to \$7.5 million where it remained for two years. Staff size was expanded to include specialists in many areas of criminal justice and the social and physical sciences.

"Some of the projects funded in the Institute's early years . . . have made significant contributions to the goal of improving and strengthening law enforcement in the United States. As important as the results of any specific project, however, was the fact that criminal justice researchers now had a sponsor and an incentive to specialize in this area.

Key Developments in 1974

"Increased budgetary allocations reflected the continuing congressional support for the Institute's research program. Fiscal years 1972 and 1973 saw increases in the budget to \$21 and \$31 million respectively. During this period, emphasis was focused on reduction of specific crimes and improvement of law enforcement capabilities. The most dramatic example of a focused approach was in the area of technology. Since its inception, the Institute had been engaged in the development of new and improved equipment; for example, videotape systems for the courtroom, security alarms, and police radios. Such projects were consolidated in a single program in 1972. A contractor was assigned to each stage of the research process: analyzing law enforcement needs; developing appropriate equipment; devising standards for its manufacture and use. The result was a comprehensive approach to the introduction of new technology to the criminal justice system.

"The Institute's sixth year was one of continued growth, as its appropriation grew to \$40.1 million. Among the year's significant milestones were:

Evaluation

"The Institute broadened its ongoing evaluation activities to fulfill the mandate of the 1973 legislation.

"A National Evaluation Program was begun to gather and disseminate information on the effectiveness of a number of widely used techniques and programs such as pretrial screening and youth service bureaus.

"An Office of Evaluation was created within the Institute to evaluate national scope projects such as the LEAA High Impact Cities Program, to develop new methods of evaluation, and to assist the States in evaluating ongoing criminal justice improvement programs. By the end of the fiscal year, a number of its programs were well underway.

Training and Demonstration

"The Institute expanded its activities and initiated a national training and demonstration program to assist criminal justice practitioners in adopting practices and projects that had proved successful elsewhere.

"Two model programs-- police family crisis intervention

and community-based corrections--were selected for full-scale demonstrations.

"A national program entitled 'Training in Advanced Criminal Justice Practices' was launched. Designed to reach key officials in State and local agencies, seminars on specially selected practices are being conducted in each LEAA Region.

Citizens' Initiative

"Recognizing that public trust is crucial to the criminal justice system, LEAA in 1974 gave priority to the development of programs responsive to citizen needs. The Institute supported this agencywide initiative by sponsoring the following research projects:

"A grant to study the treatment of rape victims, an area in which the attitudes of police and prosecutors have a profound effect.

"A study of witnesses in the District of Columbia which indicated that in many cases what appeared to be lack of cooperation on the part of witnesses was actually a failure in communication between criminal justice personnel and witnesses.

"A study of jury system operations in seven State and local courts of general jurisdictions which found that criminal

court jury pools can be cut by 20 to 25 percent and still provide adequate numbers of jurors. Eliminating overcalling of jurors could save the taxpayers of the Nation as much as \$50 million annually.

A New Role for Technology

"Recognizing the recent rapid advances in space and defense, the Institute explored these two fields for technologies immediately applicable to the criminal justice system. The result was an emphasis--perhaps an overemphasis--on equipment during the Institute's early years. This trend was curtailed in 1974 and a more balanced approach taken to equipment development:

"Focus on equipment development was broadened to include forensics and other subjects involving the application of advanced technology.

"Emphasis shifted from studying only the technical aspects of each new development to discovering the behavioral dimensions as well.

"To reflect this new orientation of equipment development, the Equipment Systems Improvement Division was reorganized as the Advanced Technology Division.

Strengthening Research Policymaking

"The Institute took the following steps to open its decision-making process to the public:

"An Advisory Committee consisting of 19 distinguished criminal justice scholars and practitioners was established. This Committee will meet three times a year to assist the Institute in setting research goals and priorities.

"An Innovative Research Program was initiated to more fully tap the creative resources of the research community. The competitive program encouraged proposals for projects outside the Institute's designated research priorities. Submissions covered a wide range of criminal justice topics and were rigorously evaluated by experts in research, criminal justice, and industry.

"'Peer group review' was utilized in several Institute activities including the development of annual research priorities and evaluation of proposals submitted under the Innovative Research Program.

"Under the Visiting Fellowship Program, nine researchers were given the opportunity to carry out research projects of their own design in the Institute's office in Washington.

Broadening Public Understanding

"In addition to the Institute's publication and dissemination of important research findings, some Institute-sponsored research has been published commercially. Three books have gained national recognition and promise to influence criminal justice thinking and public understanding for years to come:

"*Defensible Space* by Oscar Newman (published in 1972). From a study of two public housing projects in New York City—whose sole difference was architectural—Oscar Newman, an architect and urban planner at New York University, identified several design elements that contribute to a more secure environment. This work provided the theoretical basis for a \$2 million demonstration and research program that will expand the idea of 'defensible space' to a variety of urban environments including private residential, school, commercial and mass transportation areas.

"*City Police* by Jonathan Rubinstein (published in 1973). Historian Rubinstein spent a full year as a working member of the Philadelphia Police Department. The result, according to one au-

thority, was "the best book that has ever been written about the working habits, daily routine, and private beliefs of the big city cop." Dr. Rubinstein's research describes for the first time the way policemen work on the street, the way they regard their work, and the way they deal with suspects and criminals, with colleagues and superiors, and the general public.

"*Black Mafia*, by Francis A. J. Ianni (published in 1974). Dr. Ianni describes how and why control of organized crime passes from one ethnic group to another and analyzes its historic role as the first step in breaking out of the ghetto.

"In fiscal year 1974, the Institute budget totaled \$45 million: \$40.1 million appropriation, almost \$2.5 million in additional LEAA funds for training, and \$2.3 million in technical assistance monies for information dissemination. Its work was accomplished through four offices, with a total staff of 75.

Organization and Budget

Office of the Director

"This office is responsible for administration, planning, and financial control of the Institute.

Office of Research Programs

"This office translates research priorities into actual programs by awarding grants and contracts, then monitoring their progress through to completion, and evaluating the research products. Five of its seven divisions are concerned with programs in traditional areas of criminal justice: community crime prevention, juvenile delinquency, police, courts, and corrections. A sixth division is responsible for the advanced technology program which affects all areas of the criminal justice system. A final division administers educational and training programs, including a major survey of criminal justice manpower needs, the National Criminal Justice Educational Consortium, support of interns and graduate students in the criminal justice field, and the Visiting Fellowship Program. A special unit within the office coordinates the National Evaluation Program, an effort carried out cooperatively by all of the office's divisions.

Criminal Justice Education

Office of Evaluation

"This office was established last year as part of the Institute's response to the Crime Control Act of 1973, which requires the Institute, where possible, to evaluate the impact of Federal assistance on the criminal justice system. It awards grants and contracts in the following areas:

1. Evaluation of LEAA national-scope efforts;
2. Support and improvement of the evaluation activities of State and local agencies; and
3. Development of more effective methods of evaluation for the criminal justice field.

Office of Technology Transfer

"This office converts research into action by helping State and local agencies understand and use research findings and advanced criminal justice practices. Its responsibilities are handled by the following divisions:

1. Model Program Development Division—which provides informational material and operating guidelines to assist communities in implementing new programs;

2. Training and Demonstration Division—which conducts intensive seminars on new techniques, sponsors full-scale demonstration of outstanding programs, and maintains communication with regional, State and local agencies, and other criminal justice research centers;

3. Reference and Dissemination Division—which administers the National Criminal Justice Reference Service, the International Clearinghouse, the LEAA Library, and publication and dissemination of Institute research reports and general informational materials."



Education is one of the primary means of upgrading the caliber of personnel in any profession, and criminal justice is no exception. Criminal justice agencies recognize that education can play an important role in helping them achieve their goals.

The police profession is a case in point. It is traditional for police officers to have had only a high school education or less. Until the middle of the twentieth century, a policeman with a college education was a rarity. Academic achievement often was considered more of a liability than an asset, and only the most farsighted individuals imagined that a college degree might one day become a prerequisite for police employment. Following World War II, however, a number of changes took place that caused many criminal justice professionals to reexamine the relationship between education and proficiency in law enforcement.

One of the changes has been the increasing level of education of the general public. It is estimated that about 60 percent of today's young people go to college. Yet no more than 10 percent of today's police officers possess a four-year degree,

and 50 percent have never attended college.¹ This means that the average police officer today has less education than many of the people with whom he deals every day.

Since 1960 the Nation's crime rate has increased considerably. This means that law enforcement officers must cope with many more crimes and many more criminals. The police officer's ability to understand and predict an individual's behavior may be critical not only to the outcome of a case but to the officer's personal safety as well. A study conducted by the International Association of Chiefs of Police says:

It is nonsense to state or to assume that the enforcement of the law is so simple that it can be done best by those unencumbered by a study of the liberal arts. The man who goes into our streets in hopes of regulating, directing, or controlling human behavior must be armed with more than a gun and the ability to perform mechanical movements in response to a situation. Such men as these engage in the difficult, complex, and important business of human

¹ *National Advisory Commission on Criminal Justice Standards and Goals, Report on Police (Government Printing Office, 1973), p. 368.*

behavior. Their intellectual armament—so long restricted to the minimum—must be no less than their physical prowess and protection.²

Studies have shown that college-educated police officers perform better than those who have never attended college. For example, a 1972 study conducted in New York, N.Y., entitled *Police Background Characteristics and Performance*, revealed that officers with at least one year of college were good performers and had fewer civilian complaints than average. Those with college degrees demonstrated even better on-the-job performance; they had a lower incidence of misconduct and took less sick leave.³

Today many police, courts, and corrections agencies are committed to the principle of higher education for their employees, and many criminal justice personnel are eager to further their education. But most of these agencies do not have sufficient funds to support the continuing education of their personnel, and the employees themselves usually are unable to assume the burden of college tuition.

This is one of the reasons why the Congress in the Omnibus Crime Control and Safe Streets Act of 1968 authorized LEAA to make grants and loans to criminal justice personnel who wish to further their education and to those desiring to enter criminal justice professions. LEAA supports four education programs designed to upgrade the caliber of criminal

justice professionals and to expand the number of institutions offering studies related to criminal justice. They are the Law Enforcement Education Program (LEEP), the National Criminal Justice Educational Consortium, the Graduate Research Fellowship Program, and the Internship Program.

Law Enforcement Education Program

LEEP provides financial support for the college education of persons employed by police, courts, and corrections agencies, and other criminal justice practitioners. With LEEP assistance, men and women working in the criminal justice field

have the opportunity to improve their professional competence thus upgrading the general performance level of their employing agencies. Students preparing for criminal justice careers also may take advantage of LEEP assistance.

Since the inception of the LEEP program in 1968, approximately 200,000 students have received LEEP financial assistance. The program has grown from 20,602 students in 485 colleges and universities to more than 95,000 students in 1,036 schools. Funding has increased from \$6.5 million in fiscal year 1969 to more than \$44 million in fiscal year 1974.⁴ Table 2-1 shows the distribution of LEEP funds by State.

Table 2-1. Distribution of Law Enforcement Education Program Funds Fiscal Year 1974

State	Number of institutions	Amount	State	Number of institutions	Amount
Alabama	27	698,865	Nevada	5	174,120
Alaska	2	55,280	New Hampshire	3	147,873
Arizona	14	391,610	New Jersey	28	1,388,049
Arkansas	6	51,700	New Mexico	8	265,747
California	100	4,390,660	New York	72	5,094,714
Colorado	12	378,616	North Carolina	22	628,463
Connecticut	10	567,400	North Dakota	6	63,334
Delaware	6	282,500	Ohio	32	1,741,808
Dist. of Col.	5	912,946	Oklahoma	20	567,556
Florida	41	2,229,165	Oregon	20	849,960
Georgia	30	846,198	Pennsylvania	33	1,992,813
Hawaii	6	302,793	Rhode Island	4	103,080
Idaho	4	85,600	South Carolina	13	406,767
Illinois	57	2,010,401	South Dakota	5	172,851
Indiana	15	822,727	Tennessee	13	364,918
Iowa	23	373,102	Texas	73	2,871,333
Kansas	18	455,685	Utah	3	237,436
Kentucky	13	744,301	Vermont	6	118,955
Louisiana	11	549,215	Virginia	27	484,525
Maine	6	140,845	Washington	35	1,156,654
Maryland	21	1,380,510	West Virginia	5	130,451
Massachusetts	27	1,457,477	Wisconsin	23	738,539
Michigan	44	2,194,055	Wyoming	5	37,417
Minnesota	24	550,313	Guam	—	—
Mississippi	13	349,056	Puerto Rico	3	210,510
Missouri	23	1,410,650	Virgin Islands	1	10,010
Montana	7	169,543			
Nebraska	6	388,250	Total	1,036	44,147,416*

* Includes funds available from prior years.

² As quoted in LEEP . . . An Opportunity to Move Ahead, *Law Enforcement Assistance Administration (Government Printing Office, 1970)*.

³ Study described in *National Advisory Commission on Criminal Justice Standards and Goals, Report on Police (Government Printing Office, 1973)*, p. 370.

⁴ Approximately \$4 million of this total are funds carried over from previous years.

In fiscal year 1974 approximately 90 percent of all LEEP recipients were inservice personnel, and about 80 percent of those people were police officers. In fiscal year 1974, as in previous years, the demand for LEEP funds was greater than the supply, and LEAA therefore established priorities for awarding funds consistent with congressional intent. The four priorities, listed in rank order, are:

1. New or returning State or local criminal justice personnel on academic leave.
2. All returning LEEP recipients.
3. New State or local inservice students.
4. New preservice students.

LEEP Grants and Loans

Two types of financial assistance are available under the LEEP program to pay for tuition, fees, and books:

1. Grants for inservice students up to \$250 per academic quarter or \$400 per semester.
2. Loans for inservice and preservice students up to \$2,200 per academic year.

The legislation contains provisions for forgiving indebtedness. A grantee must repay the full amount of the grant, plus interest, unless he or she remains in full-time criminal justice employment for two complete years following the academic term for which the grant is awarded.

The loan recipient can earn 25 percent cancellation of the amount borrowed for each complete year of full-time criminal justice employment. For any portion of the loan that is not thereby cancelled, the borrower is required to repay the principal plus accrued interest.

Programs of Study

The crime control legislation stipulates that LEEP students pursue degrees or certificates in areas "related to law enforcement or suitable for persons employed in law enforcement." This includes such courses of study as criminology, police science, and forensic science, and it also may include such courses as social science, psychology, and behavioral science courses that have criminal justice orientation. Other courses appropriate for inservice students include computer science, public administration, government, and political science.

National Criminal Justice Educational Consortium

In the summer and fall of 1973 LEAA provided funds to seven universities to develop and strengthen their research activities and criminal justice graduate programs. In November 1973 the seven universities formed the National Criminal Justice Educational Consortium to support and cooperate with one another in achieving these objectives.

The seven schools are Arizona State University, Eastern Kentucky University, Michigan State University, Northeastern University (Massachusetts), Portland State University (Oregon), University of Maryland, and the University of Nebraska at Omaha.

The importance of this type of program was underscored when it was announced by then LEAA Administrator Donald E. Santarelli:

There is a need to broaden the geographical and philosophical base of present university graduate programs in criminal justice and criminology. . . . There is almost unanimous agreement among criminal justice leaders that there is no coordinated mechanism to perform basic research on both a domestic and international front in areas related to educational and manpower needs in the criminal justice system.

During fiscal year 1974 the Consortium was active in the following areas:

- The development and evaluation of college curriculums, particularly graduate programs, in the field of criminal justice. Areas of curriculum development include forensic science, social services, urban affairs, and training programs for police, courts, and corrections personnel.
- The development, implementation, and evaluation of work-study or internship programs in collaboration with criminal justice agencies at all levels of government.
- Collaboration with LEAA's National Institute of Law Enforcement and Criminal Justice and other organizations to determine the needs for the effectiveness of college-educated criminal justice personnel both in the immediate future and the years to come.
- The development of an ongoing nationwide capability for the collection and dissemination of information concerning educational development and research findings to other institutions of higher learning and criminal justice agencies at all levels of government.

The Consortium will receive \$5 million in LEAA funds during the three-year period June 1973 to June 1976. In addition, \$250,000 in fiscal year 1974 graduate research fellowship funds (discussed below) were divided among the seven schools to develop their research programs and \$280,000 in fiscal year 1974 LEEP funds were awarded to graduate and undergraduate students enrolled in criminal justice studies offered by the Consortium schools.

Graduate Research Fellowship Program

The Graduate Research Fellowship Program provides grants to academic institutions to support graduate students who have completed all requirements for the doctoral degree except the dissertation. The highest priority is given to projects that might identify solutions to particular criminal justice problems.

In fiscal year 1973 a total of \$237,814 was awarded under this program. In fiscal 1974 as stated above, all of the graduate research fellowship funds were awarded to the seven National Consortium schools.

Internship Program

LEAA provides funds to enable college students to work as interns in criminal justice agencies during their summer recess or while they are on academic leave of absence from their degree program. The Internship Program is designed to promote an interest in criminal justice careers by providing students with valuable work experience in the criminal justice field.

Participating students may choose to work for police, courts, corrections, public defenders, prosecutors, probation, parole, medical examiners, and all other types of criminal justice agencies.

Interns are awarded up to \$65 a week to work in a criminal justice agency for a minimum of eight weeks. Criminal justice agencies are encouraged to supplement that salary. During fiscal year 1974 approximately 770 interns participated in the program.

The type of jobs that interns may perform include the following:

- In police agencies: assisting radio dispatchers, ballistics experts, and criminal investigators; riding along on police patrols; and helping in community relations projects.
- In courts: assisting in pre-trial and post-trial investigations in public defender programs, and in preparing legal documents.
- In corrections: counseling and tutoring inmates, assisting parole and probation officers, and performing research and data compilation.
- In SPA's: assisting in the research, planning, and evaluation of law enforcement methods and programs.

High Impact Anticrime Program



In January 1972, LEAA launched a \$160 million High Impact Anticrime Program in eight American cities. The High Impact Program, in its third year of operation during fiscal year 1974, has two objectives:

1. To reduce stranger-to-stranger crime¹ and burglary in the target cities by 5 percent in two years and 20 percent in five years.
2. To demonstrate the effectiveness of crime-specific planning as a means of reducing crime.

Crime-specific planning begins with an analysis of crime within a target area. Following the analysis, available resources are directed toward the achievement of a measurable reduction in specific crimes over a predetermined time period.

The eight cities participating in the Impact Program are Atlanta, Ga., Cleveland, Ohio, Dallas, Tex., Denver, Colo., Newark, N.J., St. Louis, Mo., Portland, Oreg., and Baltimore, Md. Factors taken into consideration during the selection process included the city's size, overall crime rate, and robbery and burglary rates. Particular attention was given to cities with high robbery rates.

¹ The stranger-to-stranger crimes are homicide, rape, aggravated assault, and robbery.

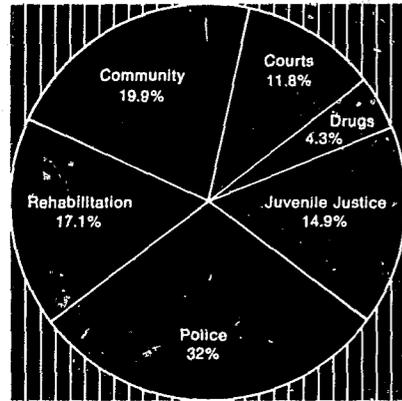
As it was assumed that the available funds would have little effect on the Nation's largest cities, and because stranger-to-stranger crimes are less serious problems in cities of fewer than 250,000 population, only cities of between 250,000 and 1 million inhabitants were considered for selection.

As of June 30, 1974, a total of \$104,528,916 in Part C and Part E discretionary funds had been awarded to the Impact Cities. By functional category the funding breakdown was as follows: police 32 percent, courts 11.8 percent, rehabilitation 17.1 percent, community involvement 19.9 percent, juvenile justice 14.9 percent, and drugs 4.3 percent (See Figure on page 70). Approximately \$50 million will be awarded during fiscal year 1975, as the program draws to a close.

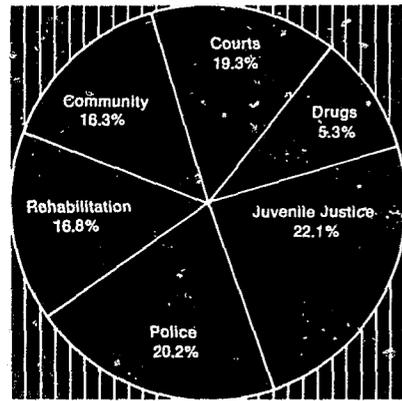
Program Methodology

High Impact Program planning in each city is performed by a Crime Analysis Team. The team first undertakes an analysis of the target crimes, victims, and offenders and then draws up a comprehensive set of quantified objectives for the reduction of the target crimes.

Percentage of Impact Funds and Projects Awarded in Six Functional Categories FY 1972, FY 1973, and FY 1974



Percentage of Funds Awarded Total: \$104,528,916



Percentage of Projects Funded Total: 208 Projects

Following the analysis, specific crime reduction programs and projects are developed.

The crime-oriented planning process in each Impact city focuses on two objectives: (1) eliminating crime by attacking the underlying conditions that promote crime and by applying intervention techniques to criminal careers, and (2) improving the control of criminal activity by reducing the criminal's opportunities to commit crime and by increasing the risk of apprehension.

The High Impact Program involves a comprehensive, inte-

grated effort by all segments of the criminal justice system in each city. Some of the program's common components are the following:

- Public education projects to inform citizens how they can better protect themselves and their property.
- Enhanced police patrols as well as better training and equipment, including communications systems that enable police officers to arrive more quickly at the crime scene.
- Projects to process street crime and burglary cases faster and more efficiently in the courts.
- Projects to rehabilitate street crime and burglary offenders with a special emphasis on juveniles and on narcotic addicts.

Impact planning and program development activities of the crime analysis teams are coordinated by the SPA. LEAA regional offices retain final authority for approving Impact plans and action projects. On the national level, LEAA's High Impact Program coordinator and the National Institute of Law Enforcement and Criminal Justice monitor progress of the program.

Program Evaluation

Evaluation of the program's operation and achievements is one of the Impact program's major components. There are three levels of evaluation currently underway:

1. City-level program/project evaluation. Funds provided by the National Institute enable each of the eight Crime Analysis Teams to evaluate the success of individual projects and to measure their contribution toward overall city crime reduction goals.
2. Crime rate assessments. The National Criminal Justice Infor-

mation and Statistics Service (NCJISS) made an interagency agreement with the Bureau of the Census to survey crime victimization rates in the Impact cities during 1972 and 1975. These surveys obtain information concerning citizen and business victimizations, levels of unreported crime, and the ability of the cities to meet the program's crime reduction goals. The first victimization report on the Impact cities was published during fiscal year 1974 and is discussed in this report's chapter on "Crime Victim Surveys."

3. National-level evaluation. The National Institute is undertaking a large-scale evaluation effort that includes a number of specific tasks designed to assess overall program effectiveness in a number of areas. These are discussed later in this chapter.

Sample Projects and Evaluation Results

Approximately 208 individual projects comprise the eight-city High Impact Program. A sampling of these projects and some interim results from city-level evaluation reports follow.

Project COPE—Denver

Project COPE (Community Outreach Probation Experiment) provides intensive case supervision and treatment for juvenile probationers through the concerted efforts of community-based paraprofessionals and probation officers. These services are available at the neighborhood level through a system of decentralized neighborhood outreach centers. Two of Project COPE's objectives are:

1. To reduce recidivism among 900 adjudicated juvenile Impact crime offenders by 20 percent

- and recidivism for Impact offenses by 10 percent.
2. To intensify the supervision of probationers.

Preliminary evaluation results indicate that Project COPE probationers experienced 3.3 percent fewer Impact complaints than other probationers and 16 percent fewer overall complaints during the evaluation period (April-December 1973). Probationary officers' caseloads also have been reduced.

Special Crime Attack Team (SCAT)—Denver

The SCAT program is designed to reduce robbery and burglary rates by convincing potential perpetrators that the risk of being arrested is great and by encouraging potential crime victims to take specific action to make buildings and residences more secure.

The SCAT team works at specific hours and in the areas of high crime incidence that are determined by computer analysis. The team is highly mobile and can be deployed quickly to areas of greatest need.

During the first year of operation, SCAT tried to reduce burglary rates in three areas. As of the tenth month of operation, burglary rates for those areas had decreased 40 percent from the previous year.

The second phase of the project focused on robbery. The goals were to achieve a 30 percent reduction in aggravated robbery during a 90-day period and to increase robbery clearance rates by 10 percent in the target areas. Evaluation results demonstrated a 21 percent decrease in aggravated robbery in the target areas and a 23 percent reduction in the areas adjacent to the target areas.

A comparison of the second quarter with the first quarter of 1973 indicates that the clearance rate increased 11.1 percent in the SCAT target areas and 31 percent throughout the city. These significant increases are thought to be the result of the combined efforts of the SCAT team and the Denver Police Department's Patrol Division and Robbery Section.

Foot Patrol Project—St. Louis

In this project foot patrol is employed during the hours in which the greatest frequency of burglary and robbery occurs. Foot patrol is concentrated in the city's high-crime areas.

Evaluation of the project shows that:

- Crime in the foot patrol areas decreased 8.2 percent compared to citywide rates.
- Daytime residential burglaries decreased 35.5 percent from the previous year.
- Decreases in crime became progressively smaller as the foot patrol deployment became less concentrated.

Operation Ident—St. Louis

This project is a joint police-community antiburglary effort in which citizens are encouraged to engrave identifying numbers, such as the owner's social security number, on their valuables and to register these numbers with local police officials. Decals are then placed in the participant's home so that potential burglars will be aware that the valuables have been marked. Among the project goals are the following:

1. To contribute to the reduction of residential burglaries by 5 percent in two years and 20 percent in five years in concert with other St. Louis Impact projects.

2. To increase citizen awareness of the project.
3. To provide participating households with information about additional residential burglary prevention methods.

As of January 1974, Operation Ident had 4,500 registered participating households, representing about 2 percent of the households in the city. An unknown number of unregistered households also were participating.

Evaluation results indicate that participating households have experienced a 31.1 percent decrease in burglary rates since enrolling in the program as compared with their average rates for the two-year period prior to enrollment.

Few recoveries of Ident-engraved stolen property have been made; thus, the project appears more effective as a deterrent to residential burglary than as a property recovery aid.

National Level Evaluation

The national level evaluation of the High Impact Program was underway during fiscal year 1974 and is expected to be completed by January 1, 1976. The results of this evaluation will help to determine the direction and scope of future crime reduction efforts. The nine tasks that comprise the national evaluation deal with the most fundamental aspects of the Impact Program. Each is described briefly below.

1. Crime-Oriented Planning. This effort will document the experience of the Impact cities with the crime-oriented planning method. The results should provide a basis for improving future agency planning.

2. Institutionalization. This task identifies specific features of the High Impact Program and seeks to determine the degree to which they have become institutionalized within the criminal justice system of each impact city. Some of the features are crime-oriented data collection and analysis, systematic evaluation, planning and reporting, system coordination, crime analysis teams, and problem-focused projects.

3. TASC Programs. The Treatment Alternatives to Street Crime programs attempt to provide alternatives to prosecution for drug users who have committed crimes. This component of the evaluation will compare the effectiveness of LEAA-funded TASC programs in impact cities and in non-impact cities. TASC programs are discussed in detail in the chapter entitled "Controlling Drug Abuse."

4. Assumptions Research. Two assumptions will be tested: (a) that intensive supervision of parolees and probationers is an effective means of reducing recidivism among these groups, (b) that an increase in the visible presence of police in a given area will result in a decrease in crime rates in that area.

5. Innovation in the High Impact Program. One of the specific goals is to encourage innovation in a city's approach to crime reduction. This task

will evaluate innovations in projects, planning approaches, system coordination, and organizational changes.

6. Transferable Impact Projects. Another key objective is to identify and disseminate information about successful projects. This task concentrates on the collection of a large amount of information about effective Impact projects that are likely candidates for transfer and fosters the dissemination of that information to criminal justice planners and practitioners.

7. Effective Evaluation Techniques. This task addresses an important problem in the criminal justice field—the lack of systematic and proven techniques for evaluating projects and programs. This effort will identify and disseminate effective evaluation plans, designs, techniques, and results. In addition, city evaluation results will be reviewed, summarized, and analyzed to provide LEAA with significant new findings regarding the effectiveness of various crime control strategies.

8. High Impact Program History. This effort reconstructs and documents the history of the High Impact Program. Its purpose is to provide LEAA with a detailed written account of how the program was conceived, initiated, funded, planned, implemented, and evaluated; what key factors brought success to the pro-

gram; what problems inhibited its progress; and what institutional and intergovernmental relationships were established. This report will help LEAA and other agencies avoid repeating past errors and will provide a basis for the future planning and execution of large-scale social programs to reduce crime.

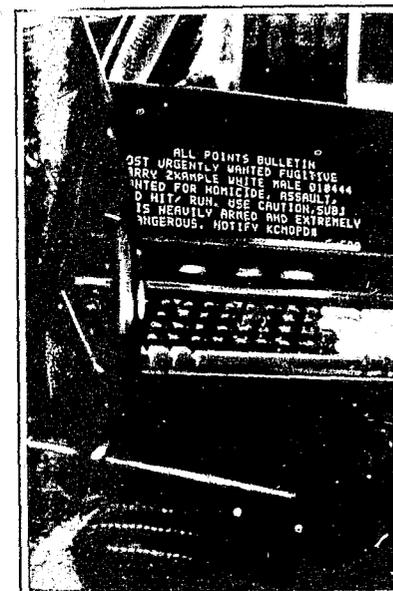
9. Broader Issues. This task brings together the results of the other eight tasks and analyzes them in terms of the three broad questions that formed the basis for the entire High Impact Program evaluation. The three questions are:

a. What were the processes by which the eight cities planned, implemented, and evaluated their projects and programs?

b. What were the key factors that promoted or inhibited the success of the program in terms of its overall goals?

c. What meaningful conclusions can be drawn from the record of the High Impact Program and the overall evaluation effort?

Information Systems



The criminal justice system has lagged behind industry and other parts of government in applying technology to its needs. This has been true partly because the system lacked the resources to buy expensive computer hardware—and the expertise to use that hardware—and partly because its sprawling size and diversity of functions tended to make it sluggish and slow to change.

In recent years, however, the criminal justice system has taken enormous strides. Five years ago only 10 States had State-level criminal justice information systems; today all 50 States have operational systems serving at least one component of the system. In many instances, the LEAA program has provided the leadership, funds, and coordination needed to create these systems.

But there are still many gaps in the State systems. And there are still problems associated with creating State-level information systems.

A lack of resources still hampers the application of technology to law enforcement. A more important problem, however, is the difficulty of planning for the

use of the resources that are available. The National Advisory Commission on Criminal Justice Standards and Goals pointed out in its final report:

Most State criminal justice planning agencies have been faced with decisions on a project-by-project basis where all projects appear to be reasonable and no setting of priorities is possible. . . . The price of neglected planning is often high; millions of dollars are spent by State and local governments in large urban States without obtaining the information in its most usable form.¹

The necessity of planning has been the guiding principle behind LEAA's strategy for funding State information systems. LEAA believes that the aim of planning in each State should be the development of a comprehensive data system that serves the needs of the entire criminal justice community without one element duplicating the efforts of another; the system should also be compatible with information systems in the local governments in the State and with the information

¹ National Advisory Commission on Criminal Justice Standards and Goals, *A National Strategy to Reduce Crime* (Government Printing Office, 1973), p. 38.

systems maintained by the Federal Government for the criminal justice system.

LEAA's efforts from its establishment in 1968 have been dedicated in part to fostering this kind of planning and coordination in the development of information systems.

The first major effort in the information systems area funded by LEAA was Project SEARCH, which will be explained in greater detail later in this chapter. SEARCH was created to develop a uniform format for recording criminal histories that could be used by police, courts, and corrections and at all levels of government.

LEAA's funding strategy for State information systems today requires that States formulate detailed plans about how they intend to build comprehensive data systems.

The same emphasis on the importance of planning and coordination holds true in LEAA's grants to develop telecommunications systems and to improve police radio networks.

An additional high-priority concern is safeguarding the security and privacy of criminal history files. As more and more information systems become operational, the necessity for stringent controls on the use of the data increases.

LEAA requires as a condition of all its grants that any information or communication system funded with Federal money follow the security and privacy guidelines established by Project SEARCH. These guidelines form the basis for security and privacy legislation pending in the Congress at the close of fiscal year 1974. A detailed discussion of the issues involved in privacy and security and

what LEAA is doing regarding those issues appears later in this chapter.

Project SEARCH

LEAA was created at a time when interest was picking up on the part of the States to develop information systems but before many States had taken concrete steps to create them.

Early in 1969, LEAA began receiving grant applications from States seeking funds to develop State criminal justice information systems. Each application dealt with only one locality or State. If these had been funded, the result could have been a bewildering array of expensive, independent systems.

To stop this from happening, LEAA conducted an initial review of State capabilities and determined that a central need was to develop a unified format for criminal histories, one that could be used by State and local criminal justice agencies and by police, courts, and corrections. Out of this effort Project SEARCH was born.

SEARCH (System for Electronic Analysis and Retrieval of Criminal Histories) represented an early example of the philosophy of cooperation between Federal and State governments that the Congress mandated in the LEAA program. In June 1969, six States received grants to work together to develop a uniform format for criminal history information. A second aim of the project was to develop a prototype statistics system based on an accounting of individual offenders proceeding through the criminal justice system.

Participating States, which increased from six to 10 to 15

and finally to 20 during the first 18 months of the project, soon developed a uniform format for recording criminal histories. Ten of these States then developed the computerized criminal history (CCH) prototype system; each converted 10,000 criminal histories to an electronically accessible form. A demonstration of the exchange of these histories among the States took place in July and August 1970.

The test demonstrated the feasibility of applying computer technology to the interstate exchange of criminal histories. As a result, in December 1970, the Attorney General authorized the FBI's National Crime Information Center (NCIC) to begin to develop the operational CCH system. NCIC already contained information on wanted persons and on stolen vehicles, securities, and other items.

LEAA has tried to encourage States to develop at the State level computerized criminal history files that follow the SEARCH guidelines. This is part of LEAA's overall funding strategy for information systems, a strategy that is called the Comprehensive Data Systems (CDS) program.

The aim of the statistics development half of the project was to provide a means for describing the administration of criminal justice. The facts that describe each State's administration of criminal justice and the processes used against adult criminal defendants are scattered throughout the files of local police, county prosecutors, different levels of courts, and various State and local correctional agencies. An accurate picture of the criminal justice system cannot be drawn until these facts are pieced together into a coherent statistical whole.

As part of Project SEARCH, a statistics system was tested in each of 10 States during 1971. In the test 250 individual defendants in each State were traced through the system. What happened to them at each step was recorded, summarized, and analyzed. This test led the way for the full-scale implementation of the system in five States. This system has come to be known as Offender Based Transaction Statistics (OBTS). LEAA will fund development of OBTS systems in the States through its CDS program.

Other Early SEARCH Efforts

Early SEARCH participants saw that the development of CCH and OBTS was only half the task of building an effective information system. The other half was improving the ability of the criminal justice system to identify the person in custody. The SEARCH participants questioned whether it makes any sense to provide within seconds or minutes the computerized criminal history back to a user when it may take two weeks to know exactly who the suspect or defendant really is.

Project SEARCH undertook two projects to improve the identification half of the system.

The first attempted to shorten the time necessary to transport fingerprint facsimiles to a requesting agency from the one that holds the original files. The experiment made use of a National Aeronautics and Space Administration (NASA) satellite. It demonstrated that fingerprint facsimiles could be successfully transmitted from coast to coast in a matter of seconds.

The second project, which attempted to identify the print once it arrived, was less suc-

cessful. This experiment used advanced holographic techniques to match prints automatically. The process proved to be technically feasible but economically prohibitive.

From the beginning, participants in Project SEARCH also were concerned about the security of the data in the criminal history files and about infringing on the rights of citizens to privacy. One of the project's first major tasks was to draft security and privacy guidelines for the States. This was carried out by the Security and Privacy Committee, one of three permanent SEARCH committees.

Project SEARCH Today

By the latter part of 1971, Project SEARCH had completed its original mission of developing a prototype criminal history exchange system and a prototype criminal justice statistics system. The project had been so successful that LEAA wanted it to continue—but with increased responsibilities and broadened horizons.

In January 1972, LEAA outlined to the SEARCH Project Group its recommendations regarding reorganization. SEARCH was charged with developing and testing prototype systems that have multi-State utility for the application of advanced technology to criminal justice. In effect, SEARCH became a research and development organization that studied and recommended how technology could improve criminal justice operations.

At that time SEARCH also grew from a membership of 20 States to participation by all 50 States plus the District of Columbia, Puerto Rico, and the

Virgin Islands. This organizational format continued until March 1974, when the SEARCH Project Group voted to form a nonprofit corporation entitled "SEARCH Group Incorporated" to carry on the work of Project SEARCH. The transition to the new form of organization was underway at the close of fiscal year 1974.

Since 1972, SEARCH has undertaken a number of projects, most of which continued into fiscal year 1974. Brief descriptions of some of them follow.

Upgrading State Identification Bureaus

Despite the increasing mobility of the population as a whole, about 70 percent of all crimes in a State are committed by its residents. State identification bureaus should be the central repository of all State offender information, including criminal history data and fingerprints.

A review and study of the procedures used in State identification bureaus was made under a grant given to Project SEARCH in June 1972. The project also explored ways in which new technology could be applied to upgrade operations.

The final report of this study, issued in fiscal year 1974, describes how a model State identification bureau should operate.² It recommends procedures that can be used by both large and small bureaus and by bureaus in all stages of automation.

The study covers the entire identification function from the taking of fingerprints through the production of the criminal history record.

²Project SEARCH, Design of a Model State Identification Bureau, Technical Report No. 8 (November 1973).

Developing Courts and Corrections Information Systems

When people think of information systems, they frequently think only of police information systems, particularly in regard to information on offenders. But police information constitutes only part of a criminal record and does not usually include court disposition or jail or prison records.

Computer systems for courts and corrections have tended to lag behind the development of those for police agencies. Project SEARCH is attempting to correct this situation by designing prototype information systems for those two elements.

The courts section of this effort is the State Judicial Information System project. An important part of this project will be a consideration of how it can serve OBTS and CCH. The project will also seek to establish the minimum judicial data elements required and to design and document a model for collecting and analyzing judicial information and statistics.

Once the model has been designed, the system will be implemented in 11 States. The total project grant is approximately \$2 million.

The parallel effort in corrections is the Offender Based State Correctional Information System (OBSCIS) project. It will provide to State corrections agencies the capability for individual offender accounting, management information, research, and response to ad hoc inquiries. The system will be designed in connection with the National Prisoners' Statistics system and with the CCH and OBTS systems.

At the end of its design stage, the system will be implemented in 10 States. The total amount of the grant for this project is approximately \$2.7 million.

Standardizing Report Forms

American police departments use a diversity of crime reporting forms. The crime report is the primary source document of police findings concerning incidents requiring investigation. This information translates into crime statistics and is used by prosecutors to prepare their cases.

Since May 1972, SEARCH has been working to develop a standardized crime reporting form that will save time for the officer filling it out, that will facilitate crime and modus operandi analyses, and that will provide the basic source document on crime in any agency that adopts it.

The project has surveyed approximately 350 departments to identify all crime report users and to analyze users' requirements. A list of mandatory and optional data elements has been defined and coded, and a reporting form has been developed. The results of this phase of the project will be published in fiscal year 1975.

During the program's second stage, the form will be tested in selected cities around the country.

Improving Crime Laboratories

Although there have been rapid advances in scientific methodology that support the criminalist in analytical work, there has been a void in other tools available to him. A major need has been a central reference source. Lacking that, each criminalistics laboratory must maintain its own manual files.

Project SEARCH is attempting to fill this void through an LEAA grant of \$143,420. The ultimate product will be a fully automated national file available for inquiry from criminalists anywhere in the country.

The involvement of SEARCH in this project is limited to a requirements analysis in which it will determine the information needs of the criminalist and will define the systems concept.

Comprehensive Data Systems

Although almost all States collect some criminal justice data, the collection often is fragmented among various agencies. Because of varying quality and quantity, the information collected often is not exchangeable in any useful form among similar agencies or from one part of the criminal justice system to another.

Project SEARCH was begun to develop uniform formats for the collection of criminal history information and for criminal statistics and to guard against the expenditure of resources and money in developing incompatible, duplicative systems. LEAA's funding strategy for information systems at the State level is to encourage States to adopt the principles set out by SEARCH and to plan carefully for the implementation of their information systems.

This strategy is called the Comprehensive Data System (CDS) program, under which the States must comply with LEAA guidelines to receive discretionary or technical assistance funds for the implementation of information systems.

The guidelines require each participating State to submit an action plan that describes the State's commitment to implement a comprehensive data system. No grants for CDS components are given by LEAA to a State until this plan is approved. LEAA requires that each plan contain the following five components:

1. Statistical Analysis Center. Each State must plan to develop a center that can oversee and coordinate the State's criminal justice information and statistics system. This center should be able to provide an interpretive analysis of the collected data and to insure the quality of the data collected and reported. The center is the logical core around which the systems in each State should be developed.

2. OBTS/CCH. Each State must plan for the systematic collection of significant data by police, courts, and corrections agencies about all persons arrested for a serious charge from arrest to final disposition. OBTS/CCH will permit the exchange of information on criminal offenders with other States. It will also provide an accurate and up-to-date statistical profile of the State's criminal justice system. LEAA also encourages States to commit themselves to the development of an effective State identification bureau that will make use of and augment the data maintained in its information files.

3. Uniform Crime Reports. The State must have the ability to collect information required for the FBI's Uniform Crime Reports and then to forward these data to the FBI.

4. Management and Administrative Statistics. The State must plan a system that can assemble management and administrative statistics associated with the operation of the criminal justice system. This information is vital to criminal justice

managers and elected officials who must decide resource allocations, the costs and benefits of criminal justice programs, and alternatives that may prove more effective in reducing crime. Information to be collected in this component includes statistics on program costs, personnel allocations by number and type, and other statistics relating to the use of resources.

5. Technical Assistance. States must be able to provide technical assistance to State or local agencies to develop or to implement the other parts of the system. States should have the ability to render technical assistance in the areas of data processing, telecommunications, criminal identification systems, and criminal information systems.

LEAA has earmarked approximately \$19 million in discretionary and program funds for the CDS program since the program began in April 1972. During fiscal year 1974, nine States received approval of their Comprehensive Data Systems (CDS) Action Plans, bringing to 32 the total number of States actively participating in the CDS grant program. Forty-four grant awards were made to 20 States for development and implementation of one or more of the five CDS components.

CDS Costs and Benefits

In January 1973, the General Accounting Office issued a report on the CDS project entitled *Development of a Nationwide Criminal Data Exchange System—Need to Determine Cost and Improve Reporting*. The report recommended that either the FBI or LEAA "determine the total cost of developing and operating the criminal history exchange program so that the participants can decide whether

they are able or willing to meet the system's financial requirements."

In response to this report, LEAA awarded \$203,000 to the Institute for Law and Social Research to undertake a cost-benefit and analysis of the CDS program. The Institute was charged with projecting the total developmental and operating costs for the States that have approved CDS plans and also for the remaining States. The Institute was also required to provide technical assistance to the States on the use of the new cost and benefit technique.

The project is proceeding in two phases. During phase one, the basic cost analysis is being developed and tested in two States and then applied in additional States. During phase two, a methodology will be developed and tested to analyze cost and benefit relationships.

Communications Systems

The communications chain in law enforcement begins with a citizen dialing the police and explaining his problem to the operator. The call must then be relayed to a dispatcher and through him to a patrolman.

If a patrolman needs more help when he arrives at the scene, he must call headquarters. If he wants information on a suspect, or on an automobile he believes to be stolen, he must call headquarters. If the information is not available in local police records, he may have to check State or Federal files.

Every link—from citizen to police, from station to patrolman, from patrolman back to

station, from patrolman to local information files to State files to Federal files and back through the chain—requires the use of some thread of a telecommunications net. And effective police action requires that vital information—sometimes a matter of life and death—be transmitted rapidly.

Police agencies also need to communicate administrative messages to other agencies. These are messages that involve important business requiring a written record. An example might be a notification of an agency that a runaway has been found.

LEAA is involved in upgrading or researching ways to upgrade each of these vital communications links.

NALECOM Study

The NLETS system improvement (discussed below) greatly increased the ability of law enforcement agencies to communicate with each other. But LEAA recognizes that this system will not be able to handle the communications needs of the future.

To anticipate what these needs will be, LEAA has funded a study by the Jet Propulsion Laboratory, which is part of NASA. The laboratory is performing an analysis for the design, development, and operational implementation of a communications system that will meet tomorrow's needs. The project is known as NALECOM.

The Jet Propulsion Laboratory is including in its analysis the telecommunications functions now being performed by NCIC and by NLETS. The study

National Advisory Commission on Criminal Justice Standards and Goals, Report on Police (Government Printing Office, 1973), p. 544.

also is considering other criminal justice telecommunications requirements, such as transmission of fingerprints and graphical information. The laboratory is working under a \$500,000 grant.

Radio Network Study

Police radio networks developed, for the most part, on a piecemeal basis without the benefit of long-range planning. Many police agencies are suffering the consequences today.

The National Advisory Commission on Criminal Justice Standards and Goals described police communications as "a chaotic assembly of independent radio networks . . . that operates on the threshold of collapse, with radio traffic overloads the rule rather than the exception. Given a major civil disorder, disaster, or other massive emergency, most police communications systems will break down."³

Lack of planning for communications systems can sometimes make communications impossible. In many States an officer in a city police car and an officer in a State police car cannot directly communicate with one another by radio.

LEAA determined that the first step in unraveling the communications tangle was an assessment and evaluation of the current status of radio telecommunications planning at the State level in each of the States. It made a grant to the Associated Public-Safety Communications Officers, Inc., (APCO) to undertake this study. APCO is an association of professionals involved in providing communications for public safety organizations.

APCO will analyze the communications planning of each SPA in order to compile a reference document that can be used by each as a baseline for more effective future planning. Additionally, each SPA will be provided with an individual critique of its current planning especially as it relates to the national profile established by the overall study.

The project, by assessing and documenting the best in State radio telecommunications planning, will permit all the States to develop and implement more effective and better integrated radio telecommunications systems. Duplicative, overlapping, and unnecessary systems will be reduced and eventually eliminated with concurrent savings of vast amounts of manpower and funds. The amount of this grant is \$592,994.

NLETS Improvement

Until recently, law enforcement agencies in the United States did not have an adequate interstate telecommunications capability. Agencies relied on the National Law Enforcement Telecommunications System (NLETS)—an outmoded, slow teletype network—to move administrative and operational messages across State lines. The system could not meet present needs, let alone the expanding needs of the future.

To meet immediate needs, LEAA awarded approximately \$1.6 million to NLETS in May 1973 to help improve the system. Since the need was critical, the upgrading was completed on a crash basis, and the new system was operational by December 24, 1973. It has the capability to handle approximately 50 times more messages

than the old one connecting all of the Nation's law enforcement agencies for split-second communications. In addition, it provides direct access to driver's license and motor vehicle files in many States.

Mobile Computer Terminals

In most police agencies, the patrolman in a car or on foot communicates with headquarters through a dispatcher. The dispatcher alerts the officer to crimes in progress. If the officer needs information stored in a computer, the dispatcher puts the request to the computer and radios the answer back.

Some police agencies are experimenting with computer terminals in each police car. This eliminates the need for the dispatcher as a middleman between the patrolman and the information he needs. When an operator in police headquarters receives a message of a crime in progress, he can immediately type this information into a computer terminal. The computer then automatically alerts the patrolman, while the operator stays on the line to take down more information as the situation develops. When the patrolman arrives at the scene of the crime, he can ask questions directly of the computer by pushing buttons on the car terminal. The information, if available in the computer, will appear on a screen in seconds.

Computer-to-computer communications can greatly speed up police response time. They also make more effective use of the radio frequencies assigned to police use. Voice communications between dispatcher and patrolman, even when brief, are time consuming when compared to the milliseconds required for computer communications. With a limited number of frequencies and an ever increas-

ing message volume, this is a substantial benefit.

To make use of information stored in police computers, officers must now break through the ceaseless flow of messages between police on the street and headquarters. Only one message can be carried at a time on a frequency and delays to get air time are commonplace. Mobile computer terminals eliminate almost all delay.

Among the cities that have installed a limited number of mobile computer terminals in police cars are Palm Beach, Fla.; Oakland, Calif.; and Kansas City, Mo.

LEAA is now going a step beyond the installation of mobile computer terminals in police cars. In May 1973, LEAA gave a grant to the Metropolitan Police Department in the District of Columbia to test the feasibility of using hand-held computer terminals. These miniature terminals—no larger than a police radio—could give a patrolman on the beat or a scooter patrolman direct fast access to computer information. The terminal would work in conjunction with the police radio, using its batteries as a power source.

The Metropolitan Police Department hopes that this test will result in increased use of its information system, reduced radio channel congestion, and increased criminal apprehension rates.

Transfer of Systems

An important LEAA undertaking is the effort to promote the exchange and transfer of computerized information systems among jurisdictions. The computer needs of various State and local governments are similar—although not identical—and often existing systems can be tailored appropriately. This is a process that can save enormous amounts of time and money.

The programs and other design elements of LEAA-funded systems become LEAA property. This enables LEAA to make them available to other agencies.

To facilitate transfer of systems, LEAA has documented and printed information on some systems in use around the country. With one exception, however, LEAA does not specifically endorse the use of any particular system; it simply makes the information available.

To make the greatest amount of information available to the greatest number of agencies, LEAA also publishes a source book of systems entitled *Directory of Automated Criminal Justice Information Systems*. This directory lists data on information systems in all cities and counties with a population of 100,000 or larger. The first volume was published in 1972; an updated version will be available in 1975.

The following are brief descriptions of some of the systems about which LEAA has printed detailed documentation to facilitate their adoption by other criminal justice agencies.

PROMIS

In a small town a prosecutor can become intimately familiar with every case in his office and know how each compares with the others in terms of the seriousness of the crime and the criminal career of the accused. For big city prosecutors, faced with a huge volume of cases and a large staff of assistant prosecutors, this kind of intimate knowledge is impossible.

PROMIS, a computer-based information system developed for use in the U.S. Attorney's Office in Washington, D.C., tries to recreate the small town prosecutor's knowledge of his caseload through the use of modern technology. PROMIS stands for Prosecutor's Management Information System.

A major goal of the program is to give visibility to the differences in the importance of cases and to insure evenhanded and consistent justice. PROMIS automatically rates each case according to standardized criteria about the gravity of the crime and the prior criminal record of the accused.

Another goal of the system is to give special intensive pre-trial preparation to the more serious cases, to which PROMIS assigns a high numerical rating. PROMIS also has the ability to determine when accused persons have multiple criminal cases pending at the same time, and it can develop statistical reports on prosecution and court activity that illustrate bottlenecks, training needs, crime trends, legal problems, and social problems.

Among the important results of the implementation of the system in Washington, D.C., has been a 25 percent increase in the conviction rate for serious misdemeanor cases processed under PROMIS.

During 1971, the LEAA Administrator wrote to more than 1,300 prosecutors across the country, urging them to consider the adoption of a PROMIS-like system.

PROMIS was subsequently designated an LEAA Exemplary Project as part of a program to focus national attention on outstanding criminal justice programs that are suitable for transfer to other areas. PROMIS is the only information system program that has been so designated.

Grants to the Institute for Law and Social Research were awarded to enhance the transferability of PROMIS by developing complete documentation, providing technical assistance to interested jurisdictions, and the like.

PROMIS software, documentation, and other support are available to jurisdictions at no cost.

Several jurisdictions around the country were in the process of implementing their own PROMIS systems during fiscal year 1974. Included among these were Cobb County, Ga.; Los Angeles County, Calif.; and the State of Rhode Island. The latter received a systems development grant of \$115,000 to implement the system.

ALERT

ALERT is the automated criminal justice information system that serves the entire metropolitan Kansas City-St. Joseph, Mo., area as well as a number of agencies in Kansas. The system has been operational since 1968.

As part of its commitment to encourage the transfer of technology, LEAA sponsored a project to document this system in sufficient detail to allow

interested agencies to implement the whole system or any of its components.

To introduce the system to interested agencies LEAA prepared an overview brochure that it distributed to approximately 2,000 agencies around the country. An agency interested in implementing the system can obtain the complete documentation from LEAA. The detailed system documentation was made available in October 1971; approximately 50 agencies requested it during fiscal year 1974.

CRISYS

Documentation on the Correctional Records Information System (CRISYS), an information system developed for use by the District of Columbia Department of Corrections, has been developed and printed by LEAA to facilitate the transfer of this system to other jurisdictions. The system provides for rapid update and retrieval of inmate records.

JURIS

Another system made available by LEAA for adoption by State agencies is JURIS, a legal information retrieval system of the Department of Justice. The system stores information on legal cases in its data banks.

Security and Privacy

Despite its awesome powers the computer remains a machine, a creation of man. It is morally neutral. If used well it can be a tremendous aid for organizing information and for planning; if used badly, it can be a force for social ill, invading fundamental rights of privacy.

Enthusiasm about the many applications of computers to law enforcement must be tempered with a concern about safeguarding the security of the files and the privacy of the people whose histories are contained in them.

According to LEAA Administrator Richard W. Velde, it is necessary that law enforcement efficiency be balanced against the citizen's right to privacy. He said: "The Law Enforcement Assistance Administration supports the concept that the collection and exchange of criminal justice data is vitally needed by criminal justice agencies to reduce crime and to improve the quality of justice. It is equally our view that this need must be consonant with the requirement that the interests of the individuals about whom the information refers be safeguarded." Mr. Velde made those remarks before the Subcommittee on Constitutional Rights of the Committee on the Judiciary, U.S. Senate, in March 1974.

LEAA believes that it is appropriate and necessary that definitive uniform standards be enacted that cover the collection, maintenance, and dissemination of all criminal justice information. It supports the concept that the collection and exchange of criminal justice data is vitally needed by criminal justice agencies. But it believes equally that the interests of the individuals about whom the information is stored must be safeguarded.

LEAA's concern about the privacy and security of criminal history information dates to the inception of the Agency.

Ever since it began, Project SEARCH has been involved in the development of security and privacy policy in criminal justice information systems.

The original SEARCH Committee on Security and Privacy stated a set of objectives in the fall of 1969:

1. To develop a code of ethics that can be followed by participating States in the exchange of computerized criminal offender record data.
2. To prepare security and privacy regulations governing the operation of the prototype criminal history system to be developed by Project SEARCH.
3. To conduct a thorough study of the security and privacy implications of a national computerized criminal offender information system, leading to policy recommendations governing the establishment and operation of such a system.

The committee developed a set of regulations governing the operation of the prototype criminal history exchange system. These regulations were incorporated into the system's operations manual. They included provisions for the control of the data entered into the system, access to the system via terminals during the demonstration period, and restrictions on the usage of data obtained from the prototype system.

LEAA's concern about privacy has not been limited to its involvement with SEARCH.

In January 1971, a notice was sent to all SPA Directors alerting them to their responsibilities when funding organized crime control programs.

Also in 1971, the following special notice was added to the award that funded preparation of each State's comprehensive plan:

The grantee agrees to insure that adequate provisions have been made for system security, the protection of individual pri-

vacancy, and the insurance of the integrity and accuracy of data collection.

Similar language was incorporated in 1971 into LEAA guidelines as a general condition applicable to all grants.

At the time of the establishment of LEAA's CDS program in May 1972, LEAA incorporated the recommendations of Project SEARCH on security and privacy into the CDS grant guidelines. Thus, all funds, over which LEAA has direct control are subject to these restrictions. Guidelines for CDS also require States to address the recommendations of the National Advisory Commission on Criminal Justice Standards and Goals, some of which are concerned with security and privacy issues.

The Crime Control Act of 1973, which renewed LEAA funding authority, included an amendment requiring that the collection, storage, and dissemination of criminal histories be regulated for security and privacy. LEAA has drafted regulations in compliance with this law. At the close of fiscal year 1974, these regulations had been published for public comment, and public hearings had been held.

Information Systems Projects

Title: Project SEARCH (50 State Consortium-2nd year)
Grant Number: 73-SS-99-3312
Award Amount: \$608,420
Office of Initiation: NCJISS/SDD
Grantee Name and Location: California Crime Technological Research Foundation, 7171 Bowling Drive, Sacramento, Calif. 95823

Key

NCJISS—National Criminal Justice Information and Statistics Service
SDD—Systems Development Division

Title: Project SEARCH—Requirements Analysis of State Identification Bureaus
Grant Number: 73-SS-99-3301
Award Amount: \$399,397
Office of Initiation: NCJISS/SDD
Grantee Name and Location: California Crime Technological Research Foundation, 1927 13th Street Sacramento, Calif. 95814

Title: Offender Based State Correctional Information System
Grant Number: 73-SS-99-3315
Award Amount: \$131,325
Office of Initiation: NCJISS/SDD
Grantee Name and Location: California Crime Technological Research Foundation, 7171 Bowling Drive, Sacramento, Calif. 95823

Title: State Participation in an Offender Based State Correctional Information System
Grant Number: 72-ED-99-0015
Award Amount: \$2,500,000
Office of Initiation: NCJISS/SDD
Grantee Name and Location: California Council on Criminal Justice, 7171 Bowling Drive, Sacramento, Calif. 95823

Title: State Judicial Information System
Grant Number: 73-SS-99-3313
Award Amount: \$260,545
Office of Initiation: NCJISS/SDD
Grantee Name and Location: California Crime Technological Research Foundation, 7171 Bowling Drive, Sacramento, Calif. 95823

Title: State Participation in a State Judicial Information System
Grant Number: 72-DF-99-0040; 72-SS-99-3005
Award Amount: \$1,368,301—(Discretionary); \$231,699—(Systems and Statistics)
Office of Initiation: NCJISS/SDD
Grantee Name and Location: California Council on Criminal Justice, 7171 Bowling Drive, Sacramento, Calif. 95823

Title: Project SEARCH—Development of a Standardized Crime Report Format
Grant Number: 73-SS-99-3310, 72-SS-99-3001
Award Amount: \$28,813, \$76,387
Office of Initiation: NCJISS/SDD
Grantee Name and Location: California Crime Technological Research Foundation, 1927 13th Street, Sacramento, Calif. 95814

Title: Criminalistics Laboratory Information System
Grant Number: 73-SS-99-3309
Award Amount: \$143,420
Office of Initiation: NCJISS/SDD
Grantee Name and Location: California Crime Technological Research Foundation, 1927 13th Street, Sacramento, Calif. 95814

Title: Comprehensive Data System Cost Study
Grant Number: 74-SS-99-3302
Award Amount: \$203,009
Office of Initiation: NCJISS/SDD
Grantee Name and Location: Institute for Law and Social Research, 1025 15th Street, N.W., Washington, D.C. 20005

Title: Upgrade of National Law Enforcement Teletype System (NLETS)
Grant Number: 72-SS-99-3006
Award Amount: \$1,583,957
Office of Initiation: NCJISS/SDD
Grantee Name and Location: National Law Enforcement Teletype System, Inc., c/o Maryland State Police, Pikesville, Md. 21208

Title: Review and Assessment of Telecommunications Planning in the 50 SPA's
Grant Number: 74-SS-99-3310
Award Amount: \$599,633
Office of Initiation: NCJISS/SDD
Grantee Name and Location: Associated Public-Safety Communications Officers, Inc., P.O. Box 669, New Smyrna Beach, Fla. 32069

Title: Upgrade of National Law Enforcement Teletype System (NLETS)—Supplement
Grant Number: 74-SS-99-3307
Award Amount: \$475,413
Office of Initiation: NCJISS/SDD
Grantee Name and Location: National Law Enforcement Teletype System, Inc., c/o Maryland State Police, Pikesville, Md. 21208

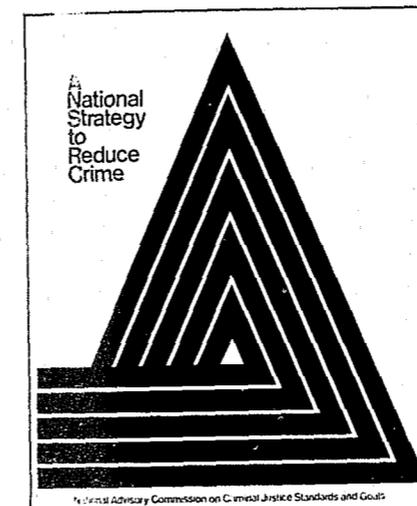
Title: Pilot Police Man-Portable Digital Communications System
Grant Number: 73-SS-99-3304
Award Amount: \$72,000
Office of Initiation: NCJISS/SDD
Grantee Name and Location: Metropolitan Police Department, 300 Indiana Ave., N.W., Washington, D.C. 20001

Title: PROMIS Reprogramming
Grant Number: 72-SS-99-3004
Award Amount: \$89,925
Office of Initiation: NCJISS/SDD
Grantee Name and Location: Superior Court Division, U. S. Attorney's Office, 4th and F Streets, N.W., Washington, D.C. 20530

Title: PROMIS Transferability
Grant Number: 74-SS-99-3301
Award Amount: \$212,278
Office of Initiation: NCJISS/SDD
Grantee Name and Location: Institute for Law and Social Research, 1025 15th St., N.W., Washington, D.C. 20005

Title: Prosecutor Management Information System (PROMIS) for Rhode Island
Grant Number: 74-SS-99-3314
Award Amount: \$115,000
Office of Initiation: NCJISS/SDD
Grantee Name and Location: Department of the Attorney General, 250 Benefit Street, Providence, R.I. 02903

The Standards & Goals Initiative



Stimulated by a major LEAA initiative, the Nation's criminal justice system is experiencing a quiet revolution. In every State, police, courts, and corrections practitioners are joining government leaders and citizens to develop standards and goals for the State's criminal justice system and for crime reduction. Richard W. Velde, Administrator of LEAA, has described this effort as "an evolutionary process that could completely revamp every level of criminal justice within 10 years."

Encouraging this process is one of LEAA's highest priorities, and LEAA has allocated significant amounts of discretionary and technical assistance funds to help State Criminal Justice Planning Agencies (SPA's) develop this process as an integral part of their comprehensive improvement programs.

The idea of standards and goals for the criminal justice system was born in 1971. At that time, LEAA created and funded the National Advisory Commission on Criminal Justice Standards and Goals and charged it with developing a blueprint for crime reduction

¹ Crime Control Act of 1973 (Public Law 93-83, Title I, Part G, Section 601).

and criminal justice system improvement at the State and local levels. The Commission was composed of State and local government officials, criminal justice professionals, and private citizens. It was an independent body whose findings were neither endorsed nor opposed by LEAA. In 1973, the Commission published the results of its \$1.75 million study in five task force reports, *Police, Courts, Corrections, Community Crime Prevention*, and *Criminal Justice System*, and in a summary volume, *A National Strategy to Reduce Crime*.

Reflecting the Commission's work, Congress required in the Crime Control Act of 1973 that each State henceforth include a section on "goals, priorities, and standards" for crime prevention in its annual comprehensive plan.¹

The Commission reports were widely distributed during fiscal year 1974 to criminal justice practitioners, to State and local government officials, and to citizen groups. By June 30, 1974, more than 120,650 copies of all the reports had been distributed by LEAA or sold by the Government Printing Office.

LEAA believes the reports represent one of the more significant accomplishments of its six-year history. They contain a wealth of information about what works and does not work in the criminal justice system; they document many hundreds of successful crime prevention and control programs throughout the country; and they highlight the best and most modern criminal justice philosophies.

Nonetheless, it is not LEAA policy to endorse the reports specifically nor to require adoption of the Commission's proposed standards or goals. What LEAA does endorse, however, is the process by which each State develops a suitable set of standards for a systematic improvement program. The reports were designed to serve as a model set of standards for the States, not as a rigid Federal mandate.

In the process of developing its own standards, each State is expected to review the work of the National Advisory Commission and that of other groups such as the American Bar Association (ABA) to determine if it is appropriate for that State. The various sets of standards should serve as guidelines and as a basis of discussion for formulating the State's own standards and goals. LEAA cannot and will not require the incorporation of the Commission's standards into a State plan as a condition of approval. It is the standard-setting process and not any individual standards that LEAA endorses.

Through its discretionary grant program, LEAA encourages and provides assistance to the States to undertake this process and to adopt those standards each State considers appropriate. LEAA recognizes

² National Advisory Commission on Criminal Justice Standards and Goals, *A National Strategy to Reduce Crime* (Government Printing Office, 1973), p. 3.

that different communities and different parts of the country have different problems, different solutions, and different priorities.

The LEAA Standards and Goals Initiative encourages each State: (1) to analyze its criminal justice system in terms of suggested reforms, recommendations, and standards; (2) to determine its own priorities, goals, and standards as a result of this analysis; and (3) to use these standards, goals, and priorities in the comprehensive planning process and as a guide to funding.

Why Set Standards?

The necessity for standards in the criminal justice system was set out by the Commission in its summary volume, *A National Strategy to Reduce Crime*. It said:

The first principle guiding the Commission's work is that operating without standards and goals does not guarantee failure, but does invite it. Specific standards and goals enable professionals and the public to know where the system is heading, what it is trying to achieve, and what in fact it has achieved. Standards can be used to focus essential institutional and public pressure on the reform of the entire criminal justice system.²

In the past the criminal justice system tended to operate without definable standards and goals. As a result, the system labored without a clear idea of its identity and direction. A major criticism is that the system is disjointed, fragmented, and disorganized. It is a non-

system. Without goals, the system cannot measure success or failure. In many cases controversies exist about the roles of the principal system participants.

The establishment of system-wide standards and goals can solve many of these problems. When this process becomes institutionalized into the ongoing planning process, a major advance will have been made toward:

- Improved systemwide comprehensive planning.
- Improved State and local commitment to standards and goals prior to implementation.
- Systemwide reform and change.

Forging the disparate elements of police, courts, and corrections into a coherent whole is an important product of the standard-setting process. The involvement of criminal justice professionals, State legislators, public officials, and citizens in the process of setting goals should lead to systemwide planning and ultimately to systemwide reform. It should also lead to a greater State and local commitment to reform. This kind of grassroots support is a prerequisite to any successful reform movement in the criminal justice system.

Federal and State Roles in the Standards and Goals Initiative

Underlying the Standards and Goals Initiative is the bedrock principle of the Federal and State partnership mandated by the Congress when it established LEAA. It is the philosophy of the New Federalism.

The Standards and Goals Initiative provides Federal leadership and encourages State and local enterprise. This leadership has provided the States with a model and with financial and technical assistance to help them plan and implement their own programs. Placing the major responsibility at the State level is in keeping with the Crime Control Act of 1973, which states: "Congress finds that crime is essentially a local problem that must be dealt with by State and local governments if it is to be controlled effectively."³

The following sections outline the roles of LEAA and the States in the Standards and Goals Initiative partnership. Included is a discussion of the kinds of assistance that LEAA is providing to the States. Also included is a sampling of State efforts to determine their standards and goals.

The Standards and Goals Initiative

The LEAA Standards and Goals Initiative is proceeding in two phases. During the first, which began in fiscal year 1974, LEAA is encouraging States to analyze their criminal justice systems and to adopt and develop appropriate standards. During the second, LEAA will encourage States to implement the standards they have adopted. The second phase will not begin in a State until the process of developing standards has been completed.

A number of major activities make up LEAA's State standards and goals assistance efforts. These are discussed below.

Financial and Technical Aid

The heart of the Standards and Goals Initiative is LEAA's provision of financial and technical assistance to the States in accordance with the following priorities:

- Priority one: Development and adoption of State standards and goals.
- Priority two: Integration of standards and goals into comprehensive planning.
- Priority three: Support of projects and programs that will implement adopted standards and goals.
- Priority four: Assessment and evaluation.

Financial Assistance. The States must adhere to certain LEAA requirements before they are eligible for standards and goals financial assistance. These requirements do not mandate the particular standards and goals, but they outline a format that States must use to develop them. The requirements insure that State comprehensive plans conform with the Crime Control Act of 1973.

An applicant for financial assistance first must show LEAA that the organization it is setting up to develop standards and goals has a broad-based representation that includes representatives of law enforcement agencies, State and local courts, adult corrections agencies, juvenile justice agencies, citizens and citizen groups, and the executive and legislative branches of government. The organization must also reflect the geographical spread of the State's population.

Second, an applicant for LEAA assistance must also insure that the standards and goals developed by the State will have adequate public

exposure before they are formally adopted. A plan must be submitted to LEAA that shows how the public and interested parties will be informed and allowed to participate in the standards and goals drafting process and in discussion meetings.

Third, applicants for discretionary funds must develop a two-year plan that sets out the State's entire strategy for developing its standards and goals. This plan must include schedules, proposed budgets, and major activities.

Fourth, LEAA has certain requirements that a State must meet before its standards and goals are considered formally adopted. These include the approval of a published set of standards and goals by the State's criminal justice council and submission to the Governor and State legislature of the standards and goals document for their comments.

Fifth, a State must specify to LEAA what steps it will take to insure that those standards affecting more than one component of the system are reviewed by representatives from other affected components, so that the impact can be absorbed and planned for in the comprehensive plan.

Technical Assistance. LEAA has initiated a major technical assistance program, through the use of contractors, for standards and goals development in States. Technical assistance will be available to the States through March 1976 to help them in their development process and eventually in formulating implementation strategies. (Text continues on page 89.)

What the Commission Recommended

Can America tolerate its current level of crime?

According to the National Advisory Commission on Criminal Justice Standards and Goals, it cannot. To help America reduce crime, protect society, and increase public safety, the Commission developed a blueprint for action at the State and local levels.

In six volumes and thousands of pages, the Commission made more than 400 recommendations that cover every element of the criminal justice system and that speak to the citizen as well. The Commission emphasized that citizen involvement in crime prevention "is not merely desirable but necessary."¹

The Commission said that a major and necessary goal for the Nation should be the reduction in the rate of the high-fear crimes of murder, rape, aggravated assault, robbery, and burglary by 25 to 50 percent within the next 10 years. Its plan to reduce these crimes emphasized four basic priorities:

- Prevent juvenile delinquency.
- Improve the delivery of social services.
- Reduce delays in the criminal justice process.
- Increase citizen participation in crime prevention and control.

The Commission also emphasized that a commitment to change by citizens and the criminal justice system is vital if the plan to reduce crime is to succeed.

Summarized here are some of the Commission's specific recommendations for the components of the criminal justice system, community crime prevention, criminal code reform and revision, and handguns.

Criminal Justice System

The Commission proposed broad reforms and improvements in criminal justice planning and information systems at the State and local levels. Key recommendations include:

¹ *National Advisory Commission on Criminal Justice Standards and Goals, Community Crime Prevention (Government Printing Office, 1973), p. 7.*

- Development by States of integrated multiyear criminal justice planning.
- Establishment of criminal justice coordinating councils by all major cities and counties.
- Establishment by each State of a Security and Privacy Council to develop procedures and recommendations for legislation to assure security and privacy of information contained in criminal justice information systems.
- Creation by each State of an organizational structure for coordinating the development of criminal justice information systems.

Community Crime Prevention

The Commission proposed that all Americans make a personal contribution to the reduction of crime and that all Americans support the crime prevention efforts of their State and local governments. Key recommendations include:

- Increased citizen contributions to crime prevention by making homes and businesses more secure, by participating in police-community programs, and by working with youth.
- Expanded public and private employment opportunities and the elimination of unnecessary restrictions on hiring ex-offenders.
- Establishment of and citizen support for youth services bureaus to improve the delivery of social services to young people.
- Provision of individualized treatment for drug offenders and abusers.
- Provision of a statewide capability for overseeing and investigating the financing of political campaigns.
- Establishment of a statewide investigation and prosecution capability to deal with corruption in government.
- Development in the schools of career education programs that guarantee to every student a job or an acceptance into an advanced program of studies.

Police

The Commission proposed that the delivery of police services be greatly improved at the municipal level. Key recommendations include:

- Consolidation of all police departments with fewer than 10 sworn officers.
- Enhancement of the patrolman's role.

(Continued on p. 88)

- Increased crime prevention efforts by police working in and with the community.
- Affirmative police action to divert public drunks and mental patients from the criminal justice system.
- Increased employment and the utilization of women, minorities, and civilians in police work.
- Enactment of legislation authorizing police to obtain search warrants by telephone.

Courts

The Commission proposed major restructuring and streamlining of procedures and practices in processing criminal cases at the State and local levels, to speed the determination of guilt or innocence. Key recommendations include:

- Trying all cases within 60 days of arrest.
- Requiring judges to sit full days in courts.
- Unifying all courts within the State.
- Allowing only one review on appeal.
- Eliminating plea bargaining.
- Screening all criminal cases coming to the prosecutor to determine if further processing is appropriate.
- Diverting out of the system all cases in which further processing by the prosecutor is not appropriate, based on such factors as the age of the individual, his psychological needs, the nature of the crime, and the availability of treatment programs.
- Eliminating grand juries and arraignments.

Corrections

The Commission proposed fundamental changes in the corrections systems that exist in States, counties, and cities—changes based on the belief that correctional systems usually are little more than schools of crime. Key recommendations include:

- Restricting the construction of major State institutions for adult offenders.
- Phasing out all major juvenile offender institutions.
- Eliminating disparate sentencing practices.
- Establishing community-based correctional programs and facilities.
- Unifying all correctional functions within the State.

(Continued from p. 87)

CONTINUED

1 OF 3

- Increasing and expanding salary, education, and training levels for corrections personnel.

Criminal Code Reform and Revision

The Commission proposed that all States reexamine their criminal codes to improve and update them. Key recommendations include:

- Establishing permanent criminal code revision commissions at the State level.
- Decriminalizing vagrancy and drunkenness.

Handguns in American Society

The Commission proposed nationwide action at the State level to eliminate the dangers posed by widespread possession of handguns. The key recommendation is:

- Eliminating the importation, manufacture, sale, and private possession of handguns by January 1, 1983.

The technical assistance is generally short term in nature. Specific tasks include assistance in conference planning and the conduct of public hearings; strategy development for a State's effort to analyze the current state of its criminal justice system; and integration of adopted standards and goals into a State's comprehensive plan.

Standards and Goals Publications

To help the States develop their own standards, LEAA funded during fiscal year 1974 an American Bar Association

project to compare the standards developed by the National Advisory Commission on Criminal Justice Standards and Goals and those developed by the ABA. The study found only 16 differences in principle among the 476 ABA-proposed standards and the 400 National Advisory Commission standards. The major difference uncovered by the study was plea bargaining: the Commission proposed that the practice be abolished. (See box.) Other differences involve pretrial release, discovery and pretrial procedures, probation, and post-conviction proceedings.

Crime victim surveys



The ABA comparative analysis has been made available to the States by LEAA and the ABA is continuing its distribution.

A second publication, entitled *National Program Strategy for Criminal Justice Standards and Goals*, defines the roles, relationships, and responsibilities of LEAA's central and regional offices and the SPA's in developing and implementing standards and goals. It explains how SPA's can obtain LEAA technical and financial assistance and it outlines the program requirements for funding.

In addition to these two major volumes, LEAA has published supportive works that summarize the National Advisory Commission work or that categorize its findings. Among these are: *A Call for Citizen Action: Crime Prevention and the Citizen*, which contains excerpts from the Commission's *Report on Community Crime Prevention*, and *Standards and Goals for Juvenile Justice*, which is a compilation of all the juvenile delinquency recommendations contained in the Commission's reports. An *Executive Summary* of the Commission reports has also been completed and distributed.

Regional Office and SPA Orientations

To insure that the regional offices and the SPA's are fully informed on the Standards and Goals Initiative, LEAA has conducted a series of orientation sessions. Briefings have been held in all Regional Offices with SPA personnel in attendance, and followup sessions at the State and local levels have been planned.

State Efforts

An LEAA survey conducted in May 1974 revealed that all 55 States and territories have initiated plans to develop their own standards and goals. The majority of the States (35) said they plan to create special groups or commissions to develop the standards. About half of these groups have begun work. Many States also plan to hold conferences to acquaint a broad cross section of the State's criminal justice community with the standards and goals concept and with the specific recommendations of the National Advisory Commission. Ten states have held such conferences.

In fiscal year 1974, LEAA allocated approximately \$32 million from its discretionary funds to the Standards and Goals Initiative. By the close of fiscal year 1974, 37 States had been awarded discretionary money or training funds for their standards and goals programs. The amounts of the grants to the States ranged from \$50,000 to approximately \$500,000.

During fiscal year 1974, LEAA released the results of a survey of the Nation's five largest cities that showed that there was approximately twice as much crime in these cities as was reported to the police. To collect this information for LEAA, the Bureau of the Census used scientific sampling methods to determine the amount of victimization among the population and for businesses.

Criminal justice practitioners had long suspected that many crimes were not reported to the police, but they never before had a yardstick that could measure how many.¹

One of the more important results of this survey is that it shows how many citizens are "turned off" by the criminal justice system; apparently they considered it useless to report crimes to the police.

As LEAA now has an accurate picture of citizen attitudes toward reporting crime, it has taken measures to counter citizen apathy toward the criminal justice system. In former LEAA Administrator Donald E. Santarelli's words, "with this data

in hand, LEAA can respond with a massive campaign to bring the citizen closer to the criminal justice system—make it easier for the citizen to report crime, to testify in court, to participate in crime prevention—in all, to feel that he is a part of the criminal justice system, that the system is truly responsive to citizens."

Information about the amount of crime not reported to the police is one of many types of data not available before the advent of LEAA's crime victim survey.

Planners and practitioners in the criminal justice system had to rely on their intuition and judgment rather than on hard data when assessing priorities or allocating resources. As the President's Commission on Law Enforcement and Administration of Justice said in its 1967 report, the greatest need for the criminal justice system was "... the need to know."² People in the criminal justice system could not answer satisfactorily such questions as:

Who are the victims of crime? The young? The old?

¹ *The first victimization study was undertaken by the National Opinion Research Center of the University of Chicago for the President's Commission on Law Enforcement and Administration of Justice. See: President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society, (Government Printing Office, 1967), pp. 21, 38.*

² *Ibid.*, p. 273.

Men? Women? Blacks? Whites?

- What trends are evident in the increase or decrease of street crime?
- Where and when does street crime occur?
- What percentage of street crimes are committed for economic motives?
- How much street crime is committed by strangers to the victims?

The crime victim surveys have helped to provide answers to the questions raised above.

Among others, the crime victim surveys will have five important uses for the criminal justice system:

1. They will show how crime rates have changed in an area. This measurement will be useful in assessing the success of crime control projects.
2. They will provide relevant and reliable information for criminal justice planners. This will enable them to allocate resources for the prevention and control of crime.
3. They will provide information about citizen attitudes toward crime, such as the fear of crime, and information about citizen attitudes toward the criminal justice system, such as why citizens do not report crime.
4. They will provide for the first time accurate data with which to compare crime rates among cities or other geographical areas.
5. Crime victim interviews will be conducted once a month and will thus provide an accurate picture of changes in crime patterns over a long period. The regular statistical reports issued as a result of the interviews will be analogous to current economic indicators such as the cost of living figures and the gross national product figures.

The LEAA Program

The crime victim survey program, called the National Crime Panel, is being conducted in two parts. The first is a nationwide poll of a representative sample of households and businesses to determine the extent of victimization. The sample is composed of 60,000 households (approximately 135,000 people) and 15,000 businesses. One-sixth of the entire group is interviewed each month. After a household has been interviewed seven times, it is dropped and new households are chosen. The first data from this part of the program was available in the November 1974 report, *Criminal Victimization in the United States*.

The second part of the program involves surveys of crime in the cities. (See Appendix Tables 4-11.) For the data released in fiscal year 1974, interviews were conducted in the five largest cities in the country—New York, N.Y.; Philadelphia, Pa.; Chicago, Ill.; Los Angeles, Calif.; and Detroit, Mich.—and in the eight LEAA Impact Cities—Baltimore, Md.; Atlanta, Ga.; Denver, Colo.; Cleveland, Ohio; Dallas, Tex.; Newark, N.J.; St. Louis, Mo.; and Portland, Oreg. The Impact Cities were chosen because they have been the recipients of special LEAA discretionary program funds to combat stranger-to-stranger crimes and burglary. The interviews were conducted before the Impact program became operational. A followup crime victim survey will show the program's results.

The interviews in the eight Impact Cities were conducted between July and October, 1972; in the five largest cities between January and March, 1973. Persons in a second set of 13 cities—San Francisco, San Diego, and Oakland, Calif.; Minneapolis, Minn.; Milwaukee,

Wis.; Cincinnati, Ohio; Boston, Mass.; the District of Columbia; Miami, Fla.; New Orleans, La.; Buffalo, N.Y.; Houston, Tex.; and Pittsburgh, Pa.—were interviewed between January and March 1974. Results of these surveys will be released during fiscal year 1975.

The surveys were conducted by the Bureau of the Census working under an interagency agreement with LEAA. The Bureau used scientific sampling techniques to gauge the extent to which individuals of 12 years of age or more, households, and commercial establishments had been victimized by certain types of crime. The survey examined the characteristics of victims and, where possible, such factors as the relationship between the victim and the offender, the time and place of occurrence, injury or loss suffered, and whether the event was reported to police.

The surveys covered victimizations occurring during the previous 12 months. The Bureau of the Census sample consisted of persons in about 10,000 households (approximately 22,000 persons) and about 2,000 commercial establishments.

Only certain crimes were counted. For individuals the crimes were rape, robbery, assault, and personal larceny. For households they were burglary, larceny, and auto theft. For commercial establishments they were burglary and robbery.

The data gathered reflected only victimizations of residents and commercial firms of each city, even though some incidents may have taken place outside the city. The surveys did not cover victimization of non-residents, such as commuters from the suburbs or visitors from other cities.

Crime Victim Surveys and the FBI's Uniform Crime Reports Differentiated

LEAA's crime victim surveys are intended to supplement—not to replace—the FBI's *Uniform Crime Reports*. The FBI has been operating the UCR program since 1930, and it has provided valuable basic information to the public and to criminal justice practitioners on the rates of the crimes measured.

Approximately 10,000 law enforcement agencies covering about 93 percent of the population of the United States participate in the volunteer program. These agencies submit monthly and annual reports to the FBI on the occurrence of the UCR's Index crimes, which consist of four violent crimes (murder, forcible rape, aggravated assault, and robbery) and three property crimes (burglary, larceny of \$50 or more, and automobile theft).

The quality of the UCR's depends in large part on the uniformity of reporting standards. If what is considered an "office larceny" in one jurisdiction is reported as a "burglary" in another, the value of the UCR's as a national reporting system diminishes.

To promote uniformity, the FBI since 1967 has encouraged States to enact mandatory crime reporting laws and to designate a State criminal justice agency to collect and verify the crime data submitted. At the close of fiscal year 1974, 22 States were operating such programs. LEAA offers financial assistance to the States to develop the crime reporting systems.

Data from the initial surveys were estimates and subject to errors arising from sampling; a more comprehensive report that included data on sampling errors and additional technical details was under preparation at the close of fiscal year 1974.

Confidentiality

As required by Federal law, LEAA crime victim survey interviews from the Bureau of the Census must ask permission to enter any household or to interview any citizen. They must explain in general what the survey is about, and they must answer in detail any question a citizen asks about the survey.

Personal larceny with contact is defined as the theft of a purse, wallet, or cash directly from the person of the victim, including attempted purse snatching.

Personal larceny without contact is defined as the theft, without contact between the victim and offender, of personal property or cash from any place other than the victim's home or immediate vicinity.

- About one-third of all personal incidents involved violence.
- About three-fourths of all violent crimes were committed by persons unknown to the victims.

Regarding the victims of crime:

- For most types of crimes there were more male victims than there were female victims.
- Persons under 35 years were more likely to be victimized than persons 35 years or older.
- Persons from families with incomes of less than \$10,000 were more likely to be robbed or to be the victims of personal larcenies with contact, than those with incomes of \$10,000 or more.³
- The rates for larceny without contact tended to rise with the level of family income.⁴

Regarding household victimizations:

- Burglary was the most common household victimization, followed by household larceny and auto theft.
- Households headed by minority members were more likely to be victimized than white households.
- Households headed by people age 65 or older had the lowest rate for burglary.
- Larger households, those with four or more members, had higher rates than their smaller counterparts.

Regarding reporting of crimes to police:

- Crimes against individuals were least well reported, although crimes of personal violence were more frequently brought to the attention of the police than were crimes of personal theft.

All information gathered in the survey is disclosed only in the aggregate as to city and nationally. No information is disclosed about any individual, household, or neighborhood.

General Results

Although the data revealed that each of the 13 cities surveyed has an individual crime profile, a number of generalizations that hold true for all of the cities can be drawn.

Regarding the crimes committed:

- Crimes of theft were the most common incidents against persons.

The Citizen & Criminal Justice



Crimes against households were more often reported than were crimes against persons.

Crimes against commercial establishments were the most reported offenses of all surveyed.

For a number of specific crimes, attempted victimizations were less likely to be reported than actual victimizations.

In each city the most commonly cited reasons given for not reporting a personal or household crime to the police were a belief that because of lack of proof nothing could be accomplished by reporting the incident and a feeling that the incident was not sufficiently important to merit police attention. The tabulation below gives the percentage distribution of reasons given for not reporting victimizations in the five largest cities:

	Personal	Household
Nothing could be done; lack of proof	34%	37%
Not important enough	28	31
Police would not want to be bothered	8	9
Too inconvenient	5	4
Private or personal matter	4	3
Afraid of reprisal	2	1
Reported to someone else	7	3
Other or not available	12	12
Total	100%	100%

The percentage distribution was similar in the eight Impact Cities.

The Appendix to this report contains crime victim tables that were reprinted from the two advance LEAA reports, *Crime in the Nation's Five Largest Cities* and *Crime in Eight American Cities*.

The criminal justice system in the United States is a multi-billion dollar business whose services reach more than 200 million people. Although the number and type of criminal justice services available differ extensively, all are offered to further a single goal: the prevention and reduction of crime.

The criminal justice system, like all large enterprises, does not operate in a perfect environment. Because its clientele is so large, it must be attuned to a great number of differing and sometimes conflicting philosophies that seek to influence its operation. Because it is made up of three individual and virtually autonomous entities—police, courts, and corrections—the lack of adequate internal coordination can cause sporadic breakdowns in service. Insufficient education and training and inadequate salaries may restrict employee efficiency and weaken morale. Inadequate, outdated, overlapping, or confusing governing laws present additional stumbling blocks. Internal corruption and outside political pressures can prevent the system from adopting the best solution to a problem.

These are just a few of the problems that the criminal justice system must deal with every day, and they are some of the reasons why consumers are dissatisfied with its services.

As the crime rates in many areas continue to increase despite the expenditure of billions of dollars, many taxpayers—the system's clients—have lost confidence in the system and are reluctant to contact it or cooperate with it. For too many people, the system's goal of crime prevention and reduction seems hopelessly out of reach.

Unfortunately, many of the people who come into contact with the criminal justice system in the course of their daily lives—as victims of a crime, as witnesses, or as jurors—find a system so enmeshed in its internal problems and operations that it appears to have forgotten who its real clients are.

The following are three examples of situations that occur every day and three legitimate questions that can be asked as a result.

1. The victim of an armed robbery and assault attends the trial of the person accused of committing the crime. He hears the prosecutor charge that the accused has wronged the State and should be punished. The defense properly devotes extensive effort to ascertaining whether the accused has had his rights read to him. The jury deliberates and returns its verdict, in this case a finding of guilty.

Question: Who has seen to the victim's rights and needs: the money to pay his hospital bills, a referral to agencies that can help restore losses, and counseling to help the victim understand how the complex criminal justice system works?

2. A witness to a crime is questioned by police at the scene while the accused glares at him threateningly. The witness agrees to testify at the trial. On the scheduled day, he and the defense witnesses sit in the same court waiting room for several hours expecting to be called. The witness is finally told that the case has been postponed. When the witness returns to court, he waits several more hours and then learns that the accused has pleaded guilty to a lesser charge and that there will be no trial. *Question:* What measures should have been taken to avoid having the witness questioned in the suspect's presence and to avoid having the witness spend many hours in court?

3. A woman has been called for jury duty. She is eager to serve because she believes that the jury system is one of the most fundamental and valuable privileges embodied in the U.S. Constitution and that jury service is a responsibility of citizenship. At the courtroom, she and the other prospective jurors are quartered in a small, dirty, and poorly ventilated waiting room where they sit on uncomfortable wooden benches and wait for hours before they are either called for duty or dismissed for the day. There are no magazines and no television set to help pass the time, and no one available to answer questions about trial procedures or scheduling. *Question:* Why should citizen participation in the criminal justice process be

an uncomfortable, enervating, and time-consuming experience?

Questions such as these have been asked in the past by conscientious criminal justice professionals, but they have been asked far too infrequently. Lacking are comprehensive studies to determine the best methods of compensating crime victims or to find out why so many victims and witnesses fail to volunteer information or appear in court to testify after they have agreed to do so. Numerous juror usage studies have been conducted, but there is no formal mechanism for disseminating this information so that many other jurisdictions may take advantage of study findings.

Studies demonstrate statistically what most citizens, as well as criminal justice professionals, have always suspected—that in too many instances the criminal justice system, in its zeal to see justice done and wrongdoers punished, has overlooked the people without whose active cooperation justice cannot be done. The victim who receives no restitution for his losses, the witness who is intimidated by the criminal suspect or by the inefficiency of the system itself, and the juror who spends endless hours in court may believe that the system has outlived its usefulness and that their participation is no longer warranted. In the future they may neglect to report criminal acts against them or ones they have witnessed, or they may tell their friends and neighbors that jury duty is to be avoided whenever possible.

To be sure, the relatively small number of people who

have first-hand knowledge of the criminal justice process through contacts with it account for only a small portion of the negative publicity the system receives every day.

The greatest single source of public dissatisfaction is the system's apparent inability to reverse the trend of continually rising crime rates. A recent victimization survey funded by LEAA (discussed in detail in the previous chapter) suggests that an alarming number of people have already lost confidence in the system. The survey indicates that only half or fewer of the personal and household crimes that occur are reported to the police. Among the reasons cited by citizens who failed to report a crime were that nothing could be done about it due to lack of proof, that the incident was not important enough to report, or that the police would not want to be bothered.¹

If enough people are "turned off" by the criminal justice system, the system will break down. If the system is unable to serve its clients adequately, those clients will cease to serve it. Although the criminal justice system is first and foremost a public service agency, it cannot function without the cooperation, and even active participation, of its clients. Part of the problem may be that too few citizens understand this and that too many people believe law enforcement is somebody else's job.

Although hundreds of volunteer organizations across the Nation are working with criminal justice agencies to prevent crime, only recently has the criminal justice system itself begun actively soliciting the assistance of citizens in all phases of criminal justice work. Even more important is the fact that

the criminal justice system only recently has come to recognize that a massive program of public education, information sharing, and idea solicitation is needed to bring about a widespread public awareness of the citizen's role in preventing and reducing crime.

The remainder of this chapter examines the measures that LEAA has initiated to make citizens and the criminal justice system more responsive to one another's needs. Programs under consideration for fiscal year 1975 and the future include the creation of a national clearinghouse for the exchange of information about citizen activities in the criminal justice system, a national television program about citizen participation, at least one large citizens' initiative conference, and the creation of a community crime prevention institute.

Programs already underway generally involve demonstration efforts to satisfy the more immediate needs of crime victims, witnesses, and jurors, as well as programs aimed at teaching citizens the steps they can take as individuals to prevent crime. Also underway are a number of LEAA-funded projects that involve citizen volunteers in corrections and citizen volunteers working with juvenile offenders.

The LEAA Citizens' Initiative

In January 1974, LEAA created a Citizens' Initiative Office within its Office of National

¹ LEAA Subgoals, General Objectives, and Priority Programs for FY 1975 and FY 1976, With Cost Estimates for FY 1975 Objectives (draft), June 1974.

² The Office of National Priority Programs (ONPP) has a separate evaluation component. In addition, each grant that ONPP initiates contains provisions for an evaluation by an independent agency or firm. The subject of evaluation is discussed in detail in Parts 3 and 4.

Priority Programs. This action represented the first formal recognition by a Federal agency concerned with law enforcement of the need to improve criminal justice service to citizens and to foster citizen participation in crime prevention efforts.

It is difficult to estimate how much money LEAA has spent in the past for citizen-oriented programs because such programs involve all segments of the criminal justice system and often comprise only one or two elements of a multifaceted project. In fiscal year 1975, however, several million dollars in discretionary and block grant funds will be allocated to projects designed to "build citizen and community support for crime reduction and to make the criminal justice system more responsive to citizen needs."²

LEAA's citizens' initiative program has two major objectives. The first is to "serve the citizen's needs in all aspects of the criminal justice process." The second is to "involve the citizen actively in the criminal justice process." The two objectives are closely related because one way to increase citizen participation is to make the system more responsive to citizen needs.

The Citizens' Initiative Office has prepared a brochure that explains the concepts behind the citizens' initiative effort and invites participation, inquiries, and the submission of project concept papers by anyone interested in improving the criminal justice system in his or her jurisdiction. "Criminal justice

systems everywhere benefit materially from the enlightened counsel and cooperation of the entire people," the brochure notes.

The discussion that follows highlights significant LEAA citizen-oriented projects undertaken during fiscal year 1974.

Responding to Citizen Needs

LEAA efforts to improve criminal justice service to citizens fall into the following broad categories of activity:

Service to crime victims and witnesses—includes counseling, protection, adequate compensation, provision of comfortable courthouse facilities, efficient scheduling and notification procedures, and restitution where appropriate.

Service to jurors—includes counseling, more efficient use of juror time, adequate compensation, provision of comfortable courthouse facilities, and protection when necessary.

Service to the potential crime victim—includes programs of public education and public information about how the criminal justice system works and about specific measures citizens can take to prevent crime.

All of the LEAA-funded citizens' initiative projects are classified as "demonstration" projects—that is, their purpose is to experiment with new methods of achieving particular results. All of the projects will be extensively evaluated³ and those deemed most successful will be recommended for transfer to other jurisdictions, with financing assumed by State and local criminal justice agencies.

¹ Law Enforcement Assistance Administration, Crime in the Nation's Five Largest Cities (Advance Report) (Government Printing Office, 1974), p. 5.

Crime Victims and Witnesses

One of the most important contributions to the solution of a crime and the apprehension of the offender is the victim, who also may be a witness to the crime. But the plight of the victim/witness may diminish or even negate that contribution:

... [A]s the objects of crime, victims suffer physical, psychological, property, and financial losses for which they are rarely compensated. It is easy to understand why victim/witnesses, who have already suffered losses as a result of crime, are reluctant to lose additional time and money and to experience additional trauma, fear, and embarrassment as a result of participating in the criminal justice system. This reluctance is manifested in many if not most instances by the victim's failure to report the crime.⁴

During fiscal year 1974, several projects were developed that contained victim and witness components. Although none of the projects has been underway long enough to begin assessing achievements, an examination of the various project components reveals a number of priority concerns that will help determine the direction of future efforts and funding in these areas.

One of the principal objectives of all of the victim/witness projects will be to develop techniques for encouraging greater cooperation by victims and witnesses with criminal justice agencies. The need for such cooperation has been doc-

umented in a study conducted for LEAA by a private research firm. Preliminary findings indicate that 42 percent of the criminal cases involving citizen witnesses in the District of Columbia failed to reach trial because of witness noncooperation with the prosecutor. Poor communication may be a significant factor in determining the rate of witness cooperation, as 22 percent of the 922 witnesses interviewed for the study stated that they did not know that the prosecutor considered them to have been witnesses.⁵

One of the most comprehensive new victim/witness projects is the Milwaukee, Wis., Project-Turnaround. The heart of the project is in its five action units.

1. Citizen Contact and Support Unit—Consists of a telephone alert system designed to reduce waiting time and eliminate unnecessary court appearance and a referral service for victims and witnesses needing financial, psychiatric, or marital counseling; legal advice; or medical care.

2. Citizen/Victim Complaint Unit—Handles criminal and non-criminal complaints that come directly to the prosecutor's office.

3. Witness Emergency Unit—Provides 24-hour telephone and action service enabling witnesses and victims to report and be protected from threats or intimidation.

4. Advocacy Unit—Represents the interest of victims and witnesses by attempting to effect changes in the law and changes in criminal justice system practices.

5. Sensitive Crime Unit—Offers specialized treatment to victims of rape and other sensitive crimes.

A similar project is Project Turn-On, which serves the Brooklyn, N.Y., Criminal Court. The project includes a complaint unit and a computerized notification and alert system for prosecution witnesses. Also included is a witness courier center that escorts witnesses to the proper courtroom and provides a number of other needed services. The project's most innovative component, however, is an experimental unit that provides emergency services to victims immediately after a crime occurs and provides transportation for victims from various points in the community to and from court.

In Kentucky, a component of the new Omnibus Courts Improvement Project will establish 10 court coordinators, each responsible to the respective presiding district judge. Part of the coordinator's responsibility will be to aid victims and witnesses at the courthouse. At the defendant's initial court appearance, the coordinator will provide each witness with a wallet-sized card containing the coordinator's telephone number, the defendant's name, the case docket number, and the date of arraignment. Coordinators will telephone the witness several hours in advance to inform him of the exact hour of his appearance.

A Court Information Unit established as part of the Philadelphia Exemplary Court Project will provide bilingual information on the court system and on the progress and location of specific cases. This service is expected to alleviate the problems of victims and witnesses who are not fluent in English.

Another component of the Philadelphia project is the study of a waiting room designed to improve the comfort of witnesses scheduled to testify in court.

A number of jurisdictions across the country have initiated victim compensation programs. In Georgia, courts frequently require restitution by offenders, but a new LEAA-funded statewide program, the Citizen Action Program for Corrections, will expand the practice by requiring offenders to compensate their victims through cash payments or, if unable to do so, to make restitution in public service to the community. Restitution centers will be established so that offenders who normally might be incarcerated can work outside to earn the money to make dollar-for-dollar restitution. Before this stage of the project is implemented, however, the project staff will study compensation needs, the number of inmates potentially affected, and the types of compensation that can be made, such as direct cash payment, weekend work in a hospital, or participation in an environmental cleanup program.

Finally, in June 1974, LEAA announced the beginning of a national competition designed to elicit ideas for making the criminal justice system more responsive to crime victims, witnesses, and jurors. The LEAA Administrator wrote to the top officials in the 3,000 eligible cities and counties inviting the submission of concept papers dealing with one or more aspects of the project theme, Justice for Victims, Witnesses, and Jurors. LEAA has set aside approximately \$3 million in discretionary funds that will be used to implement the best of

the project ideas submitted. By July 10, 1974, the submission deadline, 171 concepts had been received and were undergoing review.

Jurors

Each year approximately 2 million people are summoned for jury duty to provide the nearly 20 million juror-days of service required by the country's court system. About 100,000 people are on jury duty each day in Federal, State, and local courts.

The degree to which jurors think their services have been well used may shape their view of the criminal justice process as a whole. Studies of juror attitudes have shown that the inefficient use of their time disturbed jurors more than any other aspect of jury service. On the other hand, jurors who do take part in trials generally find the experience rewarding and educational.

A recent LEAA study entitled *A Guide to Juror Usage* suggests that in most jurisdictions the size of the criminal court jury pool can be reduced by 20 to 25 percent and still provide adequate numbers of jurors for trials.⁶ In financial terms, more efficient juror management could save up to \$50 million of taxpayers' money each year.

Apart from unnecessarily large jury pools and voir dire panels, a number of factors can combine to make the juror's association with the criminal justice process an unpalatable and unrewarding experience. These include inept scheduling; poor notification procedures; inadequate compensation; failure to dismiss jurors when their

services will not be required; and inadequate waiting, eating, and restroom facilities.

Several jurisdictions across the country have studied juror usage problems and effected various solutions. One of LEAA's tasks during the coming year will be to examine a number of these projects before it funds any additional juror projects. This will be done to avoid unnecessary duplication of experimental efforts conducted elsewhere.

No specific jury projects have been funded yet, but the Kentucky Omnibus Courts Improvement Project will enable jurors to telephone a given number to determine if they will be needed the following day.

The Potential Crime Victim

Everyone is a potential crime victim. Although statistics show that people of a particular age, race, and income are more likely to be victimized, virtually no one is immune, and hardly anyone has a better than even chance of living his entire life without ever having been personally affected by a criminal act.

If the criminal justice system determines that it must serve the potential as well as the actual crime victim, it has set for itself a monumental task. Yet it is a task well worth the effort. If a significant number of citizens can be made aware of measures they can take personally to prevent crime, as well as how the system works and how they can contribute to its betterment, crime rates should drop dramatically.

⁴ Institute for Law and Social Research, "Program and Project Descriptions for Juror, Witness, and Victim Subprograms of the Citizens' Initiative Program," Prepared for LEAA under Contract J-LEAA-020-74, June 1974.

⁵ National Institute of Law Enforcement and Criminal Justice, Witness Cooperation Study (1974).

⁶ Bird Engineering-Research Associates, Inc., *A Guide to Juror Usage* (Washington, National Institute of Law Enforcement and Criminal Justice, 1974).

Unfortunately, too many citizens are unaware that even the simplest precautions may save their money, property, and even their lives. Statistics show, for example, that:

- More than 40 percent of auto thefts involve an unlocked car or keys left in the ignition.
- More than 30 percent of residential burglaries involve an entry through an unlocked door or window.
- More than 40 percent of larcenies involve goods that were left unattended.

Whether through ignorance or neglect, the criminal's job is made easier by a public that appears to believe it is the duty of police alone to apprehend all of the suspects, of courts to try all of the accused, and of corrections to punish all of the guilty.

In reality, the police depend on citizens to help reduce criminal opportunities and to report those crimes that do occur. The courts depend on citizens to accept witness responsibilities readily and to serve as jurors when called. Corrections institutions depend on citizens to help reintegrate offenders into the community, to give offenders jobs, and to provide counseling and other rehabilitative services.

The public cannot, however, be expected to understand its role unless a deliberate effort is made to impart the necessary information.

During fiscal year 1974, LEAA funded several projects designed to heighten citizen awareness of and participation

⁷ *The National Advisory Commission on Criminal Justice Standards and Goals recommended that "every law enforcement agency actively work with and inform interested citizens of measures that can be taken to protect themselves, their families, and their property." Report on Community Crime Prevention (Government Printing Office, 1973), p. 202.*

in the criminal justice system and to help individuals and groups protect themselves from crime.⁷

One segment of the Kentucky Omnibus Courts Improvement Project involves an expansion of the Kentucky Criminal Law Information Service (KLIS) to serve the public. Previously, only criminal justice professionals had access to the service. The "citizens' legal referral service" will attempt to answer any questions a citizen may have about the operation of the State's criminal justice system. For example, persons calling the service will be able to find out how to swear out a warrant, who should be contacted to report a crime, or where to locate copies of new statutes. In addition, the service will gather and compile for public distribution pamphlets and booklets describing the duties of jurors, the obligations of witnesses, the rights of citizens upon arrest, and other related topics.

Thousands of citizens are receiving crime prevention tips indirectly from the National Crime Prevention Institute (NCPI) at the University of Louisville, in Kentucky. The NCPI was established in 1971 with an LEAA grant. Since then, the Institute has been offering four-week crime prevention seminars to police officers. The seminars place special emphasis on communicating the importance of crime prevention to the public. An officer who has completed the basic curriculum has accumulated the technical knowledge to educate his community in the most current methods avail-

able to reduce the incidence of crime. Between seminars, the institute offers special courses to commercial and industrial concerns on such topics as pilferage, sabotage, hijacking, shoplifting, and employee theft. During 1974, the Institute conducted a one-week seminar for SPA directors in the expectation that similar projects might be incorporated into future State comprehensive plans. The institute also serves as a clearinghouse for crime prevention information.

A crime prevention program that reaches citizens directly is the National Neighborhood Watch Program, operated by the National Sheriffs' Association with an LEAA grant. Through the distribution of literature and at community meetings, the project teaches self-help measures that citizens can use to prevent burglary and larceny. Each community is encouraged to form a coordinating council to gather facts about the local crime problems, prompt additional support for the project, and publicize the project's goals and activities. The program has been in operation since 1972 and has received additional funds to expand the effort.

With the aid of television and radio broadcasts, newspaper feature articles, and discussion groups, the Citizen Initiative Project Using Interactive Media Techniques will foster citizen involvement with the criminal justice system. The project will enable 3,000 to 5,000 citizens in the Chicago, Ill., area to work with criminal justice professionals in identifying needs and problems of the criminal justice system, suggesting ways to improve the system, and learning how they may participate personally in crime reduction and system improvement efforts.

One of the themes common to several of the projects discussed above is crime prevention through the reduction of criminal opportunity. Although such simple measures as locking doors and windows when one is away from home can be classified as reducing criminal opportunity, an entire new technology has been created to make the criminal's task more difficult. High intensity street-lighting, sophisticated locks and alarms, and even architectural design may be employed to safeguard residential and commercial environments. The product of this technology generally is called "defensible space." LEAA has funded a number of projects and studies on this subject, and they are discussed in some detail in the chapter entitled "Designing More Secure Environments."

The remainder of this chapter examines some of the LEAA-funded projects that involve the citizen who has made a commitment to help the criminal justice system in its efforts to reduce crime and delinquency. Not all of the projects discussed below can be classified entirely as volunteer programs, but each contains at least one important volunteer component.

The Volunteer in the Criminal Justice System

The concept of the volunteer citizen working in the criminal justice system's service is not

⁸ *National Commission on the Causes and Prevention of Violence, Staff Report: Law and Order Reconsidered (Government Printing Office, 1969), p. 422.*

⁹ *National Advisory Commission on Criminal Justice Standards and Goals, Report on Community Crime Prevention (Government Printing Office, 1973), p. 8.*

¹⁰ *National Advisory Commission on Criminal Justice Standards and Goals, A National Strategy to Reduce Crime (Government Printing Office, 1973), p. 48.*

¹¹ *Ibid., p. 68.*

a new one, but it has valuable new applications. In the view of the National Commission on the Causes and Prevention of Violence, this role emerges as follows:

Perhaps the most effective role against crime the individual can take is getting out and actively pursuing solutions with his neighbors. . . . In any respect, commitment and involvement are a solution—far better, more extensive, and beneficial to society than arming oneself and hiding behind locked doors waiting for *them* (the government, the police, the courts, the elected representatives) to do it all.⁸

In the past decade, a number of Presidential and national commissions have studied the problem of crime and recommended increased citizen participation in the criminal justice system as one of many solutions to the problem. The most recent of these was the LEAA-funded National Advisory Commission on Criminal Justice Standards and Goals, which devoted an entire volume to crime prevention and reduction efforts by individuals, community groups, and government agencies outside the criminal justice system.

In its *Report on Community Crime Prevention*, the Commission stated that there is a need today "for a more balanced allocation of law enforcement duties between specialists and

citizenry—for citizens to reassume many of their discarded crime prevention responsibilities."⁹ The report highlights the activities of dozens of citizen organizations that are volunteering their services to aid and improve the criminal justice system on a State and local level. "There are," the Commission stated, "as many viable approaches to community crime prevention as there are citizens who deplore the conditions that are known to cause crime."¹⁰

An example of a large-scale volunteer effort is the Indianapolis Anticrime Crusade, in which 50,000 women were instrumental in the return of more than 2,000 dropouts to school. They also formed a court watching program, supported increases in police salaries, and with the Indianapolis Police Department and the Board of Works, initiated a campaign for improved streetlighting, and implemented the first successful program to combat rape.¹¹

On a smaller scale, a citizen volunteer group in Washington, D. C., assisted police in maintaining order at the 1974 July 4th fireworks display at the Washington Monument grounds. While police stayed largely on the sidelines, volunteers moved among the thousands of spectators in an effort to maintain the crowd's equilibrium. This was the first time in three years that there were no disruptions or violence during the entire Independence Day event.

The LEAA Projects

A number of LEAA-funded projects involve volunteers working with agencies of the criminal justice system to prevent and reduce crime.

A project that uses volunteers extensively is the Citizen Action Program for Corrections in Georgia. The project's volunteer components include the following:

□ To increase public awareness of corrections and to solicit citizen participation, the project will sponsor a "Corrections Week." Churches, schools, and community organizations are expected to aid the effort to motivate as many as 1,000 new volunteers to work on a one-to-one basis with prison inmates.

□ A series of 14 meetings are planned throughout the State to create an interchange among the judiciary, citizenry, and criminal justice personnel. The meetings will emphasize sentencing patterns, alternatives to stiff sentences, and the development of community-based correctional resources.

□ A Volunteer Services Program will recruit citizen volunteers who will offer tutoring, consumer and budget service, family counseling, and advocacy in prison programs. Presently 3,000 volunteers are used statewide. An increase of from 8,000 to 10,000 is contemplated as a result of project efforts.

□ Training techniques for volunteers will be developed and a student intern program for outstanding college volunteers will be instituted. The volunteer program will emphasize professionalism, and some funds will be made available to compensate the most successful volunteers.

An Impact Project sponsored by the Association of Junior Leagues is working to enable the more than 220 Junior Leagues in North America to increase the effectiveness of criminal justice systems by promoting, facilitating, and participating in efforts to effect change.

In December 1973, the Association held a four-day training institute that assembled a faculty of 34 leading professionals in the field of crime and delinquency. Each Junior League was permitted to send to the institute two representatives and a local professional or lay leader working in the criminal justice field who had demonstrated an interest in change. Among the community delegates were members of State legislatures, more than 20 judges and lawyers, a county commissioner, university faculty members, sheriffs, chiefs of police, and directors of community agencies concerned with crime and delinquency. Participants at the institute developed plans for mobilizing their communities in crime and delinquency reduction activities. Six followup seminars were scheduled for the fall of 1974.

The National Volunteer Parole Aide Program (VPA), sponsored by the American Bar Association and the Federal Bar Association, pairs ex-offenders with lawyers who serve as volunteer parole counselors without pay.

Under this program, the volunteer tries to gain the confidence of his parolee and to help the parolee overcome the various difficulties he may encounter when released from prison. The volunteer offers the parolee companionship and counseling, as well as special knowledge and access to the community and its services.

One of the primary advantages of the project is the individualized and personal assistance that each parolee receives; each volunteer works with only one parolee. Regular parole officers have caseloads averaging more than 70 cases and must perform extensive administrative chores as well. By offering voluntary and uncom-

pensated assistance and friendship, the volunteer shows the offender, possibly for the first time, that the community has an interest in him.

Since the project's inception in 1971, more than 1,900 trained volunteers in 21 States have been able to assist parolees and focus public concern on correctional procedures. An ancillary goal of the project is to institutionalize volunteerism throughout the country as a permanent part of the parole process.

In October 1973, Volunteers in Probation (VIP), a Michigan-based division of the National Council on Crime and Delinquency, held its Third National Conference for the Volunteer Court-Corrections Movement.

One of the primary goals of the conference was to increase the number of organizations using volunteers in the criminal justice system as well as the number of citizens participating. A related goal was to expand the use of the volunteer as an advocate and an agent for change in the criminal justice system.

The LEAA-funded conference brought together representatives from organizations across the country active in the volunteer movement. Among the many national organizations that made presentations were: Action—National Student Volunteer Program, United States Jaycees, National Red Cross, Correctional Solutions Foundation, The Association of Junior Leagues, American Bar Association, American Judicature Society, Yokefellow Prison Ministry, and the American Association of University Women.

One of the goals of the presentations by these and other national organizations was to acquaint delegates with the work of the many agencies active in volunteer activities on a nationwide basis. These organizations are equipped to help individuals who wish to initiate volunteer programs of their own.

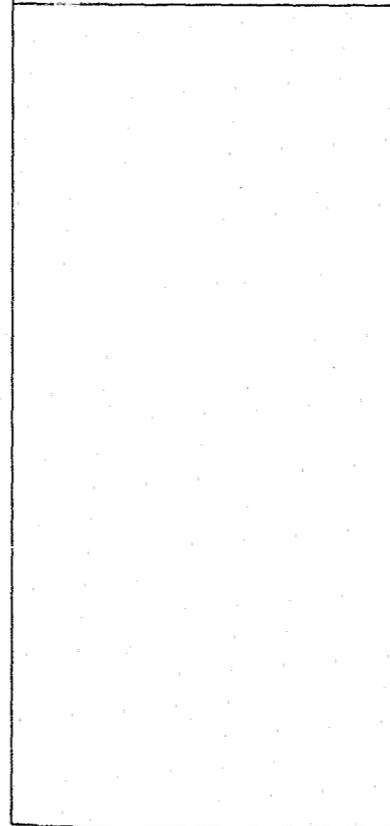
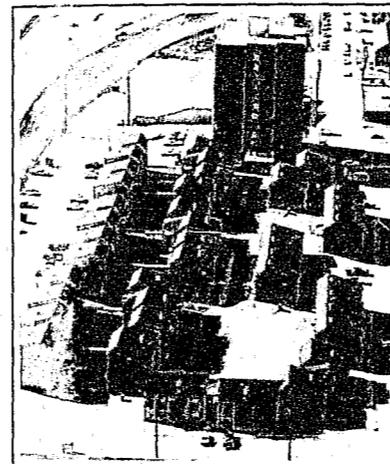
Other conference sessions included plenary meetings, State meetings, workshops (with as many as 50 conferees), and more than 200 small discussion groups (10 to 12 conferees). The workshop and discussion groups dealt with such topics as "Volunteers and the Drug Scene," "Communications Skills," "Crisis Intervention," and "Volunteer Ethics." Approximately 1,200 delegates attended the conference. The fourth annual volunteer conference was scheduled for fall 1974.

Conclusion

The LEAA discretionary programs involving interaction between the citizen and the criminal justice system will not by themselves prevent or reduce enough crime to make a statistical impact on any State or national crime rate surveys. The LEAA funds spent for such programs represent a barely measurable percentage of the total local, State, and Federal money expended for crime reduction purposes. However, it is LEAA's hope that its discretionary programs—those that prove successful following the ongoing evaluation and analysis—will be used as models for similar projects to be undertaken throughout the Nation. Such projects may use some Federal funds but would rely primarily on State and local funds supplemented by significant volunteer effort.

The task that LEAA faces, then, is to create widespread awareness, among the public as well as criminal justice system professionals, first of the system's responsibility to serve all of its clients and, second, of the need for citizens to aid the system in its efforts to prevent and reduce crime. If this can be accomplished, crime could be reduced dramatically in those cities and towns in which the system and the citizenry have developed a genuine understanding of one another's needs.

designing more secure environments



Citizen and Criminal Justice Projects

Title: *Witness Cooperation Study* (publication)

Grant Number: 73-NI-99-0013-G

Award Amount: \$153,691

Office of Initiation: NILECJ

Grantee Name and Location: Institute for Law and Social Research, 1125 Fifteenth St., N.W., Suite 625, Washington, D.C. 20005

Title: Project-Turnaround

Grant Number: 74-DF-99-0051

Award Amount: \$1,600,000

Office of Initiation: ONPP-Citizens' Initiative

Grantee Name and Location: Executive Office, Milwaukee County, Room 306-Court House, Milwaukee, Wis. 53233

Title: Project Turn-On—Victim/Witness Assistance Project

Grant Number: 74-DF-99-0058

Award Amount: \$1,044,600

Office of Initiation: ONPP-Citizens' Initiative

Grantee Name and Location: Vera Institute of Criminal Justice, 30 East 39th Street, New York, N.Y. 10016

Title: Omnibus Courts Improvement Project

Grant Number: 75-DF-04-0013

Award Amount: \$850,000

Office of Initiation: ORO-Region IV

Grantee Name and Location: Kentucky Department of Justice, 209 St. Clair St., Frankfort, Ky. 40601

Title: Philadelphia Exemplary Court Project

Grant Number: 75-DF-03-0003

Award Amount: \$2,084,590

Office of Initiation: ORO-Region III

Grantee Name and Location: Court of Common Pleas, Philadelphia, Pa. 19107

Title: Citizen Action Program for Corrections

Grant Number: 74-ED-99-0004

Award Amount: \$1,801,599

Office of Initiation: ONPP-Courts Initiative

Grantee Name and Location: Georgia Department of Corrections and Offender Rehabilitation, 800 Peachtree St., N.E., Room 321, Atlanta, Ga. 30308

Title: *A Guide to Juror Usage* (publication)

Grant Number: 73-NI-99-0012-G

Award Amount: \$157,365

Office of Initiation: NILECJ

Grantee Name and Location: Bird Engineering-Research Associates, Inc., Post Office Box 37, Vienna, Va. 22180

Title: National Crime Prevention Institute

Grant Number: DF-71-704, 73-DF-99-0005

Award Amount: \$295,998

Office of Initiation: ORO-Police

Grantee Name and Location: University of Louisville, School of Police Administration, Louisville, Ky. 40288

Title: National Neighborhood Watch Program

Grant Number: 74-TA-99-0003

Award Amount: \$230,039

Office of Initiation: ORO-Police

Grantee Name and Location: National Sheriffs' Association, 1250 Connecticut Ave., Suite 320, Washington, D.C. 20036

Title: Citizen Initiative Project Using Interactive Media Techniques

Grant Number: 74-DF-99-0049

Award Amount: \$156,379

Office of Initiation: ONPP-Citizens' Initiative

Grantee Name and Location: Council on Population and Environment, 53 West Jackson Blvd., Chicago, Ill. 60604

Title: Impact Project

Grant Number: 73-DF-99-0016

Award Amount: \$209,100

Office of Initiation: ONPP-Citizens' Initiative

Grantee Name and Location: Association of Junior Leagues, 825 Third Avenue, New York, N.Y. 10022

Title: National Volunteer Parole Aide Program (VPA)

Grant Number: 73-DF-99-0004

Award Amount: \$250,000

Office of Initiation: ORO-Corrections

Grantee Name and Location: American Bar Association, 1705 DeSales St., N.W., Washington, D.C. 20036

Title: Third National Conference for the Volunteer Court-Corrections Movement

Grant Number: 73-ED-02-0005

Award Amount: \$20,000

Office of Initiation: ORO-Region II

Grantee Name and Location: Volunteers in Probation, 200 Washington Square Plaza, Royal Oak, Mich. 48067

Key

NILECJ—National Institute of Law Enforcement and Criminal Justice

ONPP—Office of National Priority Programs

ORO—Office of Regional Operations

Environmental design is the development of coordinated standards for the design and use of buildings, landscapes, street layout, traffic flow, and streetlighting to discourage crime. Its goal is to create environments that reduce the opportunities for crime while encouraging people to use public space in ways that contribute to their safety and enhance their sense of community.

This concept is relatively new; many of its hypotheses are still being tested. In general, it involves the following:

Physical design. Residential and commercial buildings, parks, playgrounds, and streets can be designed in ways conducive to developing a sense of community among residents. Architectural design should emphasize the placement of hallways, windows, elevators, stairs, and doors for high visibility; the installation and use of alarms, door, and window locks; television surveillance; and patrol by security forces—all of which increase the criminal's chances of being observed and caught. High intensity streetlighting can spotlight the criminal intruder.

Social conditions. Environmental design involves more than simply redesigning space. It includes changing the attitudes of citizens toward use of their

space. Good environmental design can promote normal citizen surveillance and encourage citizens to use public spaces without fear, thus increasing the number of citizens who can spot potentially dangerous situations.

The LEAA Projects

LEAA first became active in the field of environmental design in 1969 when its National Institute of Law Enforcement and Criminal Justice awarded grants to explore the possibility of developing physical planning principles to reduce urban crime.

The initial study, although limited in scope, produced results borne out in later, more extensive research. The study found:

- Visibility in commercial store fronts had a direct relationship to the incidence of crime.
- Physical design could encourage residents of housing projects to monitor outside activity.
- Streetlighting affected crime rates.
- Building condition and maintenance appeared related to incidence of crime.

In the same year the Institute awarded a grant to architect/planner Oscar Newman, who began landmark research into the relationship between architectural design and crime prevention. His three-year research effort culminated in the concept of "defensible space," an approach to the design of safer public housing. In March 1973, the Institute published the results of Newman's research in a volume entitled *Architectural Design for Crime Prevention*.¹

The report examines dozens of housing projects and developments around the country and identifies four design elements that inhibit criminal activity:

Strongly defined zones of territorial influence. The fewer people who share an entrance or hall, the greater their protective attitude toward it, and the more likely they are to contest an intruder's right to enter it.

Natural surveillance. Doors, windows, and lobbies should be arranged to permit constant monitoring of what is happening in public areas.

Residential appearance. When the institutional image is avoided, residents take more pride in the building and have a greater incentive to maintain public areas.

Neighborhood character. The safety of lobbies, walkways, and playgrounds is enhanced if the neighborhood is residential rather than commercial, prosperous rather than decaying.

The relationship between architectural design and crime rates is most dramatically illustrated by one example from

¹ Another version was published commercially under the title *Defensible Space*.

² For a discussion of the impact of the energy shortage on lighting, see *Streetlighting, Energy Conservation and Crime*; LEAA Emergency Energy Committee Report No. 2 (*Law Enforcement Assistance Administration, 1974*).

this research. In a comparative study of two housing projects in the Brownsville section of New York City, Newman found that one project experienced 264 percent more robberies, 60 percent more felonies, and 66 percent more crime overall than the other. The two projects were across the street from one another. They were comparable in size, density, and population composition; the only difference was that one consisted mainly of high rise structures and the other of primarily small, walkup buildings in which residents knew all the other occupants of their own building. The high rise project experienced the higher crime rates.

Under a new grant from the Institute, Newman is developing his earlier findings into a *Design Directives* handbook for architects, designers, and city planners.

Streetlighting

The use of high intensity streetlighting as a method of deterring crime was the subject of a 1973 Institute grant to the University of Michigan to complete a three-year study of streetlighting in Kansas City, Mo. Study results demonstrate that streetlighting can be an effective crime prevention technique.

Violent street crimes (assault and robbery) decreased more than 50 percent in the first year following the installation of high intensity lighting in specific areas. Larceny and burglary also decreased in the relighted area.²

Although results of this and similar studies show that high intensity lighting can prevent crime, an important factor for further consideration is the amount of crime that may be displaced as a result of the new lighting. There are strong indications that some crime is displaced, and this problem is being studied as part of an Institute project currently underway in Hartford, Conn.

The Hartford Project

The Residential Neighborhood Crime Control project in Hartford, Conn., extends the principles of defensible space to an entire neighborhood.

Comprehensive crime control models are being developed in two Hartford neighborhoods: Asylum Hill and Clay Hill/Sand. One is a predominantly white and the other a predominantly black neighborhood. Both suffer from high crime rates and a breakdown in the sense of community.

Among the crime prevention measures being tested in the two neighborhoods are alterations in traffic and policing patterns, improved streetlighting, and parking and zoning changes designed to assist in the redefinition of residential areas. Also under consideration are neighborhood team policing, a series of police-community programs, and individual neighborhood activities designed to promote security.

Residents, community groups, and public and private agencies are involved in both the design and implementation phases of the project.

The Hartford project is the first to concentrate all available environmental design techniques

in a neighborhood setting. Complementing this work is a new National Institute project being conducted by the Westinghouse Electric Corporation of Baltimore, Md.

Crime Prevention Through Environmental Design

With one of the largest single competitive contracts ever awarded by LEAA (\$2 million), Westinghouse is developing a significant new project designed to reduce crime in homes, schools, businesses, and transportation systems through the application of environmental design concepts.

This concept of environmental design coincides with LEAA's emphasis on citizen awareness and citizen initiatives to recover the sense of community that once existed in our small neighborhoods and large cities.

At least two of the four model environmental design projects to be created will be implemented on a demonstration basis and will be evaluated to measure their effect on crime and the fear of crime. The results of the model programs will be distributed through a clearinghouse that will use the facilities of LEAA's National Criminal Justice Reference Service.

Designing More Secure Environments Projects

Title: *Architectural Design for Crime Prevention* (publication)
Grant Number: NI 70-015
Award Amount: \$177,000 (1970); \$181,000 (1971)
Office of Initiation: NILECJ
Grantee Name and Location: Oscar Newman, The Institute of Planning and Housing, New York University, 853 Broadway, New York, N.Y. 10003

Title: *Design Directives*
Grant Number: 74-NI-0010-G
Award Amount: \$104,062
Office of Initiation: NILECJ
Grantee Name and Location: Oscar Newman, The Institute of Planning and Housing, New York University, 853 Broadway, New York, N.Y. 10003

Title: Completion of Kansas City Lighting Study
Grant Number: 73-NI-99-0046-G
Award Amount: \$55,688
Office of Initiation: NILECJ
Grantee Name and Location: Regents of the University of Michigan, Graduate School of Business Administration, The University of Michigan, Ann Arbor, Mich. 48104

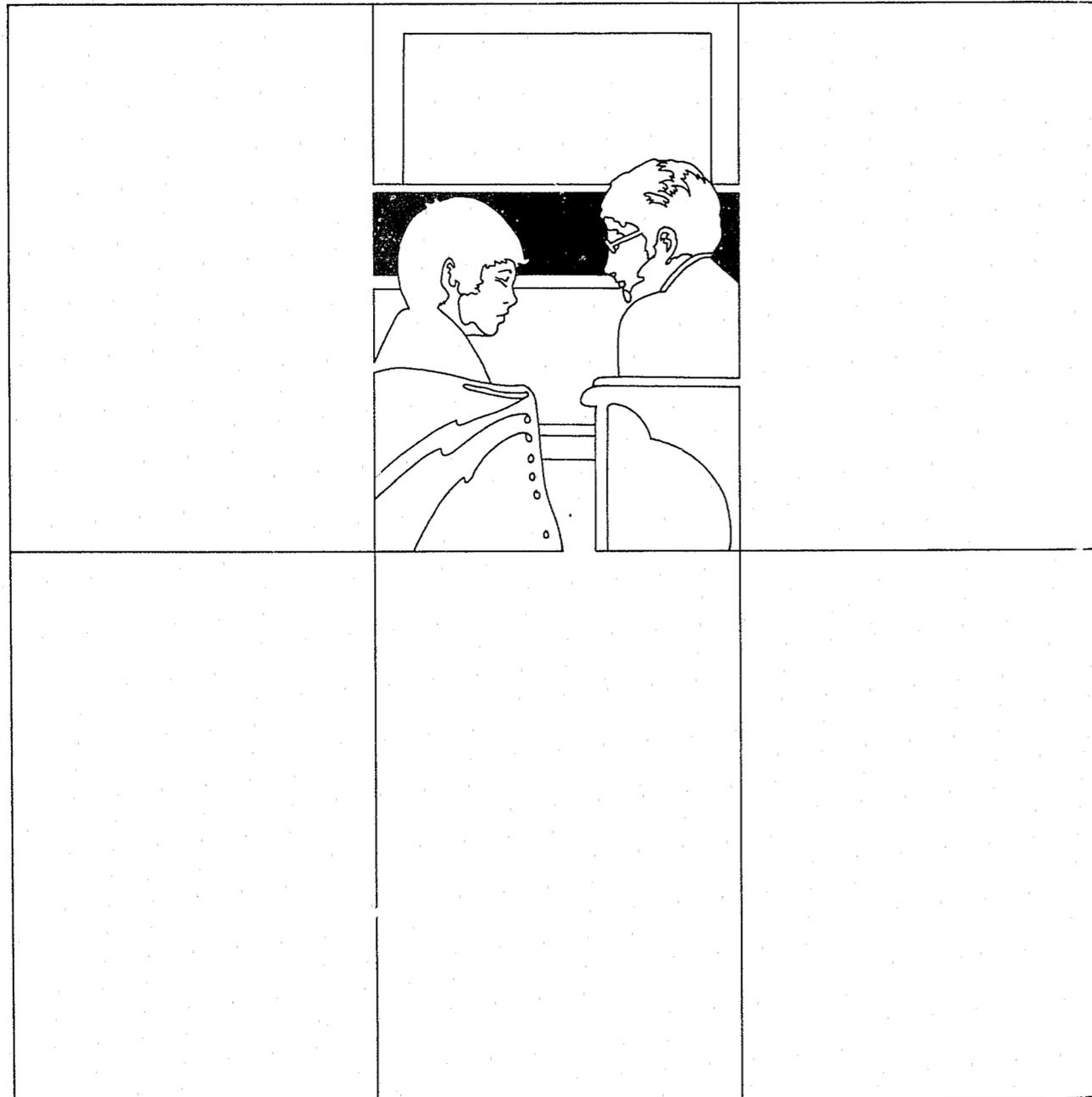
Title: Residential Neighborhood Crime Control
Grant Number: 73-NI-99-0044-G
Award Amount: \$486,807
Office of Initiation: NILECJ
Grantee Name and Location: Hartford Institute of Criminal and Social Justice, 266 Pearl Street, Hartford, Conn. 06103

Title: Crime Prevention Through Environmental Design
Contract Number: J-LEAA-022-74
Award Amount: \$2,000,000
Office of Initiation: NILECJ
Grantee Name and Location: Westinghouse Electric Corporation, P.O. Box 1693, Special Systems, Baltimore, Md. 21203

Key

NILECJ—National Institute of Law Enforcement and Criminal Justice

Part 3 State & local crime control efforts



LEAA's total fiscal year 1974 budget exceeded \$870 million. More than half of that amount was allocated to the 55 State and territorial Criminal Justice Planning Agencies to support a wide variety of State and local crime control projects.

The Omnibus Crime Control and Safe Streets Act of 1968, the innovative legislation that created LEAA and the crime control program, established the allocation and distribution of the Federal anticrime funds through a block grant system that permits the States and territories to spend the money according to their own criminal justice system priorities.

Essentially, the funding machinery of the program works as follows: the Congress authorizes certain levels of funding over a period of years, and each year appropriates for LEAA the amount it believes will best suit the program. LEAA is charged with distributing most of these funds directly to the States, allocating the money on the basis of relative population. The States, in turn, devise their crime control programs and allocate the funds accordingly. A portion of each State's funds must be passed on to local units of government.

This chapter describes the types of LEAA funds, the fiscal year 1974 patterns of spending by State and local governments, and the activities of the National Conference of State Criminal Justice Planning Administrators, which is a nationwide organization formed by the States to improve the crime control programs. It also describes briefly the functions that the SPA's perform and includes descriptions of specific programs funded by the SPA's in the areas of police, courts, corrections, and juvenile justice. A list of SPA Directors appears in the Appendix.

Types of Funding

Three major categories of funds are provided for under the Crime Control Act of 1973, which amended the 1968 legislation. The categories are:

Planning funds. A planning grant is awarded annually to each SPA. The SPA's use these funds to develop their annual comprehensive plans, in which each SPA determines how it will approach the crime problem in its State. These funds are provided under Part B of the act.

Block grant funds. Block grant funds are awarded to each State according to relative population. The States, through their SPA's, then redistribute the funds, using their comprehensive plans as the basis for their funding strategy. There are two categories of block grant funds—a general one covering the entire spectrum of criminal justice activities (Part C of the act) and one reserved specifically for corrections programs and facilities (Part E of the act). The Juvenile Justice and Delinquency Prevention Act of 1974¹ created a third block grant category for the funding of juvenile crime prevention programs.

Discretionary funds. A portion of Part C and Part E funds is reserved for distribution by LEAA directly to projects in the field. LEAA uses these discretionary funds to support projects that are experimental or innovative in nature, projects that supplement State comprehensive plans, and various multi-jurisdictional projects that are more appropriately administered at the national level. Most discretionary grants are channeled through and administered by the SPA's; some are awarded by LEAA directly to the grantee.

¹ For a discussion of the provisions of that act, see the chapter on "Juvenile Justice" in this report.

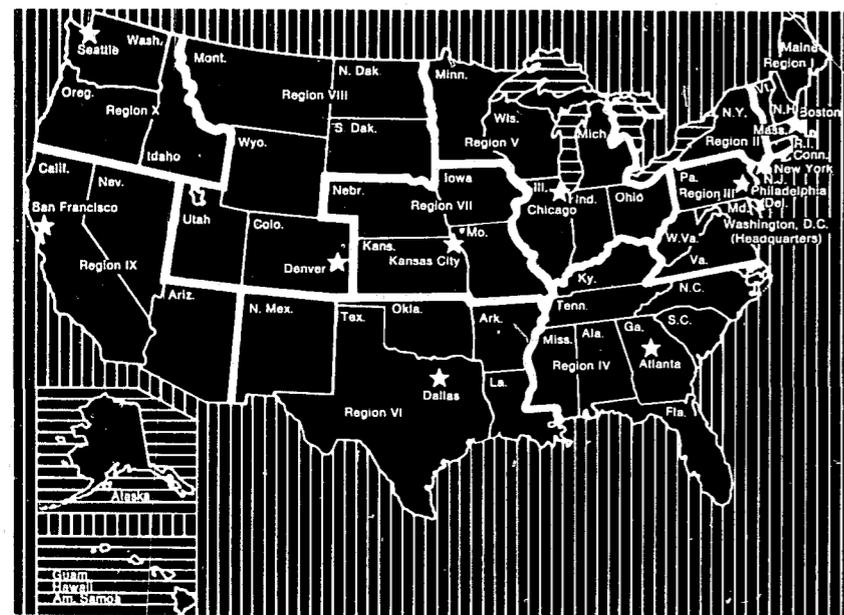
In addition to these three categories of funding, other funds are provided to support the specialized functions that LEAA performs. Funds are provided for: (1) manpower development (including education and training), (2) technical assistance, (3) research and evaluation, (4) data systems and statistical assistance, (5) internships, and (6) prosecutorial training. A portion of LEAA funds is used for the Agency's internal administration.

Regional Offices

The LEAA program is administered by the Agency's 10 regional offices. There are from four to eight States and territories within the jurisdiction of each regional office.

Each SPA is served by an LEAA employee in the regional office whose major responsibilities involve overview of program matters concerning that SPA. The State representative is the primary link between the individual SPA's and LEAA.

Regional offices are responsible for reviewing, approving, LEAA Regional Offices



and monitoring SPA implementation of the LEAA block grant program and for monitoring a substantial number of LEAA discretionary grant programs and projects. Chief among regional office activities is the review and approval of State comprehensive plans.

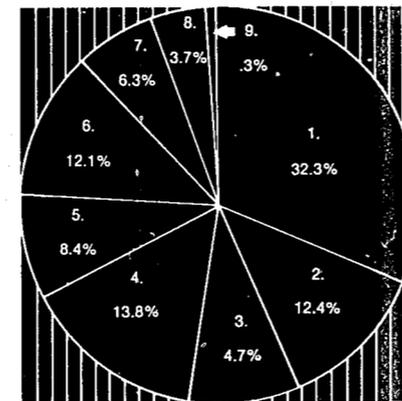
The regional offices are staffed with police, courts, corrections, systems, manpower, and narcotics specialists who provide the SPA's with technical assistance upon request. In addition, the regional offices schedule periodic seminars and workshops that deal with particular aspects of the crime control program. A list of regional offices appears in the Appendix.

Patterns of LEAA Funding

The accompanying tabular material shows the growth in LEAA funding over the years as well as the fiscal year 1974 distribution by State of the various types of funds provided by the crime control legislation.

□ Distribution of Funds by Program Category. LEAA funds awarded under the provisions of Part C and Part E of the crime control legislation fall into nine categories representing the full spectrum of crime prevention and reduction programs. The figure below shows the percentage and dollar allocations of fiscal year 1974 Part C funds for each category. Table 13 in the Appendix shows SPA spending in each of the program categories.

Allocation of Action Funds by Program Area (In Millions)
Fiscal Year 1974
\$483,250,000 *



1. Detection, Deterrence, and Apprehension \$156.26
2. Noninstitutional Rehabilitation \$59.65
3. Institutional Rehabilitation \$46.85
4. Adjudication \$66.85
5. Research and Information Systems \$45.42
6. Prevention \$58.48
7. Diversion \$30.33
8. Planning and Evaluation \$17.82
9. Legislation (Criminal Code Revision, etc.) \$1.59

*This figure includes Part C block action funds and \$3 million in discretionary funds for small State supplements.

□ Part B Spending. Table 14 in the Appendix shows the allocation of funds provided under Part B of the crime control legislation for fiscal years 1969 through 1974.

□ Part C Spending. Table 15 in the Appendix shows the State allocation of Part C block grant funds for fiscal years 1969 through 1974.

□ Part E Spending. Table 16 in the Appendix shows the State allocation of Part E block grant funds for fiscal years 1971 through 1974.

□ Discretionary Spending. Table 17 in the Appendix shows the allocation of Part C discretionary funds from fiscal years 1969 through 1974. Table 18 in the Appendix shows the distribution of Part E discretionary funds from fiscal years 1971 through 1974.

Upgrading Administration of the Block Grant Program

Each of the 55 States and territories is responsible for administering the LEAA block grant program in its own jurisdiction. Organizational improvements, better trained and qualified personnel, and improved planning and evaluation capabilities are constant goals that each SPA is working to achieve.

In recent years, the States have come to recognize that they have a collective as well as an individual responsibility to make the program succeed. Although different laws, forms of government, population makeup, and geographical location may cause the crime problem in one State to differ markedly from that in another, the States nevertheless experience many common problems, needs, and aspirations. One in particular is the States' desire to take part in LEAA policy

decisions made at the national level, as such decisions may ultimately affect their daily operations. Another is the States' desire to play a role in congressional deliberations prior to the enactment of new criminal justice legislation. In addition, the States recognize that the technical know-how developed by one SPA can be useful to others if measures are found to identify and transfer that expertise.

These were among the major considerations that prompted the States in 1971 to form the National Conference of State Criminal Justice Planning Administrators, generally referred to as the National SPA Conference.

The National SPA Conference

The National SPA Conference provides the formal mechanism through which individual SPA's can exchange ideas, discuss mutual interests and problems, and articulate their collective views on policy matters concerning the administration and operation of the crime control program.

Organization

The conference is composed of the SPA directors of the 55 States and territories. The conference is incorporated in the District of Columbia as a private, nonprofit organization. Its staff is supported by an LEAA technical assistance grant.

Conference activities are conducted by its seven standing committees and one technical advisory committee. In addition, SPA administrators or their staff members may be appointed to special committees or given individual assignments on particular topics. An executive committee headed by the con-

ference chairman is responsible for broad policy matters and overview activities.

The full conference convenes twice a year; its executive committee meets four times a year in addition to the semiannual meetings.

Committees

Each conference committee is assigned specific substantive responsibility. A brief description of committee activities follows:

□ The GMIS Implementation Committee oversees the development and implementation of manual and automated Grants Management Information Systems (GMIS) in the SPA's. Sixteen SPA's are currently in the process of implementing GMIS capability that will provide them with speedy and efficient access to State, regional, and national information regarding grant awards and expenditures.

□ The Legislation Committee follows criminal justice developments in the Congress and develops conference positions on pending and needed legislation.

□ The SPA Development and Mutual Assistance Committee works to upgrade SPA operations through mutual assistance arrangements, training programs, and SPA minimum performance standards.

□ The Evaluation, Research, and Technology Transfer Committee coordinates research activities with LEAA and assesses available research and evaluation skills in the States.

□ The LEAA Coordination and Liaison Committee works with LEAA in areas of mutual concern, such as development of LEAA guidelines, discretionary funding, the Law Enforcement Education Program, and the

relationship between LEAA Regional Offices and the SPA's.

□ The National Governors' Conference Liaison Committee coordinates SPA activities with the National Governors' Conference Committee on Crime Reduction and Public Safety.

□ The Special Projects Committee coordinates State involvement in the development and implementation of criminal justice standards and goals.

□ The Ad Hoc Long Range Planning Committee studies long-range conference objectives, organization, staffing, affiliation, and financing.

Recent Activities

Conference committees were active during fiscal year 1974 in a number of areas of concern.

In January 1974, the conference held its Midwinter Meeting in Williamsburg, Va. An important aspect of that meeting was LEAA's articulation of its desire to increase SPA and conference involvement in LEAA national-level policymaking activities.

The SPA Development and Mutual Assistance Committee completed and distributed a mutual assistance resource catalog that describes the technical expertise and knowledge available in individual SPA's.

The Legislation Committee was active in preparing confer-

ence positions regarding two priority legislative concerns: juvenile delinquency and security and privacy.

A joint SPA-LEAA team visited the Minnesota SPA to test new SPA assessment criteria that will determine whether the SPA's conform to specific performance standards. Such standards cover all aspects of SPA operation, including planning, auditing, monitoring, evaluation, grant management, training, and staff development. The conference is working to develop an assessment program under which LEAA would relieve an SPA of certain administrative requirements following a positive assessment of the SPA's operation.

State of the States on Crime and Justice

During the past two years, the States (through the National SPA Conference) have received LEAA funds to report on State and local activities under the crime control program. The 1973 and 1974 editions of *State of the States on Crime and Justice* are the products of these efforts.

State of the States is the first document to examine the crime control program from the viewpoint of the State and local governments, which are respon-

sible for utilizing the majority of funds appropriated by the Congress to combat crime. The 1974 edition published in July describes many of the crime reduction projects that the States have supported and many of the administrative aspects of the crime control program, such as planning, evaluation, auditing, and funding strategies.

In preparing *State of the States 1974*, the National SPA Conference sent each SPA a questionnaire designed to solicit information on all aspects of an SPA's activity, including staff expenditures, action programs, priorities, and objectives. Fifty-two of the 55 SPA's responded to the questionnaire. The information was to be complete as of September 30, 1973, although in some instances, data supplied covered all of calendar year 1973. The following section is an abridged version of the *State of the States* chapter on allocation of Part B planning funds ("SPA Organization and Operation"). The interested reader may obtain the complete report from the Executive Secretary, National Conference of State Criminal Justice Planning Administrators, Suite 204, 1909 K Street, N.W., Washington, D.C. 20006.

SPA Organization & Operation

Pub. Law 93-83

"SEC. 202. The Administration of the establishment and national justice planning agency 'State planning agency' revision of the State plan. State may make application within six months of the

"SEC. 203. (a) A grant utilized by the State to... Such agency shall be... the State and shall be... agency and any regional... their respective jurisdiction... and criminal justice agencies... public agencies maintain... may include representative... organizations. The region... comprised of a majority

(b) The State plan... (1) develop, in... wide plan for the... justice throughout... (2) define, dev... the State and the... or combinations of... ment and criminal... (3) establish p... ment and criminal... (c) The State plan... such agency deems nec... all Federal funds grant... year will be available

SPA Growth and Change

"Since the program began in 1969, SPA's have markedly increased both in staff size and in levels of technical skill and sophistication. Five years ago, there were few, if any, professional criminal justice planners or statewide agencies whose sole responsibility was comprehensive criminal justice and law enforcement planning.

"The SPA's, since that time, have continued to meet the program's administrative needs, while at the same time, developed and refined an entirely new discipline—criminal justice planning.

"The total number of SPA staff personnel increased from 418 in 1969, to 1,411 in 1973 or approximately 338 percent. Block grant action funds available to the SPA's during the same period grew from \$25 million to \$536.7 million, an increase of over 2,000 percent. In 1973, a total of \$47.3 million was available to the SPA's for staff operations, representing approximately 9 percent of the total being utilized for block action grants.

SPA Responsibilities

"There is a wide diversity among SPA's in terms of their

structural organization in State government. Some are located within the governor's office, some are independent agencies, while yet others are components of pre-existing State planning or administrative agencies. In Kentucky, for example, the SPA is part of the State's Department of Justice and has responsibility for planning the allocation of State as well as Federal anti-crime resources.

"All SPA's, however, regardless of their location on the State government organization chart, are responsible by statute to their governors, and all have certain common responsibilities. The Act stipulates that each SPA must have an administrator and staff who devote full time to the SPA's work and that the SPA must have a supervisory board assigned responsibility for reviewing and approving the State's comprehensive plan. Supervisory boards represent a cross-section of a State's criminal justice agencies (police, courts, corrections, and juvenile delinquency and control, as well as units of local government and, generally, the public at large).

"In addition to the input provided from the supervisory board level, each State receives planning and program assistance from regional or local

Regional and Local Input

planning units. These agencies, funded by SPA's, are especially effective in helping to meet local and regional needs.

"Beyond its statutory responsibilities requiring the development of comprehensive plans, it is necessary for an SPA to perform a variety of additional functions, including grants monitoring, project evaluation, and auditing. In addition, many SPA's are involved in special criminal justice studies, and in some cases are active in legislative programming and system-wide criminal justice budget review.

Planning

"Planning for crime reduction and criminal justice system improvement is an integral part of State and local responsibility under the Crime Control Act. The Act provides funds to State and local units of government 'to develop and adopt comprehensive plans based on their evaluation of State and local problems of law enforcement and criminal justice.'

"Comprehensive planning is the process by which a State or locality studies the crime problems in its jurisdiction, evaluates its available resources, and outlines a course of action toward the achieve-

ment of specific crime reduction and criminal justice improvement goals.

"Each SPA receives a base Federal planning grant of \$200,000 plus additional funds determined on the basis of the State's population. These funds support the operations of the SPA and of regional and local planning units, which are an integral part of the comprehensive planning effort.

"An SPA cannot effectively meet its State's criminal justice needs without an understanding of the local nature of crime and justice problems. This essential local perspective is provided by local and regional planning units, which assist the SPA in identifying local criminal justice problems and developing programs to meet specific local needs.

"A State is required to pass on to units of local government and/or to regional planning units a total of at least 40 percent of its Federal planning grant. Finally, the Act encourages units of local government to combine services or provide cooperative arrangements for the sharing of services, facilities, and equipment.

Planning Methods

"There are a number of different techniques that States may employ in developing their annual comprehensive plans. The three most prevalent in the SPA's are criminal justice improvement, standard specific, and crime specific. All are tied ultimately to the objective of reducing crime and improving the administration of justice.

"Few SPA's utilize one planning approach exclusively, and there is a diversity of opinion as to the precise definition of each. Criminal justice planning is a complex discipline and its techniques can be as varied as the problems it attempts to address.

"Criminal justice improvement planning is generally defined as an effort to develop programs which will lead to the overall upgrading of the system. Goals set out by using this approach may be, for example, to improve the quality of the prosecution function, statewide; or to improve the quantity and quality of programming available within correctional institutions.

"Through the standard specific approach, programs are designed to enable the achievement of quantified standards, such as a reduction of time between arrest and lower court trial to 30 days or the provision of 400 hours preservice train-

ing for every police recruit in the State.

"Crime specific planning is an approach tied directly to the reduction of a specific crime in a specific geographic area. Thus, programs may be developed which would be designed to reduce the crime of burglary by a quantifiable amount, e.g. 15 percent, in areas where the crime was most serious.

"Of the 51 SPA's responding to the questionnaire item regarding the type of planning done, only five engaged exclusively in a single type of planning; nine employ two planning methods and the remaining 37 integrate three or more types of planning in their overall planning effort. Criminal justice system improvement planning is the most prevalent type of planning done (57 percent), followed by standard specific planning (21 percent), and crime specific planning (18 percent). The remaining 4 percent consists of other types of planning, such as crime prevention planning and recidivism reduction planning.

"It is not always easy to draw specific lines of demarcation between the three types of planning, and it is often difficult to determine that a certain program is the result of one or another type of planning effort.

The Planning Process

"Regardless of the approach or combination of approaches used, each SPA goes through a planning process each year. This process is usually designed to take maximum advantage of input from SPA supervisory boards, local and regional planning units, and other criminal justice and local officials throughout the State.

"The initial phase involves a substantial data collection effort aimed at identifying key criminal justice and law enforcement problems across the State. Once the data is collected it is analyzed in reviews by SPA and regional staffs, and by individual units of local government.

"In the next major phase, key elements of the comprehensive plan—problem area descriptions, setting of goals and priorities, and design of action programs—receive review and comment from SPA staff and regional planners and policy direction from the SPA supervisory board.

"Completing the cycle, programs are implemented, monitored, and evaluated. . . .

Funding

"The SPA receives two basic types of funds from LEAA. Planning funds provide for SPA

operation; these are also distributed by the SPA to support operations of regional and local planning units. Action funds (Parts C and E) are distributed by the SPA for crime reduction and criminal justice improvement programming.

"Nationwide, the SPA's since 1969, have awarded and administered more than 53,000 grants, totaling more than \$1.1 billion (as of September 30, 1973). Action program priorities and achievements are detailed in the next chapter.

"The 1973 Crime Control Act stipulates that nonfederal funds must be provided to supplement the Federal planning grant to each State. The nonfederal funding required is 10 percent of the combined Federal and nonfederal planning grant total for each State.

"The Act also requires that States and local units of government demonstrate their willingness to assume the cost of improvements funded under the Act after a reasonable period of Federal assistance. And the Act stipulates that Federal funds may not be used as a substitute for State or local funds that would be expended even if there were no Federal assistance.

"Table 3-1 shows the distribution of Part B planning grant funds by level of government. From 1969 to 1973, the percentage of funds allocated to local planners increased slightly, from 41 percent to 42 percent of the total planning grants for all of the States combined. Total planning grant funds increased from \$17,626,921.38 in 1969 to \$47,337,422.96 in 1973.

Evaluation

"Evaluation is the process by which an SPA determines whether the program or project being funded is accomplishing its objectives, in terms of either preventing, controlling, or reducing crime and delinquency

or of improving the administration of criminal justice within the context of the State comprehensive criminal justice plan. Evaluation generally includes an effort to determine the impact of a project upon other components of the criminal justice system and to monitor the progress of a program during certain stages of its development and operation.

"Questionnaire analysis shows all but one SPA increased efforts to develop or improve its evaluation capability, especially the hiring of more staff. Twenty SPA's met or exceeded in 1972 the 25 percent minimum for project evaluation recommended by the National SPA Conference, up from 15 SPA's

Table 3-1. Distribution of Part B Planning Grant Funds by Level of Government
By dollar amounts and by percentage of total planning grant

	FY 1969		FY 1970		FY 1971	
	\$	%	\$	%	\$	%
All State Level	10,166,283.88	58	11,421,790.79	57	13,913,717.27	56
All Local Level	7,220,548.08	41	8,218,257.26	41	10,505,405.43	42
Returned to Treasury*	240,089.42	01	390,826.95	02	372,589.78	02
Total	17,626,921.38	100	20,030,875.00	100	24,791,712.48	100
			FY 1972		FY 1973 Planned	
			18,241,568.18	55	27,241,501.74	57
			14,128,344.92	42	20,195,921.22	43
			886,035.17	03		
			33,255,948.37	100	47,337,422.96	100

* SPA's have the fiscal year of award plus six months to obligate planning funds, after which the balance must be returned to the Treasury.

in the previous year. Michigan reported evaluating 100 percent of its projects in 1972. American Samoa, South Carolina, and Washington reported evaluating 80 percent or more of their projects in 1972.

Auditing

"The Crime Control legislation requires that LEAA must administer an ongoing program of comprehensive audit of planning and action funds available under the Act. According to LEAA policy, the States must assume the primary responsibility for auditing the grant program. An SPA's subgrants are generally audited either by SPA internal staff or a combination of SPA staff and independent State auditors. The SPA's themselves are subject to audit by both independent State auditors and LEAA.

"Internal SPA audit capability has grown over the last five years to keep pace with program growth. Nationwide, the overwhelming majority of auditing is performed for SPA's by State audit agencies. Nonethe-

less, many SPA's have moved in the direction of establishing in-house subgrantee audit capabilities. In 1969, nationwide, 4.3 man years of auditing was performed by SPA personnel; by 1973, this figure has grown to 142.6.

"Table 3-2 shows the percentage and number of all Part B, C, and E subgrants audited as well as the total dollar value of all audited subgrants. Because most grants are not audited until projects are well underway or until they have terminated, total dollar amount audited is expected to increase. For example, only 16 percent of all subgrants awarded during FY 1972 have thus far been audited, but in two or three years, as Federal support of projects funded that year begins to terminate, a much higher percentage of FY 1972 subgrants will have been audited.

"It is possible to determine from the Table that the total number of all Part B, C, and E subgrants audited has increased substantially.

Table 3-2. Number and Dollar Value of Part B, C, and E Subgrants Audited FY 1969-FY 1972

FY 1969	FY 1970	FY 1971 (to date)	FY 1972 (to date)
Number of all subgrants audited			
2,273	6,914	5,411	2,299
Dollar value of all subgrants audited			
\$19,860,474	\$119,036,373	\$135,552,820	\$54,420,694

Legislative Involvement

"Crime and crime-related laws enacted by a State legislature often have a direct bearing on the operations of an SPA, especially if the laws are likely to impact on specific programs that an SPA funds. For this reason, SPA's have begun to play an active role in initiating, drafting, and implementing State legislation. Others review and comment on proposed criminal justice-related legislation when requested to do so or on their own initiative. Ninety-two percent of the SPA's responding to the questionnaire item on this subject stated that they have some involvement in the legislative process.

"Following are some examples of legislative activities that SPA's perform.

- "The Wyoming SPA actively sponsors criminal justice legislation. Eighteen SPA-approved bills—covering police, courts, corrections, and statutory crime—were passed by the Wyoming legislature in 1973.
- "The Hawaii SPA has drafted a bill for a correctional master plan, and regularly reviews legislation impacting on the criminal justice system.
- "The Idaho SPA has organized a Legislative Task Force

to initiate, draft, supervise, recommend, and review legislation. The Task Force advises and assists other components of the criminal justice system.

- "The Arizona SPA frequently drafts or recommends legislation and often reviews and analyzes proposed legislation for legislative committees.
- "The Kentucky SPA drafted and sponsored a new penal code which was adopted by the State legislature.

Special Studies

"The SPA's perform a number of functions that are outside the scope of their normal responsibilities to develop and implement the annual comprehensive plan. Such functions may consist of special studies to determine the best methods to deal with particular problems or issues, or may involve development of a master plan for police, courts, or corrections, creation of special task forces, rewriting a criminal code, and many others.

"Ninety-five percent of the SPA's that responded to the questionnaire item regarding special studies and activities indicated that they are active in this area. The subjects of

studies generally fall within the broad categories of police, courts, and corrections, but a number of other areas are covered, including criminal code revision, communications, information systems, juvenile delinquency, and standards and goals.

"Some special studies and activities include the following:

"The Alabama SPA developed a 10-year master plan for corrections, including the areas of probation and parole, male and female adult corrections, jails, and juvenile delinquency prevention and control.

"The Washington, D.C., SPA has conducted studies which focused on alternatives to incarceration, improvement of the D.C. felony prison complex, prostitution, community correctional centers, and implementation of the Court Reform and Criminal Procedures Act of 1970.

"The Kansas SPA is examining the State's entire courts system, including unification and restructuring of the courts; administrative supervision of the courts; selection, tenure, compensation, and retirement of judges and court personnel; appellate review; and court financing.

"The Vermont SPA conducted a comprehensive study of police services throughout the State, focusing particular attention on the existing three-tiered structure (State police, county sheriffs, and local police departments, all with general law enforcement powers). Among the major recommendations was the development of a two-tiered system, taking maximum advantage of regionalization and consolidation of police services."

Top SPA Projects



The remainder of Part III consists of State-by-State reports on top projects in police, courts, corrections, and juvenile justice activity.

As part of the data gathering effort for this report, LEAA asked each SPA to identify and describe four block grant projects that were particularly promising, innovative, or had other outstanding qualities. All of the projects described below were funded either with Part C or Part E block action funds, and all either were operative or received initial funding during fiscal year 1974.

Considered as a group, the 220 projects reflect varied and diverse criminal justice concerns. Individually, they represent an attempt on the part of each SPA to deal with the criminal justice problems and needs peculiar to that State.

The following are examples of the types of projects reported by the SPA's:

A project in Ohio to videotape the proceedings of all felony trials has helped to reduce from 270 days to 115 days the amount of time between the end of a trial and the rendering of an appeal decision.

In Idaho a group home for adjudicated boys includes in its program skiing, hiking, backpacking, camping, and fishing

trips, in addition to school activities.

A statewide Bureau of Forensic Sciences created in Virginia during 1971 provides a complete array of forensic examinations in drug analysis, toxicology, and physical inspection.

A prisoners' legal services project in Nebraska assigns senior law students to assist prisoner clients.

In Wyoming a project uses law students to assist prosecutors and to give the students practical working experience.

In Minnesota a crime watch project prevents specific crimes by teaching citizens about steps they can take to avoid becoming crime victims. More than 200 police and sheriff's departments participate in this statewide program.

Iowa is undertaking a statewide evaluation of all community-based corrections programs with an emphasis on determining the effect of community-based corrections on public safety, the effectiveness of each type of corrections program, and a comparison of community versus institutional corrections.

A victim ombudsman project in Florida provides assistance to victims at the crime scene and, where necessary, provides followup assistance to insure that the victim receives coun-

seling, guidance, and a referral to community resources.

□ A corrections project in Wisconsin involves a formal mutual agreement between the inmate and the institution staff establishing specific programs for the inmate to complete and a specific recommended parole date. The program has been implemented in all adult corrections institutions in the State and is the first systemwide program of this nature.

□ In Maryland a breaking and entering strike team serving Anne Arundel County has helped to bring about 25 percent and 23 percent reductions in burglaries in July and August 1974, as compared with the same months a year earlier.

Readers interested in learning more about these and other projects described below may contact the appropriate SPA director. Information about grant numbers, award amounts, and grantees has been included for reference purposes. The names and addresses of SPA directors are included in the Appendix to this report.

Police

Alabama Crime Information Center. This project was developed to provide Alabama's criminal justice community with a coordinated information system designed to permit accurate retrieval of all data elements involved in the criminal justice process within three minutes of request. It is a continuation of a project initiated in 1971 and should be fully operational and capable of delivering the above specifications for all law enforcement agencies in the State by 1978. The primary guideline in implementing this project was to identify those elements that lend themselves to computer utilization, and then to computerize. The Alabama Criminal Information System was designed for data input and output for all members of the criminal justice community. Police programs are near completion and the courts and corrections components are to be complete and fully operational by 1978. (Grant Number: 74-AS-2; Grantee: Alabama Department of Public Safety; Award Amount: \$300,500)

Courts

Implementation of Judicial Article. In December 1973, the voters of Alabama ratified a constitutional amendment creating a unified court system.

Much work now must be done to implement the constitutional mandate. Recognizing this, the Alabama SPA funded a project to develop procedures for change in the following areas: (1) rules of court, (2) transition of cases and records, (3) restructuring of administrative responsibilities of judicial and court personnel, (4) determining the new role of court-related agencies and municipal courts, and (5) laying the foundation for submission of a unitary budget for judicial services, which has not heretofore been done in Alabama. As a result of this project, it is expected that implementation of the judicial article will occur at least two and possibly four years in advance of what otherwise might have occurred, because the Alabama Legislature meets only every two years. (Grant Number: 73-AS-18; Grantee: Alabama Department of Court Management; Award Amount: \$122,350)

Corrections

Madison County Work-Release Program. The objective of this project is to reduce the crime rate in Madison County by providing a comprehensive program of rehabilitation for approximately 150 inmates of the county jail. The project involves education, job training,

job placement, recreation, and counseling. It has broad community support and expertise. A board of directors composed of representatives from seven community agencies serves in an advisory capacity to the sheriff and project staff. Business persons, vocational counselors, friends, family members, and citizen volunteers perform supervisory tasks. (Grant Number: 74-E1-1; Grantee: Madison County Commission; Award Amount: \$137,500)

Juvenile Justice

Juvenile Rehabilitation Program. The primary objective of this Tuscaloosa program is to reduce delinquency by providing intensive educational and rehabilitation services for adjudicated delinquent youths. The program accepts adolescents whom the juvenile court considers in need of intensive individualized supervision, without which commitment to a State training school would be necessary.

Approximately 16 to 20 delinquent youths participate in the program at any one time. The primary treatment goals are to provide educational and self-control skills that enable each juvenile in the program to function effectively in the community. Since the program's inception, none of the delinquents who have participated in the

program has had further contact with the juvenile court. The program is being expanded to serve a 10-county area. (Grant Number: 74-AS-9; Grantee: University of Alabama; Award Amount: \$60,000)

Police

Crime Specific/Burglary. The purpose of this program was to achieve an overall reduction of 10 percent in the rate of burglary. The project had three major components: (1) education—teaching citizens and businesspersons how to avoid being victimized; (2) target hardening—preparing a minimum security ordinance and conducting inspections to reduce vulnerability of potential burglary targets; and (3) detection/apprehension—developing an improved mobile alarm system and thereby improving the ability of the police to detect burglaries and respond to the scene quickly. (Grant Number: 73-A-028; Grantee: City of Fairbanks Police Department; Award Amount: \$38,253)

Courts

Offender Rehabilitation Project. This project became operational in September 1971. Since then, it has served from 300 to 400 clients in an intense level of involvement. An evaluation completed prior to the latest grant award showed that for those clients having more than a minimal level of involvement the rate of success was 56 percent, which in most cases was achieved without incarceration. The failure rate among

moderately to intensively involved clients was only 6 percent.

The project was designed to work with agency clients prior to trial, concentrating on the development of nonincarcerative rehabilitation plans. Project staff worked closely with various public and private rehabilitative personnel, probation officers, jail officials, district attorneys, and judges. The close relationships developed have resulted in greater cooperation among agencies that in the past have been somewhat antagonistic.

The development of a rehabilitation plan that is tested prior to sentencing reduces the time the court must spend on this task, thereby speeding up the adjudicatory process. Most important, the project has filled the void from arrest to trial—usually about four months—with a structured program designed to assist in rehabilitating the offender. (Grant Number: 73-A-023; Grantee: Alaska Public Defender Agency; Award Amount: \$35,140)

Corrections

Probation-Parole Intensive Supervision Capability. The objectives of the Intensive Supervision project were to: (1) reduce recidivism of clients in experimental groups; (2) re-

duce institutionalization; (3) accept more difficult clients in experimental groups; (4) improve training and staff development; and (5) improve quality and frequency of staff-client contacts. Six probation officers each dealt with caseloads of between 12 and 20 clients. Length of stay on probation has been six months and one and one-half years. Evaluation of this project is not yet complete; however, positive results are indicated. (Grant Number: 73-A-039; Grantee: Division of Corrections; Award Amount: \$77,317)

Juvenile Justice

Haines Youth Center. The center serves youths aged 12 to 18 who have already entered the juvenile justice system or have been identified as potential delinquents. Approximately 90 percent of those identified as delinquent or potentially delinquent visit the center regularly. Only 50 percent of those who have been involved with the criminal justice system have committed new offenses since the program began, and the severity of offenses committed by repeaters has decreased noticeably. Serious juvenile crime in the city has decreased 70 percent since the center opened. (Grant Number: 73-A-004; Grantee: City of Haines; Award Amount: \$15,000)

Police

Overseas Training for Public Safety. The program covers a wide range of training, from basic recruit to specialized training in all types of police work. Police officers from the American Samoa Police Department are sent to the U.S. to participate in training programs not available on the island. Several officers already have returned from the training and passed on what they learned to their fellow officers. The performance of police officers has significantly improved as a result of this program. (Grant Number: 73-B1; Grantee: Department of Public Safety; Award Amount: \$12,650)

Courts

Renovation of Courthouses. The courthouse is located in a building constructed around 1900. Before this project it was overcrowded and lacked space and facilities for the various support agencies associated with the court. Renovations are expected to be finished in early 1975. The renovated courthouse will provide better public access to court, juvenile, and probation offices, and will permit more efficient functioning of court activities and services. (Grant Number: 73-A, 72-A; Grantee: High Court of American Samoa; Award Amount: \$10,000 (73-A), \$27,975 (72-A))

Corrections

Vocational Rehabilitation. Previously, the correctional facility in American Samoa had no programs for inmate rehabilitation. This program trains inmates in the fundamentals and skills of various trades including carpentry, plumbing, and electricity. It also includes courses in English. The purpose of the program is to prepare the inmate for his reentry into the community. Participation is voluntary. Three inmates who took part in the program and have been released from the correctional facility have found employment in the community and appear to be adjusting well to life outside the institution. (Grant Number: 74-A1; Grantee: Department of Public Safety; Award Amount: \$9,000)

Juvenile Justice

Juvenile Commissioner's Office. The Juvenile Commissioner's Office was established under the High Court of American Samoa. The commissioner works with juveniles in the courts and with juveniles referred by police and others. The commissioner counsels the youths, conducts investigations, and recommends disposition of juvenile cases to the court. (Grant Number: 73-C-1; Grantee: High Court of American Samoa; Award Amount: \$6,000)

Police

District Crime Prevention Units. During 1974, the Phoenix Police Department initiated a program of determining and analyzing crime trends in order to reduce specific target crimes. Rapid communication of accurate and timely information has been the project's prime concern, with burglary the first target. Information is exchanged through the use of ALETS (Arizona Law Enforcement Telecommunications System) to outlying areas and telecopiers located in district offices.

Crime prevention units in each of the department's four districts compile data on crime trends and suspects. These data are then forwarded to the crime analyses unit at central headquarters for analysis and dissemination. Modern law enforcement techniques are then applied to attack the identified problems.

The crime analyses unit also serves as the crime information center for the entire county, with more than 25 agencies participating. Thus far the program has contributed to burglary prevention and apprehension. Because of its early success, the Phoenix Police Department plans to continue and expand the program. (Grant Number: 74-60-1; Grantee: City of Phoenix; Award Amount: \$275,504)

Courts

The Arizona County Attorneys' Technical Assistance Association. This program, also known as the Arizona County Attorneys' Association, is composed of 14 county attorneys, deputy county attorneys, and the Arizona attorney general. The association provides technical assistance and professional expertise to all county attorneys' offices and conducts training programs for prosecutors in Arizona. In this regard, the association publishes a bi-monthly magazine called "Ex Rel," which digests almost every Federal and State criminal decision in the Nation. "Ex Rel" has a circulation of approximately 600 prosecutors, judges, police, sheriff's departments, and related law enforcement associations. A monthly newsletter, "The Arizona Prosecutor," is published for all county attorneys and their deputies. The association also provides technical assistance at the trial level. (Grant Number: 74-164-0; Grantee: Arizona County Attorneys' Association; Award Amount: \$135,000)

Corrections

Inmate Rehabilitation. This program provides selected county jail inmates with saleable job skills. This is being accomplished through a contractual

Arkansas

agreement with the Maricopa County Skill Center, a unit of the Maricopa County Community College District designed to help the unemployed and the underemployed develop skills demanded for occupations within a specific locality. Sixteen slots per student-year are available. A modified sentence offer serves as an incentive for inmates to enter and complete the program. (Grant Number: 74-332-1E; Grantee: Maricopa County Sheriff's Department; Award Amount: \$25,124 Federal)

Juvenile Justice

Glendale Youth Services Program. This project is designed to divert youths from the juvenile justice system and to prevent delinquency prone children from entering the system. Assistance provided through the program includes intake and diagnostic services, short-term counseling, and referral to agencies offering extensive and specialized assistance. Specific services provided thus far include individual and family treatment, assistance with school problems, coordination of services from other agencies, and a child management workshop for parents. (Grant Number: 74-321-1E; Grantee: City of Glendale; Award Amount: \$22,500 Federal)

Police

Little Rock Police Department — Information Records Management System. This project continues design and implementation of applications software for development of the Little Rock Police Department Information Records Management System. The system is designed to improve the department's operational efficiency by making information available to field officers accurately and quickly. Information is provided for planning, management operations, and evaluation activities. (Grant Number: 72-097; Grantee: City of Little Rock; Award Amount: \$85,941)

Courts

Arkansas Criminal Law: Revision and Recodification. A proposed draft of the Arkansas Criminal Code has been completed this year. It began in 1971 with a comparison of the present code and the American Bar Association Standards for Criminal Justice. The State Supreme Court and the Arkansas attorney general sponsored the commission, which was divided into substantive and procedural committees. A total of 38 people contributed to the effort—26 public officials and laymen and 12 staff. Meetings were held on weekends from

January 1972 to July 1974. Approximately 25,000 hours have been expended to date on the project. The State Supreme Court and the General Assembly have begun deliberations and determinations will be made in early 1975. (Grant Number: 74-161; Grantee: Arkansas Attorney General; Award Amount: \$58,400)

Corrections

Pulaski County Community Correctional Facility. This project provided the furnishings and equipment necessary to facilitate the operations of the Pulaski County Community Correctional Facility detention and rehabilitative functions and the related administrative tasks. Construction of the facility was made possible through a discretionary grant. Items selected for the facility support specific tasks such as general administration, observation, diagnostic classification, basic medical care, counseling, recreation, detention, treatment, and training. (Grant Number: 72-426; Grantee: Pulaski County; Award Amount: \$121,099)

Juvenile Justice

Petit Jean Comprehensive Juvenile Services. This is a comprehensive juvenile ser-

California

vices project serving three rural counties in central Arkansas. It is designed to meet the environmental, physical, and mental health needs of area youths. The project provides: (1) information, referral, and resources management services for juveniles and their families; (2) juvenile probation and aftercare services for juveniles released from correctional institutions; and (3) an improved Juvenile Court system through employment of special court referees with legal backgrounds, standardization of procedures for handling juvenile court cases, and development of an adequate system for recording juvenile offenses. The project also provides legal consultation and services to youthful offenders and families (of minors) with domestic problems, and provides mental health services to delinquents, predelinquents, and their families. It supports the organization and development of new programs for youths through voluntary citizen participation. (Grant Number: 74-047; Grantee: Conway, Perry, and Van Buren Counties; Award Amount: \$55,141)

Police

Police Communications/Command and Control. This project consolidates all known want/warrant information, providing for remote access to a central computerized bank. It is designed to provide expeditious service of warrants, thereby benefiting law enforcement, the courts, and the individuals who can be processed on all outstanding charges rather than undergo re-arrest processing. (Grant Number: 0409-3; Grantee: Santa Barbara County Sheriff's Department; Award Amount: \$90,000)

Courts

California Center for Judicial Education and Research. The center attempts to fill the need for preservice and inservice training of California judges. The objectives of the center are to: (1) systematize the production of judicial education materials; (2) develop new means of presenting information; (3) update current judicial education materials; (4) create new materials; (5) conduct training and orientation programs; (6) support the college of trial judges; (7) coordinate Judicial Council institutes and Conference of Judges seminars; and (8) research subjects pertinent to judicial education. (Grant Number: 1342-2; Grantee: Judicial Council; Award Amount: \$254,000)

Corrections

Model Volunteer Project (MVP). This project continues technical assistance, training, resources, and information service to assist corrections and other criminal justice agencies in promoting effective volunteer participation. The service will be primarily available to State and local correctional agencies and law enforcement, with information and resource assistance available to private agencies and citizen groups concerned with the problem of crime and delinquency. (Grant Number: 0889-3; Grantee: Department of the Youth Authority; Award Amount: \$190,000)

Juvenile Justice

Predelinquent Diversion. This is the third phase of a three-year major corrections program to divert from law enforcement agencies in Santa Clara County two-thirds of the expected pre-delinquent referrals (those coming under Section 601 of the Welfare and Institutions Code) to community resources. It is anticipated that the demonstration, testing, and evaluation of this diversion program model will have a major impact on the juvenile justice system of California and have application throughout the Nation. (Grant Number: 0998-3; Grantee: Santa Clara County; Award Amount: \$159,800)

Colorado

Police

Police Emergency and Crisis Team. This project is the product of a joint effort by the Adams County Mental Health Center and the Commerce City Police Department. The project established two crisis intervention teams in Commerce City (population 17,000). The teams, consisting of a male and a female officer, respond to family disputes between 6 p.m. and 2 a.m. Team members use counseling techniques to help resolve disputes. Team followup efforts include handling dispatch calls of former clients, working with former clients at the police station, phone calls, and appointments. Recruits chosen for the crisis team attended the Police Recruit Training Academy at the police department. An extended series of lectures and sessions concerning counseling techniques and types of family dysfunctions followed the initial training. (Grant Number: 73-4C-(6)-P3-62; Grantee: Commerce City; Award Amount: \$86,636)

Courts

Criminal Justice Data Exchange. This project is designed to provide a computerized information system for the Colorado Judicial Department to include scheduling, indexing, and management of District

Court cases. A data base has been generated to facilitate necessary exchanges with other criminal justice agencies as well as for future program planning and evaluation of court and probation functions. The system currently provides an operational management information and docketing system to courts in the Denver area. The computerized information system relieves line employees from manual processing of data related to case files and at the same time collects and organizes these data so that managers and policymakers within the judicial system can evaluate and change procedures as appropriate. (Grant Number: 74-4B-(2)-J0-48; Grantee: Colorado Judicial Department; Award Amount: \$324,729)

Corrections

Adult Forensic Services. This project provides mental health services in the form of evaluation, treatment, and referral services to the court for offenders of the Colorado Fourth Judicial District. Through evaluations for the court, the project attempts to divert from incarceration individuals for whom a community treatment program would be more beneficial. Evaluation services are also designed to cut the time and cost of treatment.

Treatment services are organized into three separate sub-programs. The Residential Treatment Program provides housing, supervision, and treatment for the offender who has difficulty adapting to community living. These individuals generally are referred from the Parole Division, the Probation Department, or the courts. The Outpatient Treatment Program provides outpatient services for offenders who can maintain independent living but must receive treatment services to overcome their offending patterns. The County Jail Program provides social and therapy services to inmates of the El Paso County Jail. (Grant Number: 74-2B-(1)-C4-08; Grantee: El Paso County; Award Amount: \$124,486)

Juvenile Justice

Closed Adolescent Treatment Center. The center is a locked, 18-bed coed psychiatric unit for the treatment of Colorado's adolescents having severe chronic behavior disorders. In order to be admitted to the program the adolescent must have been committed to Colorado's Department of Institutions and shown the following characteristics: (1) a history of not benefiting from previous treatment; a chronic runaway pattern; and

Connecticut

Police

assaultive, destructive, or self-destructive behavior; (2) intellectual ability that may vary from the dull-normal to the superior range with retarded school achievement; and (3) no severe toxic state existing from the use of alcohol or drugs.

Treatment in the program consists of counseling and other treatment services designed to improve behavior; an interpersonal maturity level system; guided interaction therapy; individual, group, and family therapy; recreational and occupational therapy; and an individual remedial school program. (Grant Number: 73-AG-(E)-2D-(1)-CO-112; Grantee: Colorado Department of Institutions; Award Amount: \$262,445)

Connecticut Regional Undercover Crime Squads. Connecticut's five regional crime squads provide the resources most police departments lack for undercover investigation of narcotics dealers and the purchase of narcotics for evidence purposes. They also aim to reduce narcotics trade through their drug purchases and confiscations. The squads operate under the Statewide Enforcement Coordinating Committee, an umbrella agency formed in 1971 and established by Connecticut State law in 1973. This agency has standardized squad operations, centralized resources, improved financial arrangements, and expanded intersquad intelligence. It provides for regional exchanges of undercover agents supplied to squads by participating police departments and exchanges of equipment, and it coordinates inter-regional investigations. The 1973 SECC annual report shows the squads responsible for a total of 1,234 arrests in 1973 and for the seizure of about \$650,000 worth of narcotics and dangerous drugs at street value. In the first nine months of 1974, approximately \$350,000 worth of drugs were seized. (Grant Number: A74-180-220-4; Grantee: Statewide Enforcement Coordinating Committee (SECC); Award Amount: \$300,000)

Courts

Hartford Pretrial Diversion Project. This project attempts to break the cycle of criminal behavior by offering a 90-day continuance of trial combined with an intensive program of social and employment services for certain young adult (18-26) male and female offenders. Participants who meet certain personal situation, criminal history, and present charge criteria first undertake a two-week mutual evaluation period. For those who decide to continue in the project, a 90-day formal program of services follows. This includes counseling and referrals to needed social, medical, and educational services. Career counselors and job developers work to equip project participants for and place them in career-oriented jobs or training programs. If the participant demonstrates improved behavior and attitudes, pending charges can be dismissed. A study of Connecticut's pretrial services is also being conducted under this grant. (Grant Number: E73-8401-67001-2; Grantee: Connecticut Department of Adult Probation; Award Amount: \$130,000)

Corrections

Private/Public Resources Expansion Project. As it is helping

to reintegrate parolees into the community, the Private/Public Resources Expansion Project (P/PREP) is also trying to break down the tradition that places all responsibility for offenders on public agencies. One means of overcoming negative attitudes and involving private agencies has been contracting for their services for inmates and ex-inmates. So far, under P/PREP contracts, 27 statewide and regional programs have supplied volunteer counselors, family counseling, psychiatric help, job training and employment services, supportive living environments, alcohol and drug treatment programs, and other such assistance. Groups involved include the Connecticut Jaycees, the Connecticut Prison Association church and community councils, Poor People's Federation of Hartford, and New Haven's Urban League. The current grant also covers a Traveling Diagnostic Center that provides prerelease assessment at six correctional centers and a Crisis Intervention Service that assists parole officers in meeting participants' critical postrelease needs. The project also includes an extensive public education campaign. (Grant Number: E74-8000-61201-3; Grantee: Connecticut Department of Correction; Award Amount: \$310,800)

Juvenile Justice

Clinical Outreach Project. This is a juvenile delinquency prevention and diversion program operated in conjunction with the Psychiatric Clinic of the Meriden-Wallingford (Conn.) Hospital and with three school systems that it serves. The rationale for this arrangement is that it links project, clinic, and school systems into an interlocking system. This contributes to exchange of information among the various staffs and permits tailoring of projects to the needs of different schools. The program encourages early intervention and referral, particularly by its focus on certain grades, and it provides treatment groups for delinquent and "high-risk" juveniles. It also aims to involve families of problem and potential-problem youths in family therapy and parent training programs. It works with teachers' groups and provides guidance to various area agencies and efforts such as community drop-in centers. (Grant Number: A74-80-236-4 (A73-80-236-3); Grantee: City of Meriden; Award Amount: \$917 (1974 one month) (1973: \$32,900))

Police

Governor's Drug Law Enforcement Investigative Strike Force. The Investigative Strike Force is a specially trained cross-jurisdictional team of police officers working to reduce the supply of illicit drugs and narcotics. Officers are assigned full time by local police departments and the State Police, which pay their salaries. They remain, however, under the command of the strike force. This is not a temporary loan of manpower for a specific case related to a particular jurisdiction; it is a full commitment to a statewide law enforcement effort. A deputy attorney general works full time with the strike force in the preparation of cases. The current structure reflects a considerable expansion over the first year's efforts begun in 1973 with discretionary funds. (Grant Number: 74-080 Grantee: Delaware State Police Award Amount: \$37,499)

Courts

Law Enforcement Continuing Education Program. This project supplies each police officer in the State with an individual copy of a monthly bulletin prepared by the State Department of Justice. The bulletins cover such topics as problems with

the new Delaware Criminal Code, recent Federal and State court decisions affecting police procedure, and new statutes. (Grant Number: FA-8-73; Grantee: Delaware Department of Justice; Award Amount: \$14,382)

Corrections

State Work/Education Release. This project offers an alternative to traditional incarceration. It is designed to reduce incarceration costs and overcrowded conditions of institutions, and to prepare clients financially and psychologically to be productive members of society. Under supervision, eligible inmates may hold full-time jobs in the community, remaining in the institution (or community-based residential center) only when not working. Counseling prepares the client psychologically and emotionally for the world of work and provides the necessary supervision and support for adjustment. At the same time, the client is earning money, contributing to the costs of his confinement, supporting his family, and paying fines and taxes. (Grant Number: FA-45-73, FA-E45-73; Grantee: Division of Adult Corrections; Award Amount: \$215,000)

Juvenile Justice

Peoples Place II. This is a community counseling center whose staff works with predelinquent youths and their families. Juveniles referred by police, courts, schools, or themselves are counseled by volunteer lay counselors under the supervision of the project director. Volunteers are given extensive training in counseling methods by the project director (a psychologist) and others having expertise in this area. The objective of counseling is to deter youths from delinquent activities by providing educational programs and referrals to appropriate services. (Grant Number: FA-26-73; Grantee: Milford Action Committee; Award Amount: \$19,778)

Police

MPD—Master Command and Control Development Plan. The purpose of this project is to prepare a Metropolitan Police Department (MPD) Command/Control Development Plan that will specify improvements needed to overcome present command/control functional deficiencies. Implementation of the plan will contribute to a more effective police operation in the years to come. The plan will address the future MPD Command/Control requirement, consider current requirements, consider current capabilities and deficiencies, develop revised system concepts, and prepare implementation schedules, equipment specifications, and cost estimates. Plan methodology will emphasize the department's operational needs and will be specifically designed to cover a wide variety of routine and emergency situations. Computer simulations of the improved C/C system will be performed to evaluate the effectiveness of recent technical innovations for MPD needs. (Grant Number: 73-33; Grantee: Metropolitan Police Department; Award Amount: \$49,500)

Courts

Prosecutor Training Program.

The purpose of this grant award was to develop a systematic training program for the staff of the United States Attorney's Office, Superior Court Division, in order to facilitate the transfer of jurisdiction for common law felonies from the United States District Court to the District of Columbia Superior Court.

The project systematically identified and prioritized the training needs of the division for practicing prosecutions, supervisory and managerial prosecutions, law clerks, law students, and administrative personnel; designed a training program; developed the training materials; conducted the training program; and established the machinery for maintaining an ongoing training program. The principal outputs are a 500-page basic manual and a 300-page Advanced Prosecution Training Manual.

Approximately 50 jurisdictions around the country have expressed interest in the project. In addition, the Department of Justice has used the basic "Prosecution Training Program" in a major program initiated by the Attorney General. (Grant Number: 73-21; Grantee: Institute for Law and Social Research; Award Amount: \$144,302)

Corrections

Supported Employment Program for Women Probationers.

Washington Opportunities for Women has as its basic objectives a test of the following hypothesis: that a significant proportion of female offenders enrolled in the proposed program at the time they are assigned to probation, and regardless of type of offense and education level, can be integrated into society as productive, self-confident individuals by being given real opportunities for successful and upwardly mobile employment through a supported-work program. This project is unique in that the subgrantee has been successful in placing 12 women probationers in construction training sites. To date, six women have secured employment with area construction companies, earning an average of \$7.35 per hour. (Grant Number: 74-32; Grantee: Washington Opportunities for Women "WOW"; Award Amount: \$36,170)

Juvenile Justice

Operation Sisters United. This project was designed to provide an alternative to detention through a nonresidential program of rehabilitation and support. The project serves girls aged 11 to 18 who have been adjudged delinquent or PINS*

and referred by the D.C. Superior Court or Probation Department. The methods used are varied and tailored to fit each individual girl. The major focus is on the use of a one-to-one volunteer big-sister relationship. Project services include: (1) individual and family counseling; (2) prevocational and job-oriented training; (3) tutoring; (4) seminars on venereal disease, drug and alcohol abuse; and (5) enrichment programs.

One of the most noteworthy aspects of this project is the continued expanded development of project experience, program content, workbooks, and forms developed in the pilot project and the availability of this comprehensive technical assistance to a number of smaller communities utilizing State and local or block grant funds to establish their own local projects.

Of the 46 girls who were members of Sisters United from March 27, 1972 to September 1, 1974, only one had been arrested and/or adjudicated for a new offense as of September 1, 1974. (Grant Number: 74-41; Grantee: The National Council of Negro Women; Award Amount: \$90,000)

Florida

Police

Victim Ombudsman Project.

This innovative pilot project provides two victim ombudsmen—members of the Police Department—assigned to assist crime victims by intervening at the crime scene and acting both as victim advocate and community service facilitator. Each ombudsman handles 300 cases each year. When appropriate, the ombudsman follows through with the victim to see that counseling, guidance, and direction, including referral to other community resources, are provided. (Grant Number: 73-22-07; Grantee: City of Fort Lauderdale; Award Amount: \$37,912)

Courts

Pretrial Diversion Project.

Pretrial intervention services can relieve overcrowding in jails, help overburdened courts, and reduce workloads of court personnel and parole and probation workers. This project focuses on releasing volunteer misdemeanants and selected felons on pretrial probation. Eligibility standards are specific, and participant performance levels are clearly identified. Client performance data are referred to the State attorney's office for his decision on disposition. By diverting individuals prior to trial, court expenses are reduced and those diverted are likely to receive

the court's most lenient disposition, including those who are processed through the judicial system completely. (Grant Number: 74-AS-40-0001; Grantee: Florida Parole and Probation Commission; Award Amount: \$188,912)

Corrections

Correctional Training Institute.

The primary objectives of the institute are training of new personnel in modern correctional techniques and expanding inservice training for current personnel. Most specifically, the project will attempt to increase on-the-job performance, improve personnel attitudes with respect to the rehabilitation process, and encourage and initiate participation in self-improvement programs. (Grant Number: 73-08-09; Grantee: Florida Division of Corrections; Award Amount: \$85,000)

Juvenile Justice

Family Group Home Treatment Program for Delinquents.

Eleven Family Group Homes will provide a supportive, healthy environment for 55 children aged 10 to 13 years. Youths who have serious behavioral problems are selected from among probation and parole caseloads to participate in the program. The group homes provide full-time substitute family

living arrangements. Treatment consists of basic maintenance services, close supervision, and other specialized services that meet the specific needs of adjudicated delinquents. (Grant Number: 74-AS-42-0007; Grantee: Department of Health and Rehabilitative Services; Award Amount: \$374,069)

*PINS stands for Persons in Need of Supervision.

Police

Reduction of Violent Crimes. The Georgia SPA awarded the DeKalb County Police Department \$40,000 in Federal, State, and local funds for a program to reduce robbery in unincorporated DeKalb County. The program uses experienced police officers in extra patrol and stakeout operations. The police department had projected a 57 percent increase in robbery incidents in 1974 over 1973. Between the 1st and 15th of July 1974, 45 robberies occurred in the county. The program became operational on July 16 and only eight robberies were reported during the latter half of the month. In August, there was a 13 percent decline in robberies compared to the previous August. (Grant Number: 74A-02-002; Grantee: DeKalb County Police Department; Award Amount: \$36,000 Federal)

Courts

Court Administration. The Administrative Office of the Courts provides administrative services to the Georgia judiciary to improve efficiency in case processing in the State courts system. Services provided include legal management assistance and research for judges, preparation of annual reports, planning and conducting of training conferences, a newslet-

ter service, and research into the administrative needs of the courts and the design and implementation of plans to meet those needs. (Grant Number: 74A-08-001; Grantee: Judicial Council of Georgia; Award Amount: \$211,500 Federal)

Corrections

Research, Planning, and Evaluation. This comprehensive evaluation of treatment programs is being conducted for the Department of Offender Rehabilitation. Phases 1 and 2, Research Design and the Development of a Data Collection System, have been completed. Phase 3, Computerization, is now underway. The final outcome analysis is not expected until 1977. (Grant Number: 74A-13-001; Grantee: Department of Offender Rehabilitation; Award Amount: \$303,356)

Juvenile Justice

Community-Based Treatment Program for Predelinquent and Delinquent Adolescent Females. In 1974, the SPA adopted a new philosophy relative to juvenile justice—that of saturation planning or funding all needs of each area through coordinated programing. Originally 11 target areas, accounting for approximately 80 percent of the juvenile delinquency problem in Georgia, were identified; the

needs of six were met in 1974. The group home that is part of this project is an example of the type of programs funded to bolster existing juvenile service programs. (Grant Number: 74A-15-004; Grantee: City of Savannah; Award Amount: \$62,577)

Police

Police Cadet. This program provides part-time employment for college students aged 18 to 26 who have shown a sincere interest in a law enforcement career. A major objective is to provide a police career incentive for college-eligible students who may participate in a work-study program. Employment as a police cadet provides an opportunity for students to learn police work and prepare for a police career at the same time. It is anticipated that this program will increase the number of qualified college-educated police candidates. Initially, five young men were recruited under the program and the department now has a total of eight police cadets. (Grant Number: 73A-5P, 73A-4P, 74A-3P; Grantee: Department of Public Safety; Award Amount: \$39,450 total)

Courts

Implementation of Courts Management Study. The judicial system of Guam is presently implementing most of the recommendations of the Court Management Study conducted by the Institute for Court Management of Denver, Colo. The courts management study underscored the urgent need for updating, repealing, or amending the present statutes of the Territory of Guam. It also en-

abled judicial officials to adapt their procedures more readily to the recent restructuring of the courts.

The newly created local Superior Court of Guam, pursuant to the Court Reorganization Act, now has original jurisdiction in all cases arising under the laws of Guam, civil or criminal, in law or equity, regardless of the amount in controversy, except for those under the jurisdiction of the Federal District Court of Guam. (Grant Number: 73A-27C; Grantee: Superior Court of Guam; Award Amount: \$15,000)

Corrections

Community Intervention Center. Since its implementation in June 1973, this program has contributed much to improving operations of the Adult Correctional Facility. Separation of first offenders (short-termers) from hardcore criminals has resulted in: (1) relieving the overcrowded conditions at the correctional facility; (2) preventing indoctrination of first offenders by hardcore criminals; and (3) providing a realistic treatment program for first offenders. A total of 33 clients were processed and placed at the center during its first year of operation. Twenty-two clients have successfully completed the program and been released

to the community. None of those released has had further contact with the criminal justice system. (Grant Number: 71EA-18R, 72A-13R, 73A-17R, 74EA-16R; Grantee: Department of Corrections; Award Amount: \$69,550 total)

Juvenile Justice

Youth Centers. This project consists of nine youth centers on Guam. The program provides a place where youths may constructively or leisurely spend time under supervision, familiarizes youths and their families with the purpose of law enforcement agencies through field trips and visits to various criminal justice agencies, and involves youths in educational and promotional activities, all of which it is hoped will discourage delinquent behavior.

The Youth Center project is the most promising and innovative of Guam's youth-oriented programs. It offers a wide variety of activities, among which are intramural games of baseball, basketball, hockey, ping pong, checkers, and chess. (Grant Number: 72A-21YC, 73A-35YC, 74A-37YC; Grantee: Guam Youth and Recreation Commission; Award Amount: \$72,753 total)

Hawaii

Police

Statewide Law Enforcement Intelligence Unit. This project provides for the establishment of full-time Criminal Intelligence Units in the four counties of Hawaii, with the Honolulu unit also serving as the coordinating agency. The project is working to improve the gathering and dissemination of intelligence information on organized crime at the local and State levels. Major activities have included: (1) gathering and disseminating updated intelligence data, (2) establishing a statewide intelligence system network, (3) implementing a direct confidential communications system, (4) providing training and educational programs for personnel and allied organizations, and (5) acquiring surveillance equipment. (Grant Number: 73A-3.10; Grantee: County Police Departments of Kauai, Honolulu, Maui, and Hawaii; Award Amount: \$75,000)

Courts

Volunteer Services Program. This program in the judiciary of Hawaii has two objectives: (1) to provide additional services to clients of the judiciary; and (2) to increase community awareness of the organization and function of the judiciary and promote greater citizen understanding and acceptance of law offenders.

Volunteers work as bailiffs, tutors, art and handcraft instructors, beauty consultants, clerical aides, law library aides, and probation companions to both juvenile and adult probationers. In view of their contribution, the judiciary intends to incorporate the volunteer program into its organizational structure, thereby making it State-funded effective July 1, 1975. (Grant Number: 73A-5.1a; Grantee: Judiciary, State of Hawaii; Award Amount: \$28,245)

Corrections

Corrections Research and Statistics Bureau. This program established a statewide correctional bureau with criminal and offender statistics capabilities. Based on the premise that a strong research program is essential to the proposed program concepts of the Hawaii State Correctional Master Plan, this program subsequently will become one of the four administrative areas of the Oahu Intake Service Center. As the Information Processing and System Evaluation Division, the bureau will be responsible for the operation of all correctional information. The bureau will also be involved in various segments of the Statewide Criminal Justice Information System. (Grant Number: 73A-10.1; Grantee: Department of Social Services and

Housing, State of Hawaii; Award Amount: \$97,155)

Juvenile Justice

Intensive Intervention Project. This project provides immediate and intensive counseling to children aged 13 to 15 who are referred to the court as runaways and incorrigibles or for minor law violations. Project staff work with the children in a family setting to overcome problem behavior and thus prevent recidivism. In the first year of operation 69 youngsters, together with 273 others (parents, siblings, etc.), were counseled in 372 sessions. The average was 5.3 sessions per family. Sessions were held at times and places convenient to families. All counseling was done by teams consisting of one experienced counselor and one trainee. Twenty-one volunteers participated. (Grant Number: 73A-3.10; Grantee: Family Court, First Circuit, State Judiciary; Award Amount: \$25,845)

Idaho

Police

Bureau of Narcotics and Organized Crime. Funding was continued during fiscal year 1974 for the bureau, whose primary goal is to remove the narcotics dealer from the streets. To this end, project staff provided assistance in narcotics prevention and control to local law enforcement agencies and conducted investigations throughout the State. "Buys" were made by undercover agents and arrest warrants obtained as part of the investigation process. Project staff also conducted special education programs and made presentations in the schools and for community service groups.

The bureau's organized crime unit gathered, compiled, and disseminated intelligence data. In addition, unit officers conducted investigations and presented seminars to local agencies on how to recognize potential organized crime problems. (Grant Number: S-74-3, S-74-107, S-74-106; Grantee: Idaho Attorney General's Office; Award Amount: \$235,872, \$162,162, \$89,545)

Courts

Idaho Appellate and Trial Court Administration Project. This project was designed to increase the administrative efficiency of the State's court system. District trial court administrators were appointed in

each of the State's seven judicial districts, and a trial court specialist was placed within the office of the Administrator of the Courts. These individuals assisted in the supervision and management of the appellate and trial courts. Specifically, they insured efficient utilization of judicial time through coordinated case scheduling and assignments; coordinated procedures related to caseload data collection; and performed the necessary administrative tasks related to the system's operation. It was also their responsibility to review and make recommendations concerning uniform district court rules and to perform any other administrative functions as deemed necessary by the administrative judges. (Grant Number: FY-74-62; Grantee: Idaho Supreme Court; Award Amount: \$53,396)

Corrections

Expansion of Idaho Volunteers in Corrections Services. The purpose of this project was to develop, establish, and maintain volunteer services in the field of corrections. The project encouraged relationships between volunteers and those on probation or parole in an effort to help such individuals adjust to their present situation.

A further objective of the project was to establish contact with agencies or programs that could assist institutionalized persons in making a successful

adjustment to society. Such programs included job procurement, medical assistance, mental health care, family assistance, and other supportive services. (Grant Number: RII-74-11; Grantee: Board of Corrections; Award Amount: \$33,000)

Juvenile Justice

Group Home for Delinquent Boys. This project established a group home for adjudicated boys. The home was located in a fairly remote, rural area, approximately 20 miles from a major ski resort. Residents of the home attended the public school in the community. Vigorous physical activities were emphasized as part of the home's rehabilitative program. Because of the community's tremendous support for the program, the boys were able to ski in the winter and hike, backpack, camp, and fish during the summer. All of the boys became involved in school activities, and many of them earned letters in athletics.

There were few runaways during the fiscal year period, and none of the placements was referred to the State's correctional institution. None of the boys had further contact with police agencies in the area. (Grant Number: RII-73-196; Grantee: Blaine County; Award Amount: \$11,956)

Illinois

Police

West Central Emergency Rural Theft Deterrence and Apprehension Program. Six Illinois counties shared a grant that enabled them to combat an upsurge in rural crime—especially residential burglaries and commodity, equipment, and livestock thefts—by increasing and strengthening their patrol activities. Each sheriff's department received a portion of the money to hire additional experienced law enforcement officers and to undertake other specific crime deterrence measures. The six participating sheriffs, who formed the grant's governing board, voted the balance of the funds to the departments with the greatest increase in crime rates, on a demonstrated as-needed basis. By responding to established needs of downstate rural Illinois, this program is fulfilling LEAA's mandate to serve all the people. A recent project evaluation has shown a significant reduction in police response time. (Grant Number: 1079; Grantee: West Central Illinois Law Enforcement Commission; Award Amount: \$55,728)

Courts

Full Service Representation and Multi-Disciplinary Training Project. Acting on the premise that an entanglement of civil, legal, and social problems can hinder an individual's or family's law-abiding existence, this

project provides legal representation and social services to selected indigent families in which a member is a criminal defendant. This assistance, which includes criminal defense, social work services for the defendant and his family, and representation in civil legal matters, is provided by law students and graduate social work students, who thereby receive training and experience in two fields. This project has received nationwide acclaim as a model of cooperation between social workers and lawyers in the delivery of comprehensive services to families. (Grant Number: 850; Grantee: United Charities of Chicago Family Service Bureau; Award Amount: \$263,491)

Corrections

Illinois Correctional Training Academy. Historically, the correctional personnel having the greatest impact and greatest opportunity to effect change in inmates, i.e. correctional officers and their immediate supervisors, have received little training other than rudimentary orientation programs. The Illinois Department of Corrections has developed a unique program whose major training thrust is directed toward the professionalization of those personnel, in the belief that this will result in a more humane correctional system where major institutional problems can

be alleviated by planning, understanding, and human awareness. The Illinois Correctional Training Academy, located on the campus of St. Xavier College in Chicago, is attempting to unify all departmental training and establish a well-planned and coordinated academy-based and institution-based staff development program. (Grant Number: 1298; Grantee: Illinois Department of Corrections; Award Amount: \$1,080,720)

Juvenile Justice

Unified Delinquency Intervention Services (UDIS). This project is a cooperative effort of the juvenile court of Cook County, the Illinois Department of Corrections, and the Illinois Department of Children and Family Services. It provides small, personalized, community-based rehabilitation programs to Cook County youths who have violated probation or who have been through the court process and normally would be committed or recommitted to correctional institutions. The eventual objective of the program is to provide these services to 60 to 70 percent of the juveniles now being institutionalized in Cook County, including boys under 14 and all girls. (Grant Number: 1363; Grantee: Illinois Department of Children and Family Services; Award Amount: \$1,420,799)

Indiana

Police

Indianapolis Crime Impact Program. The goal of this project is to reduce burglary and to improve all basic components of the criminal justice system that deal with the problem of burglary.

The project includes a flexible unit that includes such divisions as a residential burglary tactical task force, a business burglary tactical task force, a tactical air patrol (helicopter), an automated burglary prediction management information system, an electronic burglary control system, a prosecution countermeasure, and a public information and education countermeasure.

Monthly comparison figures indicate a 28.9 percent decline in business burglaries and 92.2 percent more apprehensions. Response time was reduced from 1.6 minutes in July to 1.3 minutes in August. Helicopter patrol has helped to speed up the arrival of police. During August, the helicopter arrived first on the scene 112 times, or 3.1 percent of the time. (Grant Number: G73C-J02-05-004; Grantee: Indianapolis Police Department; Award Amount: \$228,193)

Courts

Prosecutors' Coordinator Office. This central State office

provides training programs for Indiana prosecuting attorneys, gathers and disseminates information of interest to prosecuting attorneys, represents the interests of prosecuting attorneys with reference to other groups and agencies, and provides research and other technical assistance as requested. The office began publishing a newsletter during the first month of its operation in February 1972. A weekly Legislative Bulletin summarizes proposed bills that relate to the work of prosecuting attorneys and follows the progress of bills through the legislative process. The training programs cover case flow, investigation, and current Indiana law. The office also provides general information for anyone involved in the judicial process. (Grant Number: A74C-G08-09-002; Grantee: Indiana Prosecuting Attorneys Council; Award Amount: \$230,000)

Corrections

Vocational Education. This project provides a majority of prisoners at the Indiana State Prison at Michigan City, Ind., with the opportunity to be trained in vocational and occupational skills. Ex-offenders always have difficulty finding employment. This program prepares prisoners for release and helps provide them with marketable skills. The areas of in-

struction are auto service and auto body, welding, electronics technology, and heating and air conditioning. In the past, little vocational training was provided through the prison. Barber training was given to a minority of inmates, but this was done mainly to provide barbers for inside prison use. (Grant Number: G73C-H09-09-038; Grantee: Indiana Department of Correction; Award Amount: \$126,225)

Juvenile Justice

Regional Youth Services, Inc. This project provides treatment for juvenile offenders and their families. Institutional treatment often is not effective for juvenile offenders. Treatment in the community can be more effective because it allows the child to lead a more normal life. This project provides both individual and group counseling along with family therapy. These services provide an alternative to incarceration for delinquent children. More than 90 percent of the participants are placed into foster care. Foster parents receive special training in the care of these children. (Grant Number: A74C-F07-07-041; Grantee: Regional Youth Services, Inc.; Award Amount: \$140,000)

Police

State of Iowa Telecommunications Plan. The objective of this project is to implement the statewide plan for a coordinated network of telecommunications systems serving all law enforcement agencies and departments in the State. The Division of Communications will provide technical expertise to local agencies to develop communications plans and specifications in conformance with the statewide plan upon request. The division will perform a system evaluation on request of local agencies. It will also develop "acceptance test procedures" and will conduct tests and provide technical assistance in bidders' conferences and vendors' proposals. (Grant Number: 702-73-00-198-23-01, 702-73-00-198-02, and 702-73-00-198-23-03; Grantee: Department of General Services, Division of Communications; Award Amount: \$154,178)

Courts

Offender Advocate. One chief defender, three assistants, one investigator, and two secretaries are employed pursuant to the grant. The primary objectives of the project are to: (1) provide an alternative system of appointing counsel for indigent defendants in criminal matters; (2) assume

approximately 35 to 40 percent of all criminal case appointments in Polk County; (3) reduce the cost of court expenses for counsel to represent indigent defendants; (4) reduce the amount of time it takes for an indigent defendant's case to proceed from arraignment to disposition; and (5) provide skilled defense counsel to represent indigent defendants. (Grant Number: 702-73-04-7700-33-10; Grantee: Polk County; Award Amount: \$98,754.55)

Corrections

Correctional System Evaluation. When Iowa enacted legislation providing for community-based corrections throughout the State, it also mandated an evaluation of this new correctional effort. The Iowa Department of Social Services has undertaken a complete statewide evaluation of all community-based correctional programs with evaluative emphasis upon the following four criteria: (1) determine how community-based corrections affects community safety; (2) determine the effectiveness of each type of correctional program; (3) compare effectiveness of community-based versus institutional corrections; and (4) determine cost-effectiveness of the projects. This effort ultimately will assist the State in planning, management, and re-

sources utilization. (Grant Number: 706-73-00-0470-43-01; Grantee: Department of Social Services; Award Amount: \$135,422)

Juvenile Justice

Shelter House. Shelter House provides the City of Ames with shelter, care, and correctional treatment for its delinquent youth. Basic programs offered by this project include short- and long-term counseling, group therapy, family counseling, shelter care and nonsecure detention, referral and public information services, and a foster care program. Referrals to the program come primarily from the court, individual clients, service agencies, teachers, and parents. During its first six months of operation, Shelter House served 142 clients in the treatment program and gained the full support of the institutions and citizens of the community it serves. (Grant Number: 702-73-04-8501-43-02; Grantee: City of Ames; Award Amount: \$51,190)

Police

Police Task Force for Prevention and Control of Crime. In this project, a selective street patrol force works solely on the prevention and control of crime. Personnel filling these patrol positions are regular sworn officers working on a rotating basis. Overtime work is involved, so, in effect, this gives the equivalent of six officers per day, four days per week. A concurrent program of intensive public education is being incorporated into the project. Evaluation will be conducted on a quarterly basis. (Grant Number: 74-A-2340; Grantee: City of Junction City; Award Amount: \$38,117.17)

Courts

Summer Legal Intern Prosecution Program. Each year since 1970, the SPA has sponsored the Summer Prosecution Program. This project provides selected senior law students with an in-depth exposure to the office and functions of the prosecuting attorney's office and provides county and district attorneys with additional assistance during the summer. One of the objectives of the project is to interest prospective attorneys in entering the prosecution field as a career. A recent evaluation of the program by the SPA indicated that 40 percent of past participants

in the program have been employed in prosecutors' offices following graduation from law school. (Grant Number: 74-A-2990-1-A; Grantee: Shawnee County; Award Amount: \$50,624)

Corrections

Short-Term Diagnostic and Treatment Center. This project has created a community-based residential correction facility for young offenders as an alternative to incarceration. The grant provides for psychological evaluations and professional counseling. Vocational counseling is also made available for each participant in the program. The project seeks to place each young man in a job or job training program. The facility provides a highly structured but supportive environment that serves the residents as a bridge back to the community. (Grant Number: 74-A-2266-3-B; Grantee: Kansas City Municipal Court; Award Amount: \$55,666.75)

Juvenile Justice

Community-Based Probation Counselors. Courthouse-based probation counselors are not in a position to become involved actively in the community and are therefore handicapped in directing juveniles and their families to better utilization of community resources. Commu-

nity-based counselors, on the other hand, live in the community they serve. Community-based counselors help eliminate the problems that may occur when families have to report to the courthouse. This project operates in the three areas of Wichita in which juvenile offenses are the most serious. The court is able to provide continuity and coordination among areas in the city and within the program itself. (Grant Number: 74-E-2385; Grantee: Sedgwick County Juvenile Court; Award Amount: \$56,742.30)

Kentucky

Police

Crime Prevention Demonstration. This project represents a regionwide crime prevention effort involving the police agencies in a multicounty urban area. The project consists of a consortium unit staffed by several agencies. The unit conducts public education efforts through media campaigns, advertising, lectures, and exhibits of crime prevention techniques and hardware. (Grant Number: 1534-008-c75; Grantee: Campbell County; Award Amount: \$93,000 Federal)

Courts

Model Courts Project. The goal of the Model Courts project is to introduce and test new concepts in the field of court administration in the circuit courts. The court administrators in the five model districts handle juror and witness scheduling, space and equipment management, preparation of a court budget, dissemination of information concerning the court, and other administrative duties. (Grant Number: 1204-007-i74; Grantee: Kentucky Circuit Judges Association; Award Amount: \$206,865)

Corrections

Kentucky's Ex-Offender Clearinghouse. The clearinghouse has brought together various community resources to serve the specific needs of the ex-offender. A strong effort is being made to provide immediate services to the ex-offender in terms of vocational counseling, job placement, and provision of clothing, tools, medical care, and temporary housing. The project has moved to facilitate the provision of services by other community agencies. The clearinghouse emphasizes job development and job placement, along with the provision of followup services. It is receiving a steady stream of referrals from the State Probation and Parole Office, the U.S. Probation Office, the State Employment Service, and the Jefferson County Jail. The clearinghouse is presently working with 143 ex-offenders from these various sources. (Grant Number: 858-109-i72, 946-199-c72, 1188-029-i73; Grantee: Kentucky State Bureau of Corrections; Award Amount: 858-\$12,785, 946-\$43,715, 1188-\$34,745)

Juvenile Justice

Alternative Curriculum. This project will provide the delinquent and predelinquent students of the two Franklin County Junior High Schools (Bondurant and Elkhorn) with an Alternative Curriculum program that will meet the special needs of those students who cannot perform well under the pressure of the traditional school system. The program will require the employment of a counselor and a teacher-counselor in each junior high school. These counselors will work directly with problem students, help them in their schoolwork, and hold counseling sessions for them. The counseling sessions are considered important in determining what problems the students have and the best solutions for these problems. Individual attention is given to each student. It is hoped that the program will improve students' attitudes and their achievement in school. This should lead to a reduction in the dropout rate and in the number of juvenile cases in court. (Grant Number: 1474-08-c74; Grantee: Franklin County; Award Amount: \$40,777 (2n year funding))

Louisiana

Police

Calcasieu Parish Sheriff's Department's Consolidated Computerized Records, Data, Information, and Statistics Center. The center houses a low-cost rapid information retrieval system that uses computerized microfilm storage retrieval, searching equipment, film processing, and reversal equipment. It serves six parishes (Beauregard, Cameron, Calcasieu, Vernon, Jefferson, Davis, and Allen) with a total approximate population of 257,759. (Grant Number: 61-2877-06-B; Grantee: Calcasieu Parish Sheriff's Office; Award Amount: \$82,910)

Courts

Consumer Protection (Prosecutorial Services). This project proposes the continuation of an investigative/prosecutorial unit known as the "Consumer Protection and Commercial Fraud Prosecution Unit" comprising personnel from the district attorney's office and requested supplemental personnel. The major responsibilities of this unit will be criminal investigation and the gathering of intelligence information about all phases of criminal consumer and commercial fraud activities and unfair and deceptive trade practices and combinations in restraint of trade schemes. The

information obtained will be acted upon independently or transmitted to other appropriate police, enforcement, or regulatory agencies for independent or combined action. The unit will primarily serve metropolitan Jefferson Parish. It will also maintain liaison with local, State, and Federal law enforcement agencies concerned with combating organized crime. (Grant Number: 7-74-0123; Grantee: District Attorney-Jefferson Parish; Award Amount: \$91,800)

Corrections

Improved and Expanded Adult Probation and Parish Services. This project of the Oakdale City Court is designed as an alternative to incarceration for the first offender who has committed a misdemeanor. The major portion of the project involves supervised probation. The project was designed pursuant to the philosophy that numerous offenses are committed because some persons are unable to cope with everyday stresses and thus try to escape through drunkenness, disturbing the peace, and other similar acts. By participating in this type of controlled supervision program, an offender has a better chance of leading a normal productive life rather than becoming a ward of society. In addition to helping offenders,

the project has improved local correctional services. (Grant Number: 6-74-0126; Grantee: City of Oakdale; Award Amount: \$19,035)

Juvenile Justice

Renaissance. This project provides a community correctional center for juvenile boys of an eight-parish area. The center houses two separate programs—detention and treatment-rehabilitation. Each program operates under a separate grant, but both programs are administered by the same project director and share the same resources. The detention program provides offenders awaiting court action with an alternative to being held in jail. The treatment-rehabilitation program provides an alternative to commitment to a State correctional institution. Instead, the offender lives in a supervised residence and receives psychiatric treatment and individual and group counseling. The residents attend public schools and are otherwise kept involved in the community. (Grant Number: 3-74-0105, 3-74-0106; Grantee: Rapides Parish Police Jury; Award Amount: \$100,000)

Maine

Police

Statewide Criminal Justice Radio Voice Communications System. For the first time in Maine history, police agencies at all levels of government will be able to communicate with each other operationally. Over a three-year period, 1973-1975, the SPA has invested more than \$2 million, including a \$1.8 million pooled-bid contract to implement a statewide emergency communications system involving the State's 132 police agencies.

The basic operational mode is the eight-channel mobile radio. State Police use all channels; local and county governments use four at present. Four-channel handheld portable radios also are part of the system.

In addition to instantaneous radio contact, car-to-car, base-to-car, and base-to-base flexibility exists for and will include integration of data transmission. Computer access activity will provide information to personnel in the field from NCIC, New England, and statewide data banks regarding wanted persons and property. (This project consists of awards to many agencies over a three-year period.)

Courts

Maine Trial Court Revision. A Maine Trial Court Revision

Commission has recommended far-reaching changes in the structure and administration of the Maine court system. A study staffed through the National Center for State Courts will make its recommendations to the 107th Maine Legislature in January 1975. Recommendations include:

1. Assumption by the State of the entire cost of the Maine judicial branch of government;
2. Restructuring the Maine court system into four administrative regions, each headed by a presiding judge;
3. Strengthening the administrative structure of the courts by adding to the court staff a State court administrator and four regional court administrators;
4. Appointment of superior court clerks of court by the chief justice of the Maine Supreme Court;
5. Change in venue on criminal and civil matters to allow handling of litigation efficiently on a regional basis; and
6. Limited cross assignment of judges to facilitate better utilization of judges' time.

(Grant Number: 349541; Grantee: Maine Trial Court Revision Commission; Award Amount: \$19,657)

Corrections

Comprehensive Criminal Justice Services. Prevention activities including training for po-

lice in the handling of deviant and suicidal behavior and a 24-hour crisis intervention counseling service are the entry-level activities of this project in the Waterville-Augusta area. Approximately 140,000 residents will be served by the project, which will coordinate existing criminal justice services, establish new programs, and tie in social agencies such as mental health clinics, schools, vocational training programs, and group homes in order to provide community-based reduction of crime and treatment of the offender.

In addition to prevention, the basic functions of the program include:

1. Early recognition and treatment of peripheral criminal justice clients;
2. Identification of personal case histories and problem identification;
3. Diversion into community counseling and treatment programs of misdemeanants and nonviolent felons who are awaiting trial; and
4. Provision of a personalized rehabilitation/treatment plan for sentenced offenders, verified by a contract between the offender and the program.

(Grant Number: 200036 and 200206-9; Grantee: Department of Mental Health and Corrections; Award Amount: \$119,544)

Maryland

Public Information*

Viewer-Active Television Program on the Judicial Process.

A stop-action, hour-long television program on the sentencing process will be broadcast statewide over the Maine Public Broadcasting Network on May 1, 1975. The viewing audience will be asked to determine the sentence in two breaking and entering and larceny cases. At certain points in the show, the action will stop and viewers will be able to telephone the station with comments. The cases illustrate the problem of unequal justice.

Following the telecast, the material will be used in school systems and transcribed into 16mm film for broad statewide dissemination on a continuous basis. The show will be available to East Coast States that belong to the Eastern Educational Television Network. The program goals are to: (1) determine citizen attitudes regarding the court process and treatment of offenders for particular offenses and (2) identify potential broadcasting subjects for various aspects of the criminal justice process. (Grant Number: 1379550; Grantee: Maine Criminal Code Revision Commission; Award Amount: \$18,301)

*Substituted for Juvenile Justice program.

Police

Breaking and Entering Strike Team (BEST).

The BEST project, now in its second year of funding, is one of six special crime-specific projects funded by the Maryland SPA. Concentrating on residential burglary in 16 target sectors of Anne Arundel County, the Strike Team combines intensified patrol activity, public education, and coordinated supportive services. In addition, a member of the county prosecutor's office is available to prosecute all cases arising from arrests by BEST officers and to provide legal advice when necessary. Recent figures compiled by project officials show that burglary incidents in target areas were down 25 percent and 23 percent during July and August of 1974 as compared with the same period in 1973. (Grant Number: 4070-COP-1; Grantee: Anne Arundel County; Award Amount: \$304,321)

Courts

Criminal Court Status Information System—Case Scheduling. This project is designed to provide an automated case scheduling and management system for the Supreme Bench of Baltimore City (Circuit Court). Its primary goals are to reduce existing backlogs of unscheduled cases, reduce the timespan

between arrest and disposition of criminal cases, and provide data useful in improving the quality and efficiency of court management. The project has received funding for two years.

During the past 15 months, the backlog of open charges at the Supreme Bench level has been reduced by 51 percent. In addition, the automated system has helped improve coordination among the court, prosecutors, and defense attorneys. Progress is also being made in integrating this automated system with automated systems being developed by the city jail and police department.

An Attorney Schedule Report outlines case schedules. A management report using the critical path method for identifying "bottlenecks" and defendant processing delays has been developed to assist in achieving the objective of a 90-day timespan between defendant arrest and disposition. Preparation of subpoenas, summonses, and attorney notices has also become fully automated.

The project has been designed to be fully compatible with overall statewide plans in the information systems area. (Grant Number: 3158-RES-1-2; Grantee: Baltimore City; Award Amount: \$245,000)

Massachusetts

Corrections

Maryland Correctional Training Academy. Now in its third year of operation under SPA grants, the Maryland Correctional Training Academy provides inservice and preservice training for correctional personnel in the State, including parole and probation agents. Prior to development of the academy, no formalized training programs existed in Maryland for correctional personnel. Since its inception, curriculums have been developed and programs held to provide training for correctional administrators, supervisory personnel, correctional officers, parole and probation officers, and classification counselors.

During its first two years of operation, the academy trained nearly 1,000 State correctional personnel. A major component of the project in its third year is the development of a research and evaluation component designed to measure the success of training curriculums and programs used to date. (Grant Number: 3129-COR-2-2E; Grantee: Department of Public Safety and Correctional Services; Award Amount: \$138,866)

Juvenile Justice

House Detention Project. This project, in its second funding year, provides an alternative to institutionalization for delinquent youth from Baltimore City. Youths are assigned to their own or surrogate homes during the period between their initial appearance in juvenile court and the dispositional decision of the court. During this time, they receive intensive supervision (multiple visits daily) from case workers and are maintained in some type of activity such as school, work, or a recreation program.

Data collected during the project's first year of operation show that 93 percent of all youths placed in the program were available for their dispositional hearings.

House detention is a new approach to treating youths who need close supervision outside the formal institutional setting, and is part of overall statewide objectives to provide community-based treatment for youths who do not need to be institutionalized for the protection of themselves or society. (Grant Number: 4116-JD-3; Grantee: Maryland Department of Juvenile Services; Award Amount: \$101,492)

Police

State Police Major Crime Unit. This unit is a State Police detachment of two detective lieutenants and eight troopers who operate as a mobile strike force concentrating on the offenses of hijacking, bank robbery, fencing, major larceny, and the location of dangerous fugitives. The focus of the unit is on well-organized groups of professional criminals. In its first six months of operation, the unit developed 10 cases involving hijacking, bank robbery, and larceny, and recovered more than \$1 million in stolen goods. (Grant Number: 74C-124.166; Grantee: Department of Public Safety; Award Amount: \$112,500)

Courts

District Court Prosecutor Program. This program provides support for 80 lawyers assigned as assistant district attorneys to prosecute felonies and serious misdemeanors in all of the 75 lower courts of the Commonwealth in lieu of the former police prosecution of such cases. The project has improved the effectiveness of prosecution and the adversary process of justice in the lower courts and has provided direct legal assistance and guidance to police

departments. (Grant Number: 7405; Grantee: The District Attorneys of Massachusetts; Award Amount: approximately \$1,000,000 total)

Corrections

Billerica House of Correction, Department of Human Services. The Department of Human Services (DHS) is the comprehensive rehabilitation program for the Billerica House of Correction, a relatively small (inmate population approximately 200 sentenced men, 50 pretrial detainees) correctional facility housing short-term misdemeanants (maximum sentence two and a half years) and pretrial detainees.

DHS provides counseling, legal services, vocational and academic training, classification, work, educational and therapeutic release, psychological and psychiatric services, preparole community services, and post-release community followup. It also provides legal and counseling services to detainees.

The project has consistently exceeded its anticipated accomplishments. An evaluation of the project conducted by independent evaluators under the aegis of the SPA studied the effect of DHS on recidivism (defined as a new conviction within 12 months after release). A preliminary report on all resi-

Michigan

Police

SPARMIS Implementation. Statewide installation of a unique new police management information system began in May 1974, when five communities were offered participation in the project. During the next five years 47 cities and 18 counties will be given an opportunity to use the SPARMIS (Standard Police Automated Resource Management Information System). Law enforcement agencies in these areas of Michigan have jurisdiction over 80 percent of the population and 90 percent of its serious crime.

The SPARMIS package consists of a series of self-contained systems, both manual and computerized, encompassing paperwork processing and management information.

Development of the system was provided through earlier SPA grants to the cities of Grand Rapids and Battle Creek. (Grant Number: 16683-1; Grantee: Criminal Justice Institute in Detroit; Award Amount: \$1,515,017)

dents released in 1972, the first year of program operation, indicates that the recidivism rate was 11 percent lower than expected and this difference is statistically significant. The evaluators attribute this reduction to an effect of the DHS on the Billerica House of Correction. (Grant Number: 74C-114.102; Grantee: Middlesex County Sheriff's Department; Award Amount: \$273,178)

Juvenile Justice

The Group School Education and Advocacy Program. The Group School is an alternative high school for low-income school dropouts. An educational component allows for the diversion of a limited number of young persons who have been involved in the juvenile justice system into the Group School. The advocacy component attempts to diminish the likelihood of other low-income youths becoming involved in the juvenile justice system. (Grant Number: 74C-048.1135; Grantee: County of Middlesex; Award Amount: \$66,000)

Courts

Court Administration. Four regional court administrators were hired with this grant designed to assist judges and local court administrators and to improve communications among all courts and the State Supreme Court. The administrators work with local judges and administrators in recommending policies, programs, and procedures to the supreme court and its administrators. They also play a major role in evaluating the supreme court, the chief justice, and the court administrator regarding the management of State courts. A five-year blueprint is to be developed to improve the administration of justice. Model court administrative operations also are to be developed in two pilot programs. (Grant Number: 16634-1; Grantee: Supreme Court of Michigan; Award Amount: \$707,946)

Corrections

Community/Jail Training. Inmates of the Kalamazoo County Law Enforcement Facility are learning important physical and intellectual skills in a treatment program that concentrates on personal and social development. The program generally involves about 90 percent of all eligible inmates. Besides preparing the inmate for return to the community, the program helps those going to a State

penal institution. It also provides followup services and helps inmates find jobs and obtain vocational training and outside referral services. Statistics from the first year show a low recidivism rate—15 percent as compared with approximately 35 percent for most jails in the Nation. (Grant Number: 17796-1; Grantee: Kalamazoo County; Award Amount: \$54,034)

Juvenile Justice

Juvenile Service Training Council. This project is helping meet the training needs of juvenile service workers. The nine-member State council, created with SPA grants in 1973, works with its staff to identify gaps in youth services training, eliminate duplication of training, coordinate training and provide communications, provide financial and technical support for youth service training projects, and upgrade training programs. During fiscal year 1974 the council awarded training grants in excess of \$233,000; about 2,900 youth workers were involved in training projects during the year. (Grant Number: 11917-1, 11917-2, 11917-3; Grantee: Michigan Department of Social Services; Award Amount: Total amount of three grants \$932,800)

Police

Minnesota Crime Watch. This project is designed to reduce specific crimes by informing and educating citizens about steps they can take to avoid becoming crime victims. The statewide program provides crime prevention training and technical support for local law enforcement agencies. The project initially concentrated on preventing residential burglary, emphasizing enrollment in Operation Identification. It now also concentrates on preventing commercial burglary and violent street crime. More than 200 police and sheriff's departments, serving more than 90 percent of the State's population, participate in the program. (Grant Number: 2308009474; Grantee: Governor's Commission on Crime Prevention and Control; Award Amount: \$237,598 (1974))

Courts

Office of Continuing Education for State Court Personnel. The Office of Continuing Education for State Court Personnel is developing and coordinating programs designed to provide Minnesota's criminal justice system professionals with comprehensive cross-system training and information. The office

Police

Support of a Statewide Information-Sharing Criminal Justice Information System. This program will provide 98 computer terminals for police departments and sheriff's offices in the State. The terminals will tie in with the Central Data Processing Authority and the Highway Patrol in Jackson and will then tie in with the FBI's National Crime Information Center. This program is a first for the State and will link Mississippi's criminal justice agencies with computerized files containing such information as stolen property, wanted felons, and criminal histories. (Grant Number: 740052; Grantee: Department of Public Safety (DPS); Award Amount: \$565,800)

Courts

Support of Judicial Services. This project supports the Mississippi Judicial College located at the University of Mississippi Law Center. The purpose of the college is to enhance the quality of the Mississippi judicial system by: (1) providing intensive education and training for the personnel of the judicial branches of the Mississippi government, (2) providing continuing research leading to modern-

has initiated a wide variety of institutes and seminars for representatives from all segments of the criminal justice system, with emphasis on programs for judges, county attorneys, prosecutors, defenders, court administrators, and clerks. The office has also developed a publication that provides a forum and digest for criminal justice personnel in Minnesota. (Grant Number: 3311008174; Grantee: Minnesota Supreme Court; Award Amount: \$136,905 (1974))

Corrections

Minnesota Restitution Center. The Minnesota Restitution Center is a correctional residential treatment program that allows offenders to repay the victims of their crimes. Through this nationally publicized project, offenders sign a contract in which they agree to make cash restitution for the costs of their crimes. The offender receives early parole in a closely supervised program and makes installment payments to the victim from job earnings. (Grant Number: 4517005974; Grantee: Minnesota Department of Corrections; Award Amount: \$100,656 (1974))

Juvenile Justice

The Bridge for Runaway Youth. The Bridge for Runaway Youth provides emergency shel-

ter for young people who are running away from home. The goal of this project is to prevent juveniles from becoming involved in the criminal justice system. The Bridge staff works with the juvenile's family and attempts to help them understand why their child ran away. In addition to providing shelter and family counseling, the project makes referrals to appropriate social services. Since 1973, more than 500 young people have sought help at the Bridge and more than 400 family sessions have been held. (Grant Number: 1303710474; Grantee: Hennepin County; Award Amount: \$69,700 (1974))

ization of court procedures, and (3) publishing reference aids and instruction material for court management and operation. The Mississippi Judicial College is working to improve the delivery of judicial services to citizens by upgrading the State's courts system through training and education seminars, judicial publications, and research. (Grant Number: 740094; Grantee: The University of Mississippi Law Center; Award Amount: \$220,462)

Corrections

Development of Undergraduate Criminal Justice Degree Program. This program calls for the development of an undergraduate corrections program aimed at improving manpower resources in the corrections field. In addition to providing curriculums and courses that will prepare graduates specifically for the Mississippi correctional system, the program will provide appropriate counseling and placement services for students majoring in corrections. The eventual development of a bachelor's degree program will lay the foundation for the future development of a graduate corrections degree program. (Grant Number: 740110; Grantee: Mississippi State University; Award Amount: \$81,000)

Juvenile Justice

Support of Rehabilitation for Juvenile Offenders. The objectives of this comprehensive juvenile justice program are to reduce the rate of juvenile incarceration and the rate of juvenile recidivism through development of community diversion alternatives and community-based rehabilitation programs. Funding supports 50 probation and aftercare counselors who provide youth courts in their chancery district or county with presentence investigative reports, probation and aftercare supervision of youth, and social summary reports. Also included are eight juvenile halfway houses, a diagnostic unit, and inservice training for all Department of Youth service employees. Funds are also provided for diagnostic, evaluation, and rehabilitation programs at the two training schools as well as an individual academic program that allows students to progress at their own rate. (Grant Number: 740100; Grantee: Mississippi Department of Youth Services; Award Amount: \$737,705)

Police

Police Response Early Warning System (PREWARNS). PREWARNS is a computer-based model that combines the knowledge and skills of police science, social research, and city planning in a multidimensional approach to crime prevention. PREWARNS is an operational system designed to be used by any police department and the community it serves. The system anticipates the requirements for police service long before they appear on the police switchboards as calls for assistance or in the FBI *Uniform Crime Reports* as crime statistics. By discovering the community-related physical, social, and economic causes of crime, it has both the capability to predict and to control the phenomenon. Although the system is designed to be transferable, it is presently being implemented in the Police Department of University City, Mo. (Grant Number: AC-14; Grantee: University City Missouri Police Department; Award Amount: \$3,400)

Courts

Creation of Data Bank of Criminal Cases—MOBAR Research. Because of the time involved and the fallibility of using the conventional means

of researching complex legal problems, the judicial process may be delayed or judges forced to make judgments that may later prove to be erroneous. This project created an electronic data bank that contains the criminal case law of Missouri. The system enables legal questions to be accurately researched in a matter of seconds. It provides instant and reliable legal research that is helping the judicial process to proceed with greater speed and confidence. (Grant Number: 74-ACE2-ML02; Grantee: MOBAR Research, Inc.; Award Amount: \$145,000)

Corrections

Personnel Career Development Program. This project was initiated in January 1974 to provide preservice and inservice training for all employees of the Missouri Department of Corrections. The purpose of the program is to improve substantially the efficiency of personnel throughout the department and to reduce the high rate of employee turnover. A management-by-objectives approach is used to develop leadership and human relations skills for employees from the corrections officer level up to and including the top management level. Prior

to the development of the program, the Missouri Department of Corrections did not have the staff or financial resources to provide meaningful training for its employees. The program is an outgrowth of the recommendations of the National Advisory Commission on Criminal Justice Standards and Goals. (Grant Number: 74-ACA4-DC04; Grantee: Missouri Department of Corrections; Award Amount: \$162,000)

Juvenile Justice

Juvenile Delinquency Task Force. A coalition of key decisionmakers within the juvenile justice system, legislators, related service agency members, citizens, and youths formed a task force for the purpose of marshaling citizen support, effecting legislative reform, and developing and coordinating delinquency prevention and control programs. As a result of task force efforts, more than 125 people have been involved in preparing recommendations for juvenile justice system improvement, 14 regional citizens' committees for delinquency prevention have been formed, and 1,200 people attended a statewide conference on juvenile justice. (Grant Number: 74-AEC3-ML; Grantee: Missouri Juvenile Officer's Association; Award Amount: \$50,000)

Police

Police Officers Standards and Training. On February 25, 1973, a State law was enacted that placed the authority for establishing minimum standards with the SPA. The SPA is charged with creating and maintaining a development program for Montana peace officers by establishing minimum standards for employment, training, education, procedures, and equipment.

The project also involves design of the Montana Law Enforcement Academy curriculum and development of standards for recruiting, employment, and career counseling. Project staff certify courses, schools, and instructors, conduct surveys, and assist in policy and guideline development. (Grant Number: 62956; Grantee: Montana Board of Crime Control (SPA); Award Amount: \$50,000)

Courts

Five-State Judicial Conference. The 11th Judicial District sponsored a five-State judicial seminar attended by 75 judges from Montana, North Dakota, South Dakota, Wyoming, and Idaho. The seminar was conducted by the Arden House Discussion Method—partici-

Nebraska

pants were divided into groups that discussed topics such as courts standards and goals, criminal law impact decisions, civil proceedings, and new developments in civil law.

Participants focused on standards and goals and showed a genuine desire to study ways of improving the system. They indicated that the conference provided a good introduction to the proposed system. (Grant Number: 12945; Grantee: Flathead County, 11th Judicial District; Award Amount: \$9,760)

Corrections

Correctional Facility Support. The purpose of this project is to provide additional program-related support to the new State correctional facility. The orientation of the institution is changing from a custodial-industrial environment to an education, training, and treatment environment. The project provides some renovation of an existing facility and program-related equipment to support academic and vocational education. Programs that are begun at the prison as part of this grant will be continued throughout each phase of the total State correctional system leading toward more effective rehabilitation. (Grant Number: E74-63034; Grantee: Montana State Prison; Award Amount: \$190,000)

Juvenile Justice

Juvenile Justice Advisory Council. The 1974 State Legislature passed the Montana Youth Court Act. This legislation represents a total revision of the State's laws for handling youth. The SPA supported this effort by furnishing staff support and paying travel expenses for the Governor's Juvenile Justice Advisory Council.

The act should improve the court handling of juveniles by insuring their rights and creating a greater degree of statewide consistency in the processing of juveniles. The act defines the roles of the various elements of the juvenile justice system and should prevent role conflicts for juvenile justice personnel. (Grant Number: 2-6445; Grantee: Montana Board of Crime Control; Award Amount: \$7,942)

Police

Law Enforcement Film Library Program. Law enforcement training films are selected through the combined efforts of law enforcement training officers, subject area specialists, and the library film specialist. A special film catalog is distributed to law enforcement agencies and public libraries throughout Nebraska. Reservations for films are made through a TWX (teletype) network operating from 16 public libraries in Nebraska. An officer notifies his public librarian of the film he has selected and the preferred use data. The librarian calls the TWX library, which transmits the request to Lincoln City libraries. The request is confirmed by the same means. The film is sent to the librarian, who loans the film and takes care of film return details.

The original film core has grown to a collection of 25 law enforcement films with nearly 2,500 film circulations in the past year. (Grant Number: 74-53; Grantee: Lincoln City Libraries; Award Amount: \$18,900)

Courts

Prisoners' Legal Services Project. This project provides legal services to prisoners at the State prisons and provides

Nevada

Juvenile Justice

Youth Resources Project. This project matches preadjudicated youths with volunteers on a one-to-one basis. It is one of the few prevention projects funded by LEAA in Nebraska. The project operates on the premise that "the best method for developing human potential is through the development of good human relationships." During the first year of funding, the project was established in four communities and was expanded to four new communities in 1974. Continuation and expansion funding is anticipated. A project evaluation is currently in progress. (Grant Number: 73-84, 74-8; Grantee: Nebraska Department of Correctional Services; Award Amount: 1973—\$24,611, 1974—\$26,614)

senior law students with an opportunity for clinical experience in the practice of law. The students are assigned clients based on the nature of the requests received from prisoners. Students keep records for all work done and must complete 200 hours of work for each semester. (Grant Number: 74-9; Grantee: University of Nebraska School of Law; Award Amount: \$41,889)

Corrections

YWCA Center for Women Offenders. Because of unsuitable living conditions and lack of constructive activities for women offenders in the Douglas County Jail, the Omaha YWCA developed Miriam House. Miriam House is a residential alternative to confinement for women offenders in Omaha. The program provides counseling, training, employment, recreation, health, and family services. It serves 10 residents and provides followup services for an additional 10 women who have been released.

The program is designed primarily for women who have been sentenced to jail, but plans are being developed to offer services to women who can be diverted into the program without confinement. (Grant Number: 74-35; Grantee: Douglas County Corrections Office; Award Amount: \$57,810)

Police

Nevada Department of Law Enforcement Assistance, Criminal Law Manuals. The purpose of this and associated grants was to produce Criminal Law Manuals for use by all criminal justice personnel of Nevada. Nevada, unlike many States, does not produce for general distribution a bound book of the State's Penal Code, the State's Health and Safety Code, or the State's Traffic Code. This grant provided for the publication and distribution of 3,000 Criminal Law Manuals, which contain relevant material dealing with juveniles, narcotics, procedures in criminal cases, general provisions of criminal cases, crimes and punishment, plus original writing on search and seizure and on service of search warrants. (Grant Number: 72-A-160; Grantee: Nevada Department of Law Enforcement Assistance; Award Amount: \$12,518)

Courts

Development and Implementation of a Court Automated Information System in Clark County, Nevada. One of the most serious justice system problems in Clark County is the overloaded and delayed criminal calendar. With SPA funding,

the Clark County Clerk's Office is presently establishing an automated cross-reference and retrieval system as part of a thorough modernization of the court records system. The new system will give the courts instant access to docket information and will provide a new tool for drafting the trial calendar and for monitoring the progress of civil, juvenile, and criminal proceedings. The automated court information system will act as the nerve center for all locations that share in the work of criminal justice. It will provide to the judicial system, the police, the district attorney, the public defender, the correctional institutions, and the juvenile court a daily mechanized review of such items as criminal and civil docket status, pretrial detentions, work flow bottlenecks, workload trends, and juror usage rates. Actions that need to be taken or matters that need to be checked will be brought to the attention of the responsible department. (Grant Number: 72-A-139 and 74-A-010; Grantee: 8th Judicial District Court; Award Amount: \$20,000 (1972) and \$65,000 (1974))

Corrections

Intensive Supervision Unit. For two years in a row, Nevada has identified narcotics and narcotic-related crimes to be the number one problem statewide. Many of these crimes were being committed by individuals on parole or probation, creating an increased workload for the Parole and Probation Department. The Parole and Probation Department established an Intensive Supervision Unit to deal exclusively with convicted addicts, dealers, and sophisticated criminals on parole and probation in the Las Vegas area. Working closely with law enforcement and social service agencies, the unit can more readily identify persons on parole or probation who are, or are in danger of, returning to antisocial behavior. This unit can intensify its supervision and rehabilitation techniques to decrease the likelihood of those individuals returning to drug use. (Grant Number: 74-A-039A and B; Grantee: Adult Parole and Probation Department; Award Amount: \$33,335)

Juvenile Justice

Role of Juvenile Probation Officer/Probation and Parole Officer Training. Training sessions held at the National College of Juvenile Court Judges in Reno were designed to foster greater cooperation, communication, and sharing of personnel and resources in the probation and parole field. The sessions explored the rehabilitative role of probation officers and appropriate techniques for dealing with the kind of behavior that leads offenders to further unlawful activity. In addition, the training sessions explored ways to expand the use of probation and parole as an effective crime prevention technique. The 120 participants who attended the training sessions represented from 60 to 65 percent of Nevada's probation and parole field staff. (Grant Number: 73-A-004; Grantee: National College of Juvenile Court Judges/Clark County Juvenile Court Services; Award Amount: \$1,842—College and \$700—Services)

New Hampshire

Police

Inservice Training. New Hampshire is determined to upgrade the caliber and education of its police officers at all jurisdictional levels—State, county, and local. To that end, it has established the Police Standards and Training Council and it has required that all police officers receive a minimum of six weeks' instruction from that body. Courses are given regionally through facilities of five State vocational-technical schools located around the State. Instruction is given by law enforcement experts, including legal scholars and agents of the FBI. More than 4,500 police officers received training in the past year, representing 172 of New Hampshire's 204 police departments. The minimum requirement of a high school diploma has been set for all new officers, with the projected target of a college degree for all new recruits by 1980. (Grant Number: 74A953; Grantee: New Hampshire Police Standards and Training Council; Award Amount: \$55,655)

Courts

Review and Accreditation of Court Facilities. Untidy, barren, and rundown courtrooms and courthouses are suggestive of stabby justice and affront the sense of dignity in any com-

munity. On this premise, the New Hampshire Legislature established in 1972 a Court Accreditation Commission that found 35 percent of the State's courts to be substandard. This year, with a grant of \$33,110 from the SPA, the commission will engage an inspector-evaluator and an administrative aide to conduct a point-by-point study of what needs to be done to upgrade all of the State's courts to an acceptable level. The commission is hopeful that its initiative may lead to a nationwide court accreditation system. (Grant Number: 73A114 E-0-1; Grantee: New Hampshire Court Accreditation Commission; Award Amount: \$33,110)

Corrections

Correctional Planning and Operations Task Force. Comprehensive planning is being conducted to reform the New Hampshire correctional system. This project is working to investigate areas of need, establish priorities, and study means of solving administrative and correctional problems at the State Prison and County Houses of Corrections. Upon completion, findings and recommendations will be presented to the Prison Board of Trustees, the Governor, and the General Court. The project includes the development of programs for convicted offenders and re-

search into the need for a single maximum security prison and into means of reducing the number of prisoners at New Hampshire's correctional institutions. The task force consists of a director, an attorney, an assistant to the director, and a volunteer commission consisting of individuals with correctional and legislative backgrounds and interests. (Grant Number: 74E310 H05; Grantee: New Hampshire Office of Comprehensive Planning; Award Amount: \$27,031)

Juvenile Justice

Concord, N.H., Area Youth Day Treatment Program. For many reasons, some delinquent and pre-delinquent youths cannot be helped by traditional psycho-therapeutic treatment methods. In the Concord, N.H., area, a Day Treatment Program has been established using the "case manager" concept. Each youth and family is assigned a specific therapist who develops an individual treatment plan and insures that the plan is carried out. Referrals come from outreach youth workers and other more customary sources, such as clergy, school officials, physicians, and police. (Grant Number: 74A292; Grantee: City of Concord; Award Amount: \$48,416)

New Jersey

Police

SCIS (State Crime Information System). This computerized data processing system has been funded over the past four years with \$1,780,000. SCIS helps the New Jersey State Police and local police departments obtain pertinent information as well as criminal records within seconds. The system enables immediate response to police inquiries, thereby providing officers with the information they need to make the proper decision in each case. According to the latest available data, about one out of every 40 inquiries made through the system produces information leading to an arrest or recovery of stolen property. Responses usually are received within three to seven seconds after inquiry.

As of September 6, 1974, the SCIS network was operating seven regional, one Federal, three State Police New Jersey Turnpike, and three county sheriff's department terminals. In addition, approximately 32 New Jersey municipalities are presently operating their own terminals. (Grant Number: A-148-73; Grantee: New Jersey State Police; Award Amount: \$760,000)

Courts

Superior Court Appellate Staff Project. From 1965 to 1972 the number of appeals filed in the appellate division of the New Jersey superior court increased by approximately 300 cases each year. In order to stem the increase and alleviate some of the backlog, LEAA and the New Jersey SPA jointly funded the Appellate Staff Project.

The project initially involved hiring a central staff of experienced attorneys to screen all cases docketed in the appellate division. These attorneys do the legal research for each case, relieving judges of this time-consuming task and providing them with clear legal cases for their review prior to the hearing. During its first year of operation, the appellate staff completed 394 cases for review; it is anticipated that more than 600 cases per year had been processed by the end of fiscal year 1974.

By increasing its output through this project, the court has managed to prevent any substantial growth in the backlog of ready appeals. (Grant Number: A-74-74; Grantee: Administrative Office of the Courts; Award Amount: \$242,411)

Corrections

State Correctional Officers' Training School. For the past three years, the New Jersey Department of Institutions and Agencies, Division of Correction and Parole has been conducting a training program for corrections officers through \$670,000 in awards from the New Jersey SPA. More than 1,700 correctional officers from both juvenile and adult institutions in the State have attended a series of basic, advanced, and specialized training courses involving hundreds of hours of intensive instruction in correctional techniques ranging from self-defense to encounter sessions with inmates.

The instruction staff includes college professors, veteran corrections officers, State police officers, and professional personnel from the Division of Correction and Parole. (Grant Number: E-9-73; Grantee: Department of Institutions and Agencies; Award Amount: \$350,000)

Juvenile Justice

Irvington Youth Resources Center. Currently in its second year of funding, the center provides Irvington youths with direct counseling services, vocational counseling, job referral and placement, tutoring, and cultural, educational, and recreational inhouse activities.

Specialized treatment and individual attention, as well as good community support, make this program one of the best youth programs in the State. Project staff members work with the client and his family through the entire process of contact with the criminal justice system, including accompanying the youth on court appearances and securing referral services. The center assumes the role of advocate or agency broker for the youth, enabling either the youngster or his family to take advantage of existing community services. Business and civic organizations such as the Chamber of Commerce and the Y are involved in the center's activities. A successful volunteer corps provides tutoring, companionship, and recreational and educational backup services for the program. (Grant Number: A-154-73; Grantee: City of Irvington; Award Amount: \$66,327)

New Mexico

Police

New Mexico Law Enforcement Academy. The academy was formally opened on November 17, 1970. It provides basic, inservice, and specialized training to local law enforcement agencies. The fundamental objective is to provide all candidates for permanent positions as police officers with the required 120 hours of basic training. Presently, basic training has exceeded the minimum requirement and reached the 200-hour level with a target of 288 hours to be reached in the next three years. Most police and sheriff's departments in New Mexico are too small to conduct their own training programs and the academy is the main source of police training in the State. (Grant Number: 74-D-1a-2-S and 74-D-1b-2-S; Grantee: New Mexico Law Enforcement Academy; Award Amounts: \$24,150 (1a) and \$27,700 (1b))

Courts

Citizens' Conference on the New Mexico Courts. Many citizens from throughout the State convened for an intensive three-day discussion on the courts. Particular emphasis was placed on magistrate and municipal courts, where the great majority of criminal cases are heard. The conference produced numerous recommendations in the

areas of jurisdiction, management, finance, and possible consolidation of all lower courts. Recommendations were also made regarding judicial qualification, selection, and retirement. A permanent committee composed of conferees will work actively to encourage the courts, the legislature, and the public to implement the recommendations made. (Grant Number: 74-E-2-4-S; Grantee: New Mexico Judicial Council; Award Amount: \$12,500)

Corrections

Statewide First Offenders Program. This program, a cooperative effort between a State agency and 19 local communities, has resulted in a youth court diversion system that provides a sentencing alternative for juvenile probation offices to select in dealing with adjudicated first offenders.

The program model works from the assumption that low self-esteem, serious school problems, unstable family situations, and economic problems are all factors contributing to the commitment of an offense. The program concentrates on helping juveniles and their parents understand the value of open communication. Plans are being made to expand the

program into four additional communities and to formulate consistent criteria of eligibility, availability of services, and recordkeeping. (Grant Number: 74-F-7-1-S; Grantee: New Mexico Department of Hospitals and Institutions; Award Amount: \$200,000)

Juvenile Justice

State Youth Services System. Among the project's goals are to: (1) help achieve coordination among agencies providing youth services; (2) improve existing programs for children and youth; (3) promote new programs; (4) act as a youth advocate; (5) develop a central program information and referral center for youth services statewide; and (6) provide the 32nd legislature with a report on juvenile delinquency problems and suggested solutions.

An initial Children and Youth Services State Plan has been completed that identifies present service resources for youth throughout the State, determines priorities of basic service needs, and proposes levels of service and funding. A directory of children and youth agencies within the State has also been published. (Grant Number: 74-C-1-1-S; Grantee: Committee on Children and Youth; Award Amount: \$50,000)

Police

Yonkers Police Department Civilianization Program. This project, which is presently being implemented in the Yonkers Police Department, will recruit and train civilians to fill approximately 24 positions presently filled by police officers. The project is intended to: (1) release sworn personnel for patrol and investigative duties; (2) create a community patrol unit that will offer increased services as well as more effective crime protection to residents of a designated high-crime area; and (3) initiate change in the administration of the Police Department through the development of an information system. The majority of positions to be filled by civilians are clerical and administrative and involve typing, filing, record preparation, and the answering of inquiries. The community patrol unit will be established in a storefront in the southwest section of Yonkers. (Grant Number: DCJS Proposal No. 1476A; Grantee: Yonkers Police Department; Award Amount: \$404,656)

Courts

Metropolitan Dispute Settlement II. The city of Rochester, through the National Center for Dispute Settlement, received funds to continue and expand its program for the out-of-court resolution of interpersonal and

social issues. Through the "Arbitration as an Alternative" (4-A) component of the project, selected minor criminal complaints are diverted from the court to binding arbitration proceedings. Community conflicts involving advocate groups, social institutions, and government agencies are resolved through the mediation and factfinding proceedings administered by the "Community Dispute Settlement" component of the project. In addition, training programs in the techniques of nonviolent dispute resolution are provided to community groups, upon request, in an effort to prevent future community conflicts.

A 4-A referral mechanism provides for arbitration both before an arrest has taken place (through the staff of the Complaint Clerk's Office of the Rochester City Court) and after arrest (through the district attorney's office). The arbitrator's decision is final and binding. If after consenting to arbitration the defendant does not perform according to the terms of the proceeding, the matter may be restored to the court calendar without prejudice. (Grant Number: DCJS Proposal No. 1226A; Grantee: City of Rochester, in cooperation with the National Center for Dispute Settlement; Award Amount: \$142,782)

Corrections

Albion Correction Facility II. This is a minimum security, community preparation facility for 300 males who anticipate release in the Rochester-Buffalo-Syracuse area. During the initial year of program effort, educational and vocational training components were developed. School and work release programs were implemented to coordinate Albion's training programs with educational and vocational opportunities available in the surrounding community areas.

Albion has an extensive education and work-release program, programmed instruction, automated instruction for survival skills, and work programs. A full range of diagnostic services is offered. The Albion work-release program has more than 100 inmates engaged in outside employment. An extensive furlough program has been instituted, and the escape rate has been less than 2 percent. Once an inmate is released from Albion, support from the institution's outreach staffs in Buffalo, Syracuse, and Rochester is available. (Grant Number: DCJS Proposal No. 722B; Grantee: NYS Department of Correctional Services; Award Amount: \$95,636)

Juvenile Justice

Juvenile Rights Diversion Unit II. This unit is responsible for placing alleged juvenile delinquents in community-based rehabilitative programs. After testing in Bronx and Kings Counties, the program is now operating on a citywide basis.

The unit uses social work techniques to prepare an individually tailored diversion and rehabilitative plan for each child. Referral of a case to the unit for investigation is made as early as possible. As information is gathered, a recommendation is prepared for the attorney handling the case regarding the availability and appropriateness of particular community-based programs. The unit functions in cooperation with the New York City Probation Department. (Grant Number: DCJS Proposal No. 1199A; Grantee: Legal Aid Society (New York City); Award Amount: \$450,447)

Police

North Carolina Criminal Justice Training and Standards Council. Funding from LEAA enabled the North Carolina Criminal Justice Training and Standards Council to institute a comprehensive program establishing uniform standards in the criminal justice system. The council is charged with determining the specific needs of the State and designing effective measures for addressing those needs. Before the council's creation, there had been no statewide mechanism for regulating the employment, training, remuneration, and retention of law enforcement personnel. Through the council's efforts, substantial progress has already been made toward improving the overall caliber and treatment of employees in all phases of the criminal justice system. (Grant Number: 36-014-374-12; Grantee: North Carolina Department of Justice; Award Amount: \$255,000)

Courts

Criminal Code Revision. The goal of this project is to collect, organize, and revise North Carolina criminal law. This revision is necessary to make the criminal law susceptible to citation by lawyers and judges and readily understandable by per-

sons with no legal training or experience.

Many North Carolina laws have now either outlived their usefulness or are duplicative or overlapping in purpose. This causes much time-consuming research by attorneys and judges and endless frustration for laymen trying to understand their rights under the law. (Grant Number: 36-001-573-12; Grantee: North Carolina Department of Justice; Award Amount: \$61,269)

Corrections

Probation Model Team and Community Involvement. The project uses the model team concept, in which a unit consisting of several probation officers is established for the purpose of pooling probationers and sharing a responsibility for them. The team determines the program set out for the probationer and considers his input. Members of the team work jointly to decide which officer should have primary responsibility for the probationer, based on the officer's specific abilities in relating to certain types of problems.

This system enables more effective operation in several ways, among which are: (1) it opens the system for the probationer's involvement in decisionmaking; and (2) it gives the

probationer more opportunity to articulate his needs and to ask for help when he needs it. (Grant Number: 32-006-272-12; Grantee: North Carolina Department of Correction; Award Amount: \$110,000)

Juvenile Justice

Juvenile Probation and Aftercare. The 1973 session of the General Assembly of North Carolina provided the Administrative Office of the Courts the authority, on an interim basis, to extend the juvenile services already maintained by the office in 15 judicial districts to the remaining 15 districts through the use of LEAA funds, thus creating North Carolina's first uniform statewide probation and aftercare service. The purpose of the project was to plan, develop, and implement court counselor systems in the remaining 15 districts.

In each district, the chief court counselor has administrative and supervisory responsibility; other counselors work directly with juvenile offenders placed on probation.

If a child is committed to a State treatment school, court counselors arrange the child's entrance. If he is placed on probation, the counselors seek the assistance of parents, guardians, or teachers to enable the child to meet probationary conditions established by the judge.

Because this project succeeded in demonstrating the effectiveness of a statewide system, the 1974 General Assembly passed legislation mandating the program permanently. As of July 1, 1974, the State-supported system of court counseling and aftercare services was instituted. (Grant Number: 30-026-173-40; Grantee: Administrative Office of the Courts; Award Amount: \$737,993)

North Dakota

Police

Mercer County Contract Policing. Mercer County is in the middle of an area of North Dakota that is ripe for energy exploitation. The area's population is expected to increase considerably. In order to meet the rising law enforcement problems that will accompany the increase in population, five small cities in the county have contracted with the sheriff's office for police services. Two of the cities had little or no previous police services. This program provides police services to an entire county. (Grant Number: 4-7 and 3-45; Grantee: Mercer County Sheriff's Department; Award Amount: \$41,099)

Courts

Regional Public Defender Project. This project, now in the fourth year of funding, began in April 1971, as a pilot project to provide legal counsel for indigent defendants in a 10-county region. This program is less expensive than one in which courts appoint counsel from a roster, but more important, the program makes available full-time defense attorneys who are better able to keep abreast of criminal law dispositions than

are most randomly appointed counsel. By fostering proper handling of cases in the lower courts, the program has cut down on appeals to higher courts. (Grant Number: 4-14; Grantee: Burleigh County; Award Amount: \$18,947)

Corrections

Driving While Intoxicated Counter Attack Program. This project was implemented by the Memorial Mental Health and Retardation Center of Mandan, and has been funded through the SPA since March 1, 1974. It involves motorists who have been convicted of alcohol-related traffic violations. Driving while intoxicated is considered a criminal offense in North Dakota. The project purposes are to: (1) give the courts an educational and treatment resource; (2) reduce the number of repeated driving while intoxicated offenses that are a direct result of drinking and driving; and (3) identify the alcoholic and provide appropriate referral and counseling services. The offender is sent through one or more parts of a three-phase program of education and counseling designed to meet individual needs. (Grant Number: 3-69; Grantee: City of Mandan; Award Amount: \$48,852)

Juvenile Justice

Bismarck Police/Youth Relations Project. This project is being implemented by the Bismarck Police Department with consultant services provided by the Awareness House. Law enforcement officers and other juvenile justice system personnel and youth work together in a structured setting to improve police/youth relations. The program includes a seven-day education unit conducted by the Police Department and Juvenile Court in the local schools and a ride-along program for all eighth graders in the city. Social seminars and communication workshops are being planned for police and youth who frequent the Awareness House. Additional activities include crime specific workshops, interagency relations, and recreational activities involving both police and youth. (Grant Number: 4-11; Grantee: City of Bismarck; Award Amount: \$24,408)

Police

Miami Valley Regional Crime Laboratory. This laboratory, serving the city of Dayton, plus Montgomery, Darke, Green, Miami, and Preble Counties, received funds to continue its operation of examining and analyzing physical evidence. The laboratory also provides expert witness services in court and trains and supervises mobile crime laboratory personnel in the five-county area. The professional staff of 12 has examined evidence from 6,040 cases submitted by 150 trained evidence technicians. Evidence has been examined from 1,888 burglary cases, 1,138 narcotic and dangerous drug cases, and 188 cases of sudden, unexpected death. Laboratory personnel have testified in court 127 times. (Grant Number: 4745-09-A6-74; Grantee: Miami Valley Regional Planning Commission; Award Amount: \$89,300)

Courts

Video Appellate Project. The SPA has awarded more than \$168,000 during the past several years to help defray the expense of recording all felony trials and proceedings on videotape and audio cassettes and providing a typewritten copy of the record to the appellate court, the prosecuting attorney, and defense counsel whenever

an appeal is processed. The video record has insured complete accuracy in trial records—nuances often lost in a written transcript alone are captured by the videotape.

Before this project was initiated, approximately 270 days elapsed between the end of trial and the day the appellate court would render a decision. This time has now been reduced to 115 days, progress that can be partially attributed to this project. A record is provided immediately after the trial and a written transcript is provided within 20 days. (Grant Number: 4710-08-E2-74; Grantee: Franklin County Court of Common Pleas; Award Amount: \$50,832)

Corrections

Community Reintegration Centers. This program is designed as an alternative to incarceration for the technical parole violator. Three centers have been established in the major metropolitan areas of Cleveland, Columbus, and Cincinnati. Each center is structured to handle 25 residents for a period of eight to 12 weeks. Clients include those parolees who, for one reason or another, have found it difficult to adjust in society after their release from the institution. Services

provided by the centers include alcoholic treatment program, family counseling, employment counseling, and an array of other community services designed to alleviate the parolees' difficulties. As of June 30, 1974, 336 residents had gone through the program, 309 of whom completed the reintegration process. Only 27 individuals had to be returned to correctional institutions. (Grant Number: 3959E-00-F6-73; Grantee: Department of Rehabilitation and Correction; Award Amount: \$455,550)

Juvenile Justice

Phoenix Program. Recognizing the need for continued community-based treatment programs for delinquent youth the Phoenix Project is designed to: (1) reduce delinquency and recidivism by modifying behavior of selected adjudicated delinquent youth; (2) demonstrate the effectiveness of collaborative efforts among existing community agencies; and (3) reduce institutional commitments of the juvenile court by 25 percent.

Housed in the YMCA, the program uses an effective half-day academic and half-day work program. Phoenix works in cooperation with the Akron Board of Education's Occupational Work Adjustment Program and

Police

Statewide Law Enforcement Voice Communications. During the past several years it became apparent that the purchase of new communications equipment did not provide the ultimate answer to the communication problems law enforcement agencies were facing. With encouragement from LEAA, Oklahoma is developing a statewide frequency management plan for county and municipal law enforcement agencies. Meetings have been held utilizing input from State, regional, and local law enforcement and community people. The plan will be completed in fiscal year 1975. (Grant Number 75-b-04/00-001; Grantee: State Board of Public Affairs; Award Amount: \$125,000)

Courts

Appellate Time Factor Improvement. In 1971 the Oklahoma Court of Criminal Appeals and the Office of the Attorney General had a critical backlog of criminal appeals—approximately 546 cases. Appeals increased from about 500 cases in 1971 to more than 800 in 1974. The court and the attorney general work closely together and as a result of this grant have been able to eliminate the appeals backlog. LEAA funds

enable the court to employ five additional staff members and the attorney general to employ six additional staff members and rent equipment. Since this project began, Oklahoma has had no serious criminal appeal problems. (Grant Number: 74-g-07/001 and 74-g-07/002; Grantee: Oklahoma Court of Criminal Appeals and Office of the Attorney General; Award Amount: \$200,000)

Corrections

On the Bricks, Inc. This project, now in its third year, provides a community-based postrelease central referral point for all ex-offenders seeking assistance in the Tulsa area. Services provided include vocational placement, counseling, and referral. The project helps ex-offenders return to society.

To insure that the public and ex-offenders are aware of its services, the project established a 24-hour answering service and, in conjunction with the University of Tulsa, developed an informative film for the public. More than 1,100 ex-offenders have been assisted by the project. (Grant Number: 74-i-06/06-003; Grantee: Ronald T. McDaniel (President, On the Bricks, Inc., Board of Directors); Award Amount: \$45,021)

Oregon

Juvenile Justice

Oklahoma County Youth Services. This project seeks to prevent delinquency by diverting from judicial processing youths who have not committed criminal acts or whose criminal acts appear isolated and minimal. Children and families in distress are also served by the agency, which provides short-term crisis counseling, problem assessment, referral to appropriate community resources, and support services. Trained volunteers assist in counseling and other services. Followup contact is made on each referral to determine if the child and family received the help needed, or if further assistance is needed. The agency works to overcome inadequacies in community services for troubled youths. Although children and families are referred to Oklahoma County Youth Services by the police, courts, schools, parents, and themselves, the project is operated by a private organization whose services are offered on a voluntary basis. (Grant Number: 74-d-02/08-002; Grantee: Youth Services for Oklahoma County, Inc.; Award Amount: \$17,600)

Police

Washington County Burglary Prevention. Encompassing both prevention and detection/apprehension efforts, the project has two team members who specialize in comprehensive burglary prevention methods—e.g., property marking, block meetings, media campaigns—for the entire county including municipalities. Detection/apprehension is addressed by a team drawn from every major municipal police department in the county, the sheriff's office, and the Oregon State Police. This is the first such all-inclusive team effort in Oregon. The team is assigned to all burglaries in the county. Techniques used range from sophisticated portable alarms to aircraft surveillance. (Grant Number: 74A 2.3; Grantee: Columbia Region Association of Governments; Award Amount: \$86,440)

Courts

Governor's Commission on Judicial Reform. The Governor's commission is composed of 23 members—judges, legislators, law professors, lawyers, and lay citizens—charged with proposing improvements in the State's judicial system. A staff of two attorneys conducted a study of Oregon's judicial system and

prepared specific recommendations for legislative and administrative improvements for the commission to present to the 1975 Legislature. Areas covered include provision of counsel for indigent persons, the prosecution function, court unification, utilization of magistrates, selection and tenure of judges, and retirement of judges. (Grant Number: 74A 121.1; Grantee: Governor's Office; Award Amount: \$81,500)

Corrections

Washington County Misdemeanor Corrections. With a staff of eight professionals and 30 trained volunteers, the project serves Washington County municipal, district, and circuit courts, providing a wide variety of services for 455 misdemeanor offenders annually. These services include presentence investigations and reports, supervised work alternative program, diversion programs, and probation services for 300 probationers. The program also provides supervision and counseling for 15 work-release clients. Additional services are provided weekly by a specialist in alcoholism. (Grant Number: 74-2.13; Grantee: Columbia Region Association of Governments; Award Amount: \$71,440)

Pennsylvania

Juvenile Justice

Northeast Oregon Youth Center. Construction of a regional youth center at Pendleton, Oreg., began on February 4, 1974 and is scheduled for completion in mid-December 1974. Total cost will be \$778,000—\$492,473 in local funds and \$285,527 in Federal grant installments, the current one being final. Three years in the planning, the facility has been named as an exemplary project by the National Clearinghouse for Criminal Justice Planning and Architecture. The facility will provide temporary residential care for 20 preadjudicated boys and girls under 18 years old. It is of triangular design with a central living-activity lounge around a free-standing, sunken fire pit. The facility has individual rooms, classrooms, food preparation and serving areas, counseling rooms, and office space. All rooms face to the center area, in open vista. (Grant Number: 74E 12.1; Grantee: East Central Oregon Association of Counties; Award Amount: \$500,000)

Police

Multi-County Police Communications System. This project currently provides a six-county communications system; however, upon final implementation it will enable compatible radio communications for most police departments in the eight counties of the southwestern region of Pennsylvania. The system will be divided by county and each county will be divided into zones. Equipment purchases will involve base stations, mobile units, and portable units. Radio dispatchers also will be hired with project funds. (Grant Number: SW-159-71A, SW-160-71A, SW-161-71A, SW-162-71A, SW-163-71A, SW-164-72A; Grantee: Armstrong, Beaver, Butler, Fayette, Greene, Indiana, Washington, and Westmoreland Counties; Award Amount: \$592,103)

Courts

Accelerated Rehabilitative Disposition (ARD). The ARD program in Allegheny County is attempting to reduce court backlogs and clear the courts for the speedy disposition of more serious crimes. The program is open only to persons who are accused of nonviolent crimes and who are first offenders. The assistant district attorney conducts the court hearings. The defendant is given the option to accept or reject

the ARD program and is almost always represented by defense counsel. The assistant district attorney makes a recommendation to the judge regarding conditions and length of probation. The defendant is afforded the opportunity to challenge the district attorney's recommendations and negotiate for a settlement that he feels can be carried out without difficulty.

The performance of persons selected for ARD is checked at six-month intervals to verify that the conditions of the program are being met. If the individual does not violate any conditions of the program, the charges initially brought are expunged. The ARD program has relieved the criminal court of approximately 12 percent of its caseload. Similar ARD programs operate in Philadelphia, Erie, and Dauphin Counties, and others are being developed for most larger counties of Pennsylvania. (Grant Number: AG-124-72A; Grantee: Allegheny County District Attorney; Award Amount: \$88,228)

Corrections

Work and Educational Release Program. This program, now in its second year of operation, has proved to be a successful venture in Luzerne

Puerto Rico

County. In its first year, 44 men participated. The saving to the county was \$17,080 in room and board, fines, and probation costs, and the participants also made restitution and supported their families, thereby keeping them off welfare rolls. In the coming year, it is expected that 60 residents will participate and will draw on jobs available through an index of 86 employers. Educational benefits are received through attendance at GED courses, vocational schools, and local colleges. Counseling services and a home furlough program make the program one of the most successful in northeastern Pennsylvania. (Grant Number: NE-74-C-F5-3-362; Grantee: County of Luzerne; Award Amount: \$44,589)

Juvenile Justice

Counseling and Referral Services. This project provides a nonjudicial alternative to court action for children who are first offenders, minor offenders, or who have not yet committed any offense but are experiencing behavioral difficulties. The project receives referrals from the police, the juvenile detention facility, the court, school officials, hospitals, other agencies, parents, relatives, other adults, and sometimes self-referrals by the child. The project offers counseling or referral to the proper agency for help.

Fully operative with a staff of 31 since May 1971, the project operates 16 hours per day, six days per week and serves more than 5,000 clients including all truancy petitions that come to the juvenile court. The project is beneficial to the child, his family, and the court because it provides an alternative to formal court processing. (Grant Number: PH-74-C-c4-5-219; Grantee: Family Court/Court of Common Pleas; Award Amount: \$273,511)

Police

Center for Psychological Services. The center was established in 1971 for the purpose of upgrading police personnel by using psychological testing to measure suitability for police work. The center staff also counsels members of the police force as needed. A job analysis system presently nearing completion will provide the basis for a new performance evaluation scale. In the past year, the center evaluated 3,920 persons, 3,717 of whom were candidates for employment with the police force. In 1974, the center's authorized staff included 10 psychologists, seven social workers, one sociologist, one assistant psychologist, one administrative technician, and clerical personnel. (Grant Number: 73-A-372-13 (3); Grantee: Puerto Rico Police Department; Award Amount: \$207,000)

Courts

Office of Criminal Justice. A Office of Criminal Justice was established in the Department of Justice in 1970 under SP sponsorship. This office was created (1) to provide the Commonwealth of Puerto Rico with a mechanism to conduct a systematic review of the exist-

ing Penal Code of 1902, a proposed Code, and other Commonwealth laws and regulations containing criminal sanctions; (2) to advise the legislature and criminal justice agencies concerning legislation; and (3) to develop a legal research capability within the executive branch.

During 1974, the office drafted most of the provisions and prepared the final bill of a new Penal Code that was approved by the legislature on July 22, 1974, and became effective on January 22, 1975. The office also assisted the Judicial Reform Council in researching and drafting a new police reorganization law, a law to consolidate all adult correctional programs under a new Correction Administration, and various amendments to other judicial and criminal substantive and procedural laws. (Grant Number: 74-A-372-24 (5); Grantee: Department of Justice; Award Amount: \$152,348)

Corrections

Intensive Treatment for Parolees. This project was established in 1970 to provide specialized intensive treatment for parolees who demonstrate severe social or behavioral disorders. Services offered at the project center include case

evaluation, formulation of treatment plans, and treatment for parolees. The treatment is provided by social workers, psychologists, and psychiatrists.

During 1974, a new treatment method was introduced. Two overnight family camps were held for 27 parolees. Also participating were social workers, parole officers, and members of parolees' families. Camp activities included structured recreation and counseling. The camps provided an opportunity to strengthen the family ties of parolees and to apply the technique known as reality therapy. (Grant Number: 73-E-372-1 (3); Grantee: Parole Board-Correction Administration; Award Amount: \$108,600)

Juvenile Justice

Youth Legal Services Center. The Youth Legal Services Center was established in June 1974, in coordination with the Puerto Rico Planning Board and a nonprofit legal organization called Legal Services, Inc. The project is located in the Bayamón-Cataño area, which has a high incidence of delinquency and school desertion and extreme poverty.

The center provides legal services and counseling to juveniles at all stages of juvenile court proceedings from point

of intake to final disposition. Legal counseling and advice are being provided to approximately 35 minors from various judicial district jurisdictions.

In addition to providing legal services, the project is attempting to divert youths from the juvenile justice system. The project staff works closely with court personnel and the juvenile clientele in an attempt to avoid formal adjudication when appropriate alternatives are available. Toward this end, the project establishes contacts with public and private social agencies as potential referral sources.

Project staff also visits public schools and other community outlets offering orientation, conferences, and consultation on various legal issues and civil rights. (Grant Number: 74-A-472-8 (1); Grantee: Puerto Rico Planning Board; Award Amount: \$94,400)

Rhode Island

Police

Rhode Island State Police Communications System Phase I. The Rhode Island Criminal Justice Information System is now in the active planning stages. Its purpose is to provide a central State information and communications system into which local departments can link, so that police statewide can improve their communications functions and their level of operation. The State of Rhode Island Microwave Communications System will provide the carrier for regionalized police communication centers.

A large, dedicated, comprehensive data processing system will be installed to implement the Criminal Justice Information System. This centralized facility will serve all organizations of the criminal justice community, State and local police, attorney general, courts, and corrections, and will provide crime statistics. (Grant Number: 74-1202-C2A2; Grantee: Rhode Island State Police; Award Amount: \$365,310)

Courts

Youth Diversionary Pilot Project. The Youth Diversionary Unit is the first statewide diversionary program in the Nation. It has decreased family court backlogs by removing many of the less significant criminal cases from the judicial system.

It has allowed the chief judge of the family court to allocate his judicial resources more effectively and to insure the proper administrative handling of diverted cases. More important, the unit provides immediate assistance to youthful offenders at a time when quick supportive action is most crucial. The project has shown that by eliminating direct court action and its resultant stigma and providing comprehensive assistance to juveniles, it is possible to make great strides in "reforming" the youthful offender. (Grant Number: 74-3921-C2B4; Grantee: Rhode Island Family Court; Award Amount: \$60,000)

Corrections

Law Center, Roger Williams College, Interdisciplinary Workshops. This project will provide intra- and intersystem training for all staff of corrections, courts, and police agencies as well as community citizens. The objective is to increase employee job satisfaction and upgrade job performance. Training will be designed to encourage a more constructive view of corrections and other criminal justice disciplines and to teach trainees how different segments of the system may work together to achieve common goals. (Grant Number: 74-5004; Grantee: Roger Williams College; Award Amount: \$15,000)

Juvenile Justice

Sophia Little Home. In addition to providing basic residential care, the Sophia Little Home provides medical care and treatment for emotionally troubled girls. Girls appear before juvenile court primarily for such reasons as drinking, truancy, and traumatic sex experiences. Increasing incidence of family breakdown and of adolescents running away from intolerable family conflicts are evidence of the need for well-administered and well-planned treatment facilities for predelinquent girls in the State. Although a network of group homes that function cooperatively with local police, probation, and corrections officials is ultimately needed, the Sophia Little Home serves many of the immediate needs of girls in conflict with society. (Grant Number: 74-0415-C1D2; Grantee: Cranston Law Enforcement Planning Agency; Award Amount: \$45,189)

South Carolina

Police

Pickens County Narcotics and Vice Squad. This grant will allow the Sheriff's Office to establish a new division for the detection, prevention, apprehension, and control of narcotics and vice.

In order to organize an effective narcotics division, a coordinated program of narcotic enforcement will be implemented. The program will be on a county level and coordinated with the various municipal police departments in the county. The unit will meet on a monthly basis with personnel of all other law enforcement agencies within the county for the purpose of disseminating intelligence, insuring a cooperative spirit, seeking information relative to drug activity, and insuring the unit's cooperation with the towns in the county.

Additionally, the unit will schedule monthly information meetings in various areas of the county. Programs for civic organizations, the general public, and local schools will be held on the basis of request. (Grant Number: 74-182; Grantee: Pickens County Sheriff's Department; Award Amount: \$7,489)

Courts

Salaries, Office Equipment for Public Defender Corporation. Charleston County has a population of 250,000 and covers 945 square miles. During 1973, 708 of the cases heard before the court of general sessions pleaded indigent and were handled by bar-appointed counsel. This grant will provide full-time criminal defense attorneys to represent indigent defendants.

Client selection will be based on a complete background check of those who plead indigent before the courts. It is anticipated that 600 cases will be heard in the court of general sessions and 150 cases in the other courts. The reduction of conviction rates is estimated at 10 percent at this time. Courts to be covered are: court of general sessions, magistrates court, county court, and the family court for juveniles. (Grant Number: 75-002; Grantee: Defender Corporation of Charleston County; Award Amount: \$77,468)

Corrections

Youthful Offender Program. This project, set up by a legislative act, deals with youthful offenders between the ages of 17 and 26. The offenders are given an indeterminate sentence of not less than one year or more than six years of supervision.

Most offenders spend 12 months in prison and one month under close community supervision. The Parole Board is under the jurisdiction of the Youthful Offender Division.

Volunteer counselors are used as community supervisors. When a youthful offender is paroled, he is assigned a regional parole supervisor, who will in turn assign the parolee to a designated lay volunteer. Supervision continues for a period of at least one year.

One of the most unique aspects of this program is that it has maintained an unusually low recidivism rate of approximately 10 percent over the past four years in operation. (Grant Number: 74-E-04; Grantee: S.C. Department of Corrections; Award Amount: \$80,000)

South Dakota

Juvenile Justice

Anderson County Delinquency Treatment Facility. This project proposes to organize and implement an effective program of juvenile delinquency rehabilitation utilizing a temporary residence other than an institution. A group home, which is a temporary alternative residential experience, is coupled with a psycho-social learning experience for both the child and his parents. It utilizes as a vehicle of change not only direct professional interaction with the child, or with the parent as well, but also places children and parents in a trial learning milieu for a child-parent rediscovery.

It is anticipated that the group home will provide services for a maximum of 25 children at a given time, who will reside in this community-based residential facility for an average of five months. This will provide a program for approximately 60 children during a calendar year and at a tremendous saving for the State. (Grant Number: 73-247; Grantee: Anderson County Family Court; Award Amount: \$71,399)

Police

South Dakota Radio Communications System. South Dakota completed an intensive effort to modernize the State Radio Communications System early in 1974 by purchasing an automated message switching system at a total project cost of \$144,000. The new message switcher provides automatic sorting of messages to local, State, and national teletype systems and computers. (Grant Number: 2-04-08-001; Grantee: State Radio Communications; Award Amount: \$108,000)

Courts

Unified Court Administration. The aim of the program was to provide funds to the State Supreme Court administrator's office for use in the creation, compilation, distribution, and subsequent administration of a statewide judicial personnel system. It was to provide contractual services for analysis of accounting and bookkeeping systems in regard to collection, accounting, disbursement, and reporting court fees, fines, and other related bookkeeping formats while also providing for the analysis and design of all court records. These funds have been used to hire a full-time personnel administrator with necessary support staff, supplies, and equipment. Funds

have been used to contract with a qualified consulting firm knowledgeable and experienced in developing statewide and local personnel systems. The anticipated result of this program is the adoption of an autonomous judicial personnel classification and pay plan for a judicial personnel manual. (Grant Number: 3-05-13-001; Grantee: South Dakota Supreme Court; Award Amount: \$63,500)

Corrections

Minnehaha County Public Safety Building. The 1973 and 1974 South Dakota SPA comprehensive plans assigned a high priority to regional correctional centers. Approximately \$1 million over a two-year period funded the correctional area of the public safety facility which has an approved capacity of 90.

Upon completion of the facility, a correctional administrator will be hired to direct correctional programs and coordinate and develop volunteer services and the multitude of public and private resources available.

Serious consideration will be given to alternative methods of dealing with alcohol offenders in an effort to divert them from the criminal justice system. Ap-

Tennessee

proximately one third of the commitments to the county jail are for public intoxication. (Grant Number: 4-04-05-701; Grantee: Minnehaha County; Award Amount: \$528,133)

Juvenile Justice

Clay County Youth Service Bureau. Realizing the need for coordination of youth services, the SPA funded a pilot project in the Clay County area in 1973 and refunded it in 1974. The bureau is designed to assist from 80 to 100 youths per year. It relies on the use of diversion and provides brokerage, coordination of services with other agencies, and direct services to youths as appropriate. Among the project's goals are: (1) preventing the official arrest of problem youths in Clay County; (2) preventing the suspension or expulsion of problem youths from the schools; and (3) providing a central referral point for the provision of services to delinquent and predelinquent youths, and where appropriate, diverting youthful offenders from the criminal justice system. (Grant Number: 4-03-01-201; Grantee: City of Vermillion; Award Amount: \$13,223.50)

Police

Law Enforcement Training and Education. By concentrating funds on the development of police manpower, a significant increase has occurred in training and education of local law enforcement officers. In 1971*, there were 5,129 sworn officers in local law enforcement agencies in the State. There were 3,656 training participants that year. Between 1971 and 1973, \$1,432,317.67 was awarded for law enforcement training. The percentage of officers with education above high school level rose from 2.7 in 1971 to 21.3 in 1973. A total of \$1,043,576.62 has been awarded by the SPA since 1971 for law enforcement education. (Grant Number: (various); Grantee: (various); Award Amount: \$2,475,894.29 over several years)

Courts

Shelby County Pretrial Release Program. This program, which has operated for four years, aims to release with supervision persons highly likely to meet their court appearances. In a recent nine-month period, it is estimated that the program saved the county \$52,000 in jail inmate expenses, while the budget of the program itself was \$49,000. Only 3.1

percent of those released under the program have failed to appear in court. The program is currently being evaluated with LEAA funds.

Because of the program's success, a comprehensive pretrial services project has been proposed in the county consisting of the pretrial release program and a diversion program. The latter would involve the criminal court judges and the district attorney general in an effort to avoid prosecution for selected first offenders who have committed minor crimes. If the offender successfully meets the terms of the behavioral agreement that he and his counselor have devised, then his case will be dismissed. (Grant Numbers: 63A-72-1.11-VIB3, 246A-72-1.11-VIB3, 92A-73-11.0-F1, 342A-74-1.11-F3; Grantee: Criminal Court Judges, Shelby County; Award Amount: \$50,000; anticipated cost of total expanded project: \$175,000)

Corrections

Knoxville Group Home. The Knoxville Group Home provides: (1) an alternative placement for boys adjudicated delinquent and (2) a halfway house program for boys released from State training schools. The residence provides counseling in a structured home-like environ-

* Data collection in this area goes back only to 1971.

ment. The facility has room for 14 boys and two houseparents and is expected to serve 45 boys each year.

The program has three objectives: (1) to help youths adjust to the rules of the house; (2) to motivate the boys to participate in educational, religious, cultural, and recreational programs in the community; and (3) to assist youths through individual and group counseling designed to identify and resolve problems they cannot deal with on their own. (Grant Number: 56A-73-9.03-11; Grantee: Tennessee Department of Mental Health; Award Amount: \$35,662)

Juvenile Justice

Juvenile Justice Diversion System Block Grant. The metropolitan government of Nashville and Davidson County has established a comprehensive project to divert youths from the juvenile justice system. The project involves planning, coordinating, and evaluating six public programs and one private program. Youth aid bureaus assist youths before they come into contact with law enforcement, while the police department operates a community service division to provide counseling to delinquents. The

juvenile court classification and intake unit provides social services and other aid on a 24-hour basis. Legal counsel is also available in the juvenile court. Another aspect of the project is a coed, therapeutic community that offers alternatives to training school placement. The diversion system also includes a residential facility for boys, which does not receive LEAA funds. (Grant Number: 526A-74-4.02-F2; Grantee: Metropolitan Nashville and Davidson County; Award Amount: \$379,156)

Police

Fort Bend County Major Crime Task Force. This project is a low profile, countywide detective unit that has earned recognition as a pilot project with its 81 percent clearance rate for crimes after 23 months of operation. The special unit investigated some 582 narcotic, burglary, armed robbery, homicide, and other major cases. Staff members include one detective employed by the county sheriff's office and one each employed by four police agencies in the county. The board of governors consists of the sheriff and four police chiefs. Task force members report that the project has resulted in considerably improved cooperation and communication among participating agencies.

LEAA funds employ a secretary-dispatcher and pay for investigative, communication, and office equipment and for training of each task force detective. (Grant Number: 72-D5-1049; 73-D5-1745, 74-B4-2378; Grantee: Fort Bend County; Award Amount: \$158,115 total)

Courts

Texas Prosecutors' Coordination and Education. Aimed at improving prosecution, the Texas District and County Attorneys' Association (TDCAA)

is a national prototype for organizations whose goal is educating prosecutors. The 600 prosecutors in Texas may be reimbursed for attending national and regional seminars, as well as the schools and conferences conducted by the association. Prosecution manuals are published, as is a regular newsletter bringing attorneys up to date on the latest law. Prior to the project, the association was a voluntary, informal association; with funding, it has a permanent office, staff, and regular training programs. Various TDCAA development committees are funded to attack the problems of prosecutors. (Grant Number: 4-D2-2071; Grantee: Texas District and County Attorneys' Association; Award Amount: \$294,637)

Corrections

Extra-Judicial Adult Probation Program. This program is a cooperative effort involving the prosecuting attorney, the defendant, the defendant's attorney, and the court and the probation officer. In cases involving alleged adult misdemeanor or felony first offenders, a program of probation, restitution payments, etc., is formulated without the filing of a complaint or formal indictment. Upon satisfactory completion of the terms and conditions of the

program, extending for a period of time equal to the statute of limitation for the alleged offense, the case is dismissed. (Grant Number: EA-4-E2-1987; Grantee: Wichita County; Award Amount: \$15,449)

Juvenile Justice

The Travis County Delinquency Prevention Project. This project is designed to divert children from the official attention of the Travis County Juvenile Court. Last year, referrals to juvenile court for felony violations decreased by more than 18 percent; for misdemeanor violations, 49 percent; and for minor behavior problems, 83 percent. By diverting 1,500 children from the court, juvenile probation staff have been free to direct their activities toward children whose behavior is distinctly criminal as opposed to "nuisance" types of offenses. In this respect, the project has essentially doubled available probation manpower without doubling its probation staff. Providing advocacy, referral, and direct counseling services, the project is assured of continuation by county authorities upon termination of the Federal funding period. (Grant Number: 74-A3-2170; Grantee: Travis County; Award Amount: \$163,698)

Police

Coalition of Special Programs. The concept of this grant is new in that it encompasses five major Salt Lake City Police Department Manpower Utilization programs in a single grant. The consolidation of these five important projects has reduced grant administration overhead and intradepartmental separatism.

The Narcotic Investigation Unit was established to curb the growing drug traffic within Salt Lake City. The Special Tactical Forces Air Support Unit "EAGLE" was initiated to aid in air observation capability, suspect apprehension, and crime prevention. Its greatest success has been in suspect apprehension. The Cadet Program has 13 cadets. Project objectives are to stimulate interest in police work among college students, combine college education with law enforcement training, provide employment opportunities for minorities, involve cadets in youth programs and in high-crime areas, and relieve regular officers of nonenforcement and noninvestigative tasks. The Strategic Patrol and Coordination Effort (SPACE) program was designed to combat crime by increasing manpower and citi-

zen involvement. Incorporation of mini-SPACE units throughout the city is being considered due to the program's success. The Specialist Services and Equipment (SSE) component of the grant provides three civilian specialists and a consultant to work as technical support personnel for the regular police officers. (Grant Number: 12-74-A-2-2; Grantee: Salt Lake City Corporation; Award Amount: \$281,096)

Courts

Statewide Association of Prosecutors. Until 1973, the 29 county attorneys in Utah were not unified, had no central organization, were without standardized training objectives, lacked a cooperative research component, experienced little statewide long-range planning, and had no overall coordinating body. They were 20 governmental units using 29 different approaches to prosecution.

In July 1973, the Statewide Association of Prosecutors (SWAP) was established with a seven-member executive board. SWAP has been subsidized with SPA funds since June 15, 1973. A second subgrant began June 15, 1974.

Among the many objectives of SWAP are to: (1) function as a clearinghouse for training for

State prosecutors; (2) aid in the coordination of prosecutorial activities; (3) continue functioning as a liaison between the various arms of prosecution and assist prosecutors through the creation of a long-range planning unit; and (4) aid in the implementation of standards and goals. SWAP has provided in-state training through four regional seminars and two statewide conferences. It has benefited prosecutors in the less-populated counties of the State, where the resources and facilities for case research, legal briefings, etc., are limited. (Grant Number: S-74-B-2-5; Grantee: Utah Association of Counties; Award Amount: \$94,975)

Corrections

Utah Jailer Basic Training. Until the implementation of this project, little was being done in Utah to provide the necessary training for jailers. This project provides 80 hours of entry-level instruction in four different training sessions as a necessary step toward filling this need.

The project also established a Correctional Advisory Council to the Peace Officers Standards and Training Council. The former, in cooperation with the regional Law Enforcement Planning Council and the Sheriffs'

Association, developed the 80 hour basic training curriculum that consists of training in the concepts of basic law, basic jail operations, security, contraband, inmate deviant behavior, and legal aspects of jail operation. Three separate two-week training courses were conducted at Weber State College and at the College of Southern Utah. Classroom instruction was provided by practitioners and scholars from various agencies and universities in Utah.

Sixty jailers have been trained thus far in the fundamentals of facility operation, correctional programming, and their role in the correctional process and the criminal justice system. (Grant Number: S-72-B-4-10; Grantee: Department of Public Safety; Award Amount: \$14,890)

Juvenile Justice

Price Youth Service Bureau. This bureau provides an alternative to juvenile court processing. Young people who have violated the law can be sent to the bureau for help without receiving a juvenile court record. The program has had such a dramatic impact on the delinquency rate that the Utah SPA doubled the budget to enable expansion to Grand as well as Carbon County. The delin-

quency referrals processed through the juvenile court in Price (Carbon County) have been reduced approximately 58 percent over the two preceding years.

Studies have shown that once a child has entered the juvenile court system, chances are eight times greater that he will become more deeply involved. The youth service bureau provides another way for the courts to deal with youth problems before they become more serious.

Young people need not be in trouble with the law to receive help from the youth service bureau. Referrals come from schools, law enforcement agencies, and other agencies, as well as from the juvenile court.

This project has come at a time when counseling services in the schools and special services for students in need of help are being reduced or phased out due to smaller school enrollment and loss of Federal funds. (Grant Number: S-73-G-2-1; Grantee: District 8, Four Corners Comprehensive Mental Health Authority; Award Amount: \$49,000)

Vermont

Police

Police Management Study. There are about 20,000 local police departments in the United States with 10 officers or less, yet the literature at the national level continues to deal with large metropolitan agencies. Management is a critical problem for small police operations. In order to help small departments achieve good management, the Vermont SPA funded a prototype study of the Montpelier Police Department (16 officers) "to demonstrate in one town a methodology for police manpower management analysis and projection of improved management practices, and at the same time initiate the process of dissemination of the developed model among police departments in similar towns." (Grant Number: VA 7415; Grantee: City of Montpelier; Award Amount: \$10,000)

Courts

Consumer Fraud Prosecution Unit. The overall goal of this project is to educate the Vermont business community as to the requirements of the Vermont Consumer Fraud Law through a vigorous investigation and prosecution effort. Prior to the commencement of the project, consumer protection efforts were minimal, and geared prin-

cipally toward mediating consumer complaints in the Burlington area. Since the project began, successful efforts have been made in encouraging State's attorneys to begin statewide consumer fraud prosecutions. In addition, the unit has initiated 95 investigations and 21 formal actions and has recovered more than \$20,000 in costs and civil penalties. Outstanding court orders require the payment of several thousand dollars more. (Grant Number: VA 7424; Grantee: Office of Attorney General; Award Amount: \$30,000)

Corrections

Purchase of Services. This project has allowed the Department of Corrections to buy individualized services for its clients that otherwise would not be available. The bulk of the funds are used to pay tuition to locally sponsored group homes. The balance is used for mental health services, alternative education programs, foster home care, Outward Bound, a diversion and volunteer program for juveniles, subsidized on-the-job training, and minimal administrative costs. Most of the services purchased are used for juveniles. (Grant Number: VA 7425; Grantee: Department of

Virginia

Corrections; Award Amount: \$100,000)

Juvenile Justice

Windham County Youth Services Commission, Inc. The commission is acting on the concern that Brattleboro and other Windham County communities have been unable to provide meaningful community involvement and services for some of their young people. The commission has inspired community action projects that have begun to increase youth resources. Improved case-coordination and service delivery have taken place as part of a diversion program providing alternatives to court processing. The commission is in a position to lead the way in providing the communitywide planning needed to improve youth opportunities and services in Windham County. (Grant Number: VA 7438; Grantee: Windham Regional Planning and Development Commission; Award Amount: \$34,650)

Police

Bureau of Forensic Science. Virginia's Bureau of Forensic Science was created in 1972 to improve the fragmented and insufficient laboratory services available to law enforcement agencies in the Commonwealth. In the ensuing two years, the bureau has consolidated the scattered forensic services in the State under one agency and now offers one of the most modern and comprehensive State laboratory systems in the Nation. With one central lab and three regional facilities, the bureau is able to serve law enforcement needs statewide with a complete array of forensic examinations in the areas of drug analysis, toxicology, and physical examination. In addition, the bureau conducts a series of crime scene search courses for police officers and maintains an active public education program. In its two years of existence, the bureau has been highly praised as one of the most successful SPA-funded projects in Virginia. (Grant Number: 73-A1648; Grantee: Bureau of Forensic Science, Division of Consolidated Laboratory Services; Award Amount: \$677,000)

Courts

Technical Assistance Unit. This was created in 1971 to meet the need for better com-

munications within Virginia's criminal justice community. The unit consists of three attorneys and two secretaries who work directly under a deputy attorney general to provide members of the law enforcement community with information they might not ordinarily get. This is being accomplished in part by the publication of three newsletters: "The Virginia Prosecutor," "The Virginia Magistrate," and "The Virginia Peace Officer." Each is designed to provide useful information in a nontechnical format. The unit also provides research assistance to local Commonwealth's attorneys on request and makes pertinent State Supreme Court decisions and new legislation available immediately. One measure of the unit's success is the demand for its services: requests for assistance have tripled since initial funding. (Grant Number: 74-A2349; Grantee: Office of the Attorney General, Commonwealth of Virginia; Award Amount: \$85,117.47)

Corrections

Comprehensive Library Services Program. In an effort to counter the boredom and frustration that too often occur among jail inmates, Richmond has instituted a variety of programs for the 500 people who

occupy the city jail on an average day. The most recent is a Comprehensive Library Services Program. Staffed by a full-time librarian, the program draws from the entire circulating collection of the Richmond Public Library.

The jail's library service operates on a cell-by-cell basis, which gives inmates a chance to see the collection, request specific titles, and talk with the librarian personally. The emphasis has been on periodicals and paperbacks because they cost less and are generally more popular with the inmates; but specific requests for additional material are honored. For many inmates, this represents their first regular exposure to library services.

The program began in July 1974 and city officials already recognize it as an important part of their overall effort to upgrade the rehabilitative capability of the city jail. (Grant Number: 73-A2330; Grantee: City of Richmond; Award Amount: \$2,160)

Juvenile Justice

Alternative House. Faced with a reported rate of 3,000 juvenile runaways each year, suburban Fairfax County turned to a non-profit citizens group called Juvenile Assistance, McLean, Ltd.,

for help. The resulting Alternative House was established in 1973 to provide a way of assisting runaways and their families short of adjudication.

With a full-time professional staff, Alternative House is open 24 hours a day providing telephone and walk-in crisis counseling, short-term residential treatment, and followup programs for ex-residents. The staff works closely with the local police and courts and has achieved considerable support for its efforts from the community.

Alternative House has been highly commended by local officials for trying to involve youngsters in solving their problems rather than becoming simply a "crash pad." Evaluators for the SPA have rated Alternative House high by all of their criteria. (Grant Number: 74-A2485; Grantee: Fairfax County; Award Amount: \$57,649)

Virgin Islands

Police

Police Management. In 1973, three officers were recruited from the mainland U.S. for the purpose of upgrading the Virgin Islands Police Department. Three new positions were created (police chief and deputy chiefs for St. Thomas-St. John and St. Croix). The police chief and two deputy chiefs are responsible for training supervisory personnel in modern police management and for recruiting and training native Virgin Islanders who will eventually replace them. The program is currently in its second year of operation. Crime rates have decreased in most categories, despite a 10 percent increase in population each year. (Grant Number: 73-20; Grantee: Virgin Islands Department of Public Safety; Award Amount: \$100,000)

Courts

Court Employment Project. This is an experimental project based in part on similar successful stateside programs. Participants are arrested persons who voluntarily enter the program after careful screening by the court for eligibility. They are assigned to a project representative, counseled, interviewed, and tested by a psychologist. They also are tested

for vocational skills and interests and then placed in an appropriate training and employment situation. After 90 days, the project representative prepares written reports on the participants and the court then orders dismissal, termination, or an additional period in the program. The success of the project will be evaluated in terms of past records on recidivism. (Grant Number: 74-30; Grantee: Municipal Court of the Virgin Islands; Award Amount: \$50,000)

Corrections

Corrections—Adult Training.

A correctional staff training program was deemed necessary to prepare correctional officers for expanded responsibilities when they move into the new correctional facility on St. Croix. Persons receiving training included the correctional officers and also the professional and supervisory staff. The program provided the staff with an overview of their role in the new facility and the application of modern correctional management and planning techniques. (Grant Number: 74-22/23; Grantee: Department of Public Safety; Award Amount: \$35,000)

Juvenile Justice

Youth Investigation Bureau.

The bureau is located on the island of St. Thomas. It is an extension of the Police Juvenile Bureau project, located on the island of St. Croix. The Youth Investigation Bureau performs operational law enforcement functions and provides services to juveniles who come into contact with the criminal justice system. It works closely with the Department of Social Welfare, which provides social services to youngsters and their families. Trained social workers interview and counsel the youths who are referred for employment and other needed services. Delinquents who appear in court are processed by the bureau staff, which consists of one police lieutenant, three policemen, and four policewomen. (Grant Number: 73-02; Grantee: Virgin Islands Department of Public Safety; Award Amount: \$25,000)

Police

Snohomish County Center for Police Staff and Auxiliary Services. This grant award completes a three-phase, three-year effort to consolidate and integrate a countywide communications system designed to provide more efficient service to approximately 265,000 residents. This unique, totally integrated system serves 19 individual units of government in the county and has been cited for its exemplary effort in obtaining the necessary interlocal agreements. (Grant Number: 1116; Grantee: Snohomish County; Award Amount: \$130,000 (1974))

Courts

Fraud Division of the King County Prosecutor. This three-year project has created a unit of skilled lawyers and investigators who specialize in detecting and prosecuting white-collar crime. Priorities for investigation depend upon the degree of damage that a particular activity has caused the public. Areas of special concern include: frauds against lower income groups, securities frauds, out door recreation exploitation by fraudulent promoters, and intensive and innovative fraud prosecutions that will set prec-

edents for future prosecutions. (Grant Number: 1274; Grantee: King County; Award Amount: \$51,000 (1974))

Corrections

The Bridge Rehabilitation Project. The Bridge is a self-contained unit at the State Penitentiary that provides responsible, productive, community-integrated living for its participants. Inmates who have at least two years left of their sentences are selected to work for a nonprofit corporation that manufactures, upholsters, and repairs furniture. The small business hopes to become self-sustaining with inmates earning significant incomes. Currently in its third year of funding, the project helps inmates learn social and business skills necessary for community living. (Grant Number: 1393; Grantee: Department of Social and Health Services (a Washington State agency); Award Amount: \$25,000 (1974))

Juvenile Justice

Profile and Analysis of the Juvenile Justice System of Clark County. This project has established a Juvenile Justice Commission responsible for all elements of the county's juvenile criminal administration. The newly formed commission will

develop a youths' rights brochure, finalize development of an alternative school for youths who have behavior and academic problems, design a diagnostic services program for the Juvenile Court, develop a public education program on the needs of juveniles, and assist in developing a runaway house. The commission also plans to set up a volunteer project within the county's Juvenile Department. (Grant Number: 1260; Grantee: Clark County; Award Amount: \$14,560 (1974))

Police

Basic Police Training Center.

Under the direction of the Department of Public Safety (State Police), a comprehensive basic law enforcement training program has been established at the State Police Training Academy at Institute, W. Va. This training endeavor is available to 230 municipal law enforcement departments and 55 county law enforcement departments and State security officers on a selected basis.

Four hundred hours of instructional material in 69 subject areas are offered on a structured daily basis. The courses address such areas as: armed robbery, arson, bombs and explosives, crime scene search, firearms in homicide investigations, abnormal psychology, laws of arrest, search and seizure, interviews, and interrogations. The Department of Public Safety uses instructors from various colleges and universities, as well as professional law enforcement officers. The program is structured to provide local law enforcement officers with an indepth knowledge of police operations. (Grant Number: A-168-73-L; Grantee: Department of Public Safety; Award Amount: \$120,870)

Wisconsin

Courts

Legal Resources Center. The center is located within the West Virginia College of Law. It has three major components. First, it offers a toll-free telephone service that provides judges and prosecutors with unlimited access to a research team made up of students and professors who can conduct the required research and respond to the inquiring agency. Second, the center places student interns in prosecuting attorneys' offices throughout the State during the summer. The students assist the prosecutor and gain valuable on-the-job experience. Third, the program encourages careers in criminal justice. (Grant Number: E-401-73-S; Grantee: West Virginia University; Award Amount: \$82,787)

Corrections

Inmate Training and Vocational Training Program. This is an educational and vocational program designed to improve the rehabilitation of inmates sentenced to the West Virginia Penitentiary in Moundsville. The SPA grant supported the hiring of professional personnel in the educational and vocational training areas, as well as counselors and a psychologist. In addition, various equipment

items and instructional material were provided to insure the effective implementation of this project in the following areas: GED and college instructional material and equipment in automobile mechanics, air conditioning, refrigeration, electrical, building and trades, as well as sheet metal. The program helps inmates acquire saleable work skills that will qualify them for employment following release from the institution. (Grant Number: F-301-73-S (E); Grantee: Department of Public Institutions; Award Amount: \$475,000)

Juvenile Justice

School Adjustment and Guidance Unit. This project is designed to assist youths in achieving personal, social, and psychological adjustment and to involve the total community in a delinquency prevention effort. Parent-study groups and a Family Education Center have been organized in target schools to provide crisis intervention assistance to delinquent youths as well as to train parents, community agency personnel, and others to help solve family relations problems. The program is partially funded by the United States Department of Health, Education, and Welfare. (Grant Number: C-201-73-L; Grantee: Wood County Board of Education; Award Amount: \$45,809)

Police

Police Social Worker. The Greendale/Franklin police social worker is a joint effort of two communities in the Metropolitan Milwaukee area. The purpose of the project is to provide the police with an alternative to formal action in cases involving family or personal crisis and to insure proper followup action in such cases, thereby avoiding the need for future police action. The police social worker is active in referring selected cases to social service agencies, coordinating and developing social services resources, and is available for counseling in crisis situations. (Grant Number: 74-01-14-15/74-01-14-16; Grantee: Village of Greendale/City of Franklin; Award Amount: \$37,743)

Courts

Assistance to the Urban Prosecutor. The purpose of this project is to enable the Milwaukee County district attorney to upgrade the efficiency of his office and the quality of work produced. The project has the following coordinated units: training policies and procedure unit, a pretrial unit, an administrative support unit, a witness support (antirape) unit, a speed trial unit, and an organized

crime and controlled substances unit. (Grant Number: 73-02-03-10; Grantee: Milwaukee County; Award Amount: \$294,768)

Corrections

Mutual Agreement Program (MAP) Contract Parole System. This system has been implemented in all adult corrections institutions in Wisconsin, which is the first State to implement such a program systemwide. MAP provides a formal agreement between the inmate and the institution staff, establishing specific programs the inmate agrees to complete and a specific recommended parole date. The project goals are to decrease the average length of stay in correctional institutions, improve the availability of rehabilitation programs, and decrease the incidence of recidivism for MAP participants. (Grant Number: 73-03-01-09; Grantee: Wisconsin Department of Health and Social Services; Award Amount: \$231,575)

Juvenile Justice

Street Worker Youth Services Program. This program is intended to prevent juvenile delinquency in neighborhoods that have juvenile problems. Four street workers live in target neighborhoods and maintain constant contact with residents.

Wyoming

Police

Anti-Theft and Identification Officer. Crime in the University of Wyoming dormitories was reduced by as much as 50 percent in the past academic year. A special officer was hired whose duties included engraving and stamping personal property of the students with their identification numbers and serving as a security patrol officer in the large dormitory complex. The officer marked thousands of personal items with identification numbers. Only one major dormitory burglary was reported during the first three months of the year. Only five items were reported stolen, and three of these subsequently were recovered and formed the basis of a felony prosecution. Theft prevention, public relations, and increased property recovery potential were equally important in the success of this program. (Grant Number: 73A-03-177; Grantee: University of Wyoming (Laramie); Award Amount: \$4,095)

Courts

Prosecution Assistance Program. This program at the University of Wyoming College of Law was established as both an aid to prosecutors in the State and as a means of educating

ing law students in the vital area of prosecutor services.

The program is part of the law school's clinical education program. Students receive academic credit for the time spent in the program. Prosecuting attorneys throughout Wyoming may request assistance and have a student assigned to help.

Valuable research tools at the College of Law are available to prosecutors in rural areas even on the short notice of a telephone call made during a trial. Students are active in preparing cases at the preliminary stages of the proceedings and often argue for the State in preliminary hearings. (Grant Number: 74A-12-006; Grantee: University of Wyoming College of Law; Award Amount: \$2,700)

Corrections

Probation and Parole Assistance. This project has allowed the Wyoming State Department of Probation and Parole to increase its probation and parole services for the impacted area of Sweetwater County in southwestern Wyoming.

Sweetwater County has experienced an enormous increase in population (more than 22 percent in two years) due to industrial growth that resulted from the energy crisis—the need

for new sources of energy—and mineral and power development.

At the height of the population influx during 1972 and 1973, the district court criminal caseload increased by approximately 119 percent. This resulted in an unmanageable probation caseload. With funding for an additional agent, the probation caseload has been reduced from 78 to 39, which is approximately the same as the nationally recommended caseload per officer of 35. This has meant higher quality supervision and more detailed presentence investigations. (Grant Number: 73E-51-004; Grantee: State Department of Probation and Parole; Award Amount: \$9,597)

Juvenile Justice

Cheyenne Volunteer Juvenile Probation Project. The purpose of this project is to divert juveniles from the criminal justice system. The project has successfully provided rehabilitative and preventive services to juveniles and their families.

The program involves 65 trained volunteers who work with juveniles referred by the courts or by other social service agencies within the community. The program offers group and individual counseling, tutoring, employment coun-

seling, job placement, recreation, an emergency volunteer foster parent program, adult group counseling, and a pre-court diversion counseling program. Volunteers are involved in one-to-one counseling and in other activities of the program.

During 1973, approximately 400 youths were assisted. Half were placed on probation and the remainder referred to other agencies for services. Only 12 percent of the 200 probationers were later returned to the court for further action. (Grant Number: 74A-23-019; Grantee: City of Cheyenne; Award Amount: \$24,000)

CONTINUED

2 OF 3

Part 4 management & operation of leaa

LEAA's budget grew from \$63 million in fiscal year 1969 to more than \$870 million in fiscal year 1974. The increase has enabled LEAA and the States to expand considerably their crime prevention and reduction programs. This chapter describes how LEAA has developed and improved its ability to administer this rapidly expanding effort.

In program terms increased funding has enabled LEAA to experiment with new and innovative measures to reduce crime, to expand its research efforts into the nature and causes of crime, and to gather valuable statistical data that place specific issues and problems in perspective. In the early days of the program, most available funds had to be used to supply the basic but crucial needs of police, courts, and corrections agencies.

In administrative terms the increased level of crime control funding has necessitated substantial staff increases—within both LEAA and the SPA's—and periodic reorganizations to accommodate changing staffing patterns, amendments to the crime control legislation, and the evaluation and reassessment of the Agency's programs and goals.

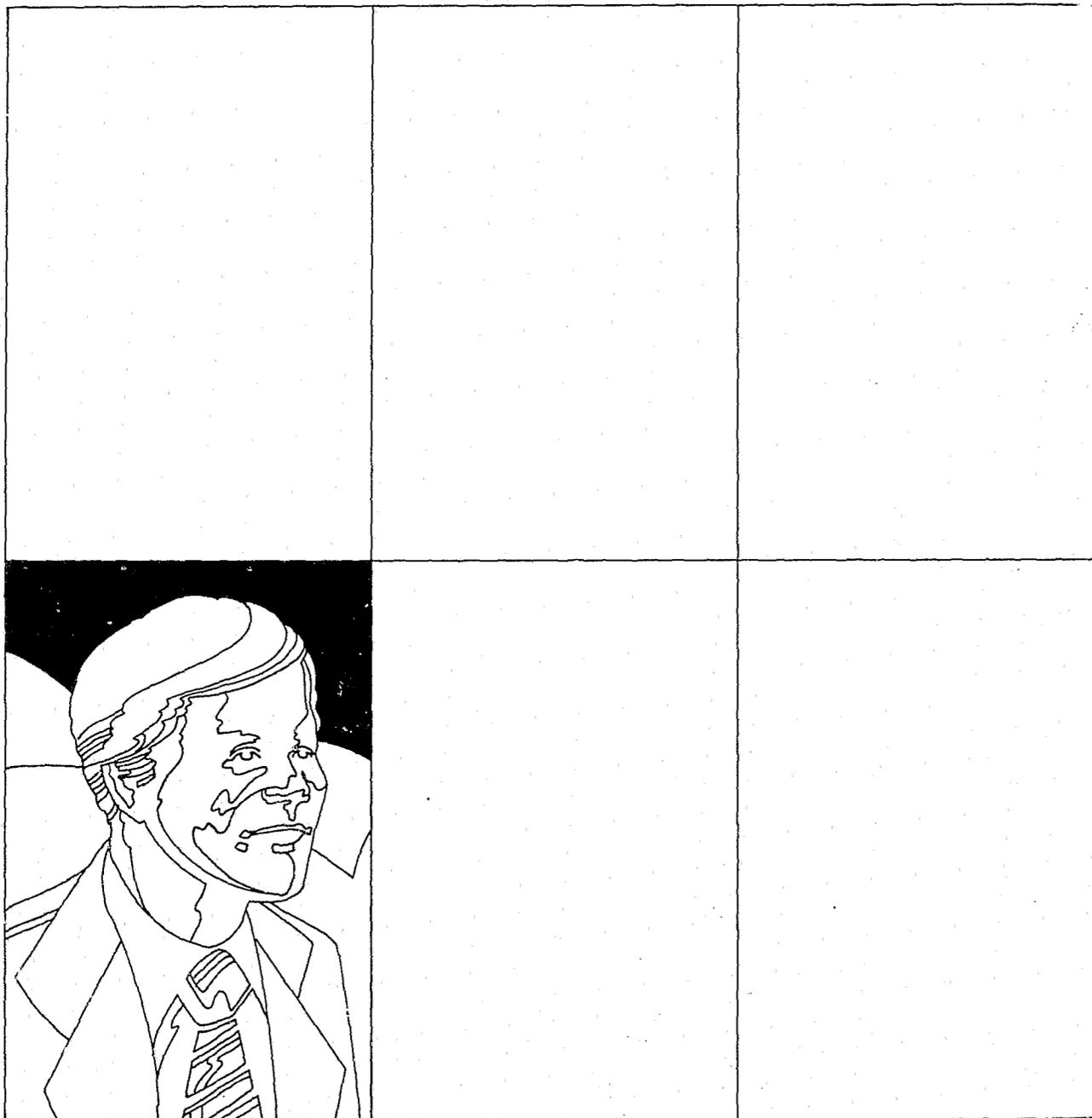
Reorganization

Shortly after his appointment in April 1973, then LEAA Administrator Donald E. Santarelli established a Management Committee within LEAA and assigned it the tasks of studying the Agency's administration and operation and of making recommendations for improvements. The committee's final report recommended strengthening LEAA's leadership role in the Federal-State-local effort to reduce crime and delinquency. One of the principal recommendations was for a partial reorganization of the Agency.

The new organization that became effective in January 1974 conformed in most respects to the Management Committee's recommendations.

Three major structural changes were made.

First, the former Office of Criminal Justice Assistance which had responsibility for administering the majority of LEAA discretionary and block grant funds, became the Office of Regional Operations (ORO). ORO is responsible for implementing the LEAA program through the Agency's 10 regional offices. The ORO goal is to insure the speedy transmittal of decisions and an efficient exchange of information between headquarters and the LEAA regions. The Law Enforcement Education Program (LEEP), which is administered primarily by the regional offices and the SPA's, was also transferred to ORO. Later in fiscal year 1974, the following program desks with significant regional office grant activity also were transferred to ORO: police, courts, corrections, organized crime, drug abuse, and Indian affairs.



Synopsis of Crime Control Legislation

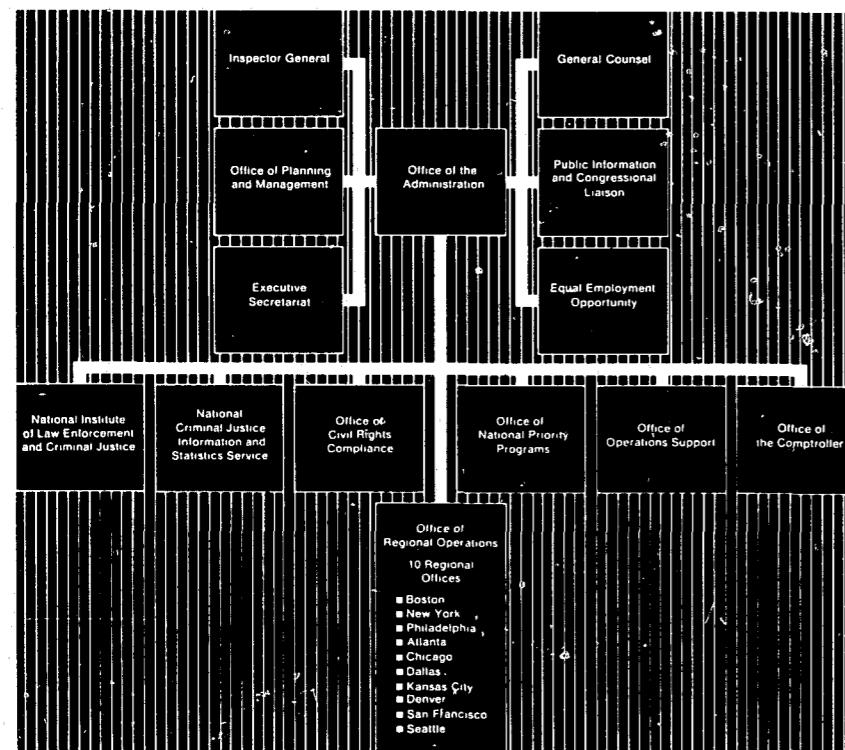
Omnibus Crime Control and Safe Streets Act of 1968 (Public Law 90-351). Title I of this act created LEAA and the block grant program and provided for the establishment of State Criminal Justice Planning Agencies in the 50 States, the District of Columbia, Guam, American Samoa, Puerto Rico, and the Virgin Islands. For a discussion of the provisions of the act, see *1st Annual Report of LEAA* (Fiscal Year 1969), pp. 2-3.

Omnibus Crime Control Act of 1970 (Public Law 91-644). This act amended Title I of the 1968 act by altering LEAA's administrative structure, revising funding requirements, and adding a new section for the additional funding of corrections facilities and programs. For a discussion of the provisions of the act, see *3rd Annual Report of LEAA* (Fiscal Year 1971), p. 13.

Crime Control Act of 1973 (Public Law 93-83). This act further refined LEAA's administrative structure, revised block and discretionary funding requirements, expanded the role of the National Institute of Law Enforcement and Criminal Justice, and added security and privacy guidelines to safeguard criminal history information. For a discussion of the provisions of the act, see *5th Annual Report of LEAA* (Fiscal Year 1973), p. 3.

Juvenile Justice and Delinquency Prevention Act of 1974 (Public Law 93-415). This act established within LEAA a new Office of Juvenile Justice and Delinquency Prevention to deal with the growing problem of juvenile crime and delinquency. For a discussion of the provisions of the act, see the "Juvenile Justice" chapter of this report.

Law Enforcement Assistance Administration



The second major structural change created an Office of National Priority Programs (ONPP). This office is responsible for the development and funding of projects that are national in scope, that may involve demonstration or experimental efforts, and that focus resources on the Agency's primary areas of concern. ONPP in fiscal year 1974 consisted of four "initiative" sections—Citizens, Courts, Juvenile Justice, and Standards and Goals.

Finally, an Office of the Executive Secretariat was established to improve coordination and communication between the administrators and the LEAA staff.

The organizational structure of LEAA at the close of fiscal year 1974 is shown in the figure on this page.

New Administration

On June 4, 1974, the White House announced the resignation of LEAA Administrator Donald E. Santarelli contingent upon the appointment of his successor.

Soon after the close of fiscal year 1974, Richard W. Velde, formerly LEAA Deputy Administrator for Policy Development, was sworn in as the new Administrator of LEAA following confirmation by the Senate.

In earlier changes in the Administration during fiscal year 1974, Associate Administrator Clarence M. Coster resigned on January 29, 1974. The new LEAA Administration then consisted of Mr. Santarelli as Administrator, Mr. Velde as Deputy Administrator for Policy Development, and Charles R. Work as Deputy Administrator for Administration. Mr. Work was sworn in on November 2, 1973.

Management by Objectives

Management by objectives is a term that describes a particular type of management and administration that identifies specific goals it hopes to achieve and then directs all its resources and policy decisions to that end. An important part of the system is to monitor frequently the organization's progress in achieving its objectives and to evaluate the results of all programs undertaken in furtherance of the established goals.

The management by objectives system was established in the Department of Justice pursuant to a Presidential memorandum dated April 18, 1973. The Department of Justice issued an order¹ in February 1974, requiring all of its offices to adopt the system for the ensuing fiscal year.

Following an extensive preliminary planning phase, LEAA managers met in Reston, Va., on June 7, 1974, to develop specific goals, milestones, and funding estimates that would govern the Agency's operation in the coming years.

As part of the planning process, each office within LEAA was directed to draw up its own set of goals and to determine what type of projects would enable the office to achieve its goals. Each office workplan was then incorporated into a larger total Agency plan. LEAA has identified as its primary mission the task of reducing crime and delinquency in America in partnership with the States.

Reports of Office Managers

The other chapters of this report concentrate on LEAA activities in important substantive areas such as police, juvenile justice, and information systems. Each chapter provides a comprehensive picture of LEAA projects and funding in a particular area, drawing information from all the offices contributing to the effort.

The following section reports on LEAA's operation from an organizational or structural viewpoint. The reports of office managers describe how each of LEAA's offices is organized, what functions it performs, and what it has accomplished during fiscal year 1974.

Office of the Executive Secretariat

Role and Responsibilities

The principal responsibility of the Office of the Executive Secretariat is to facilitate staff coordination and communication so that LEAA decisions will be timely and of high quality. Before staff recommendations are submitted to the Administration, this office sees to it that all significant issues, alternatives, and consequences have been considered and set forth in the staff recommendation. The office insures that staff work is delivered to the Administration on time, that the Administration is informed of the implementation of its decisions, and that LEAA managers are kept informed of the status of issues submitted to the Administration for decision. The office helps to maintain coordination and communication between the Administrators and the LEAA staff.

Major Activities

The Office of the Executive Secretariat was formally created following the reorganization of LEAA in January 1974. Among its major ongoing activities are the following:

- Its assignment and correspondence control subunit handles assignments from and correspondence to the Office of the Administration.
- It reviews material forwarded to the Administration for format of presentation, quality of response, adequacy of coordination, and consistency with policy.
- It screens problems to determine whether particular matters should be submitted to the Administration for resolution and reply, or whether action by an office head would be more appropriate.
- It provides procedural due process for persons within and outside LEAA by helping to define problem areas and taking appropriate action.
- It coordinates the agenda and briefing materials for the weekly operations staff meetings of all LEAA managers presided over by the Deputy Administrators of LEAA.

Office of Inspector General

Role and Responsibilities

The Office of Inspector General audits, investigates, reviews, and inspects LEAA and all parties to LEAA contracts, grants, or other agreements. The office consists of four headquarters divisions and four field divisions.

¹ Department of Justice (DOJ) Order No. 3210.1.

In planning its workload, the Office of Inspector General examines the dollar volume of the LEAA programs, susceptibility of programs to abuse and compromise, and time elapsed since the last audit or investigation. More than \$3 million has been recovered through the SPA audits alone.

The Federal agency having the most Federal money in a particular State agency or non-governmental entity has audit cognizance over all Federal money in that agency. LEAA has audit responsibility over 20 State agencies and 17 nongovernmental entities. Most of the State agencies are SPA's. The nongovernmental agencies usually are nonprofit, private organizations that are associated with the criminal justice field, such as the International Association of Chiefs of Police.

The Office of Inspector General is continuing its efforts to help States assume the responsibility for conducting comprehensive audits of LEAA-sponsored programs. Comprehensive audits include programmatic as well as financial examinations of an agency's operations. In a rare example of Federal-State cooperation in this area, LEAA and the Delaware account auditor's office audited the Delaware SPA and then issued a joint audit report.

Major Activities

During fiscal year 1974, the Office of Inspector General conducted more than 150 audits, reviews, and investigations. This included audits of SPA's, LEAA grants and contracts, academic assistance grants, and other program audits.

Since fiscal year 1972, LEAA has sponsored a two-week training program for State auditors responsible for auditing SPA's and their subgrantees. During fiscal year 1974, the Office of Inspector General held a special one-week advanced course for those who had participated in an earlier two-week program. Classroom instruction has been provided to 592 auditors—466 in the two-week course and 146 in the advanced course. This figure includes the training of 237 State auditors during fiscal year 1974.

The audit courses cover substantive information and techniques that enable auditors to perform effective audits of the SPA's and SPA subgrantees. Subjects studied include financial operations, contract auditing, SPA organization and structure, statutory requirements, problems of State auditors, the development of audit findings, reporting systems, and audit presentation.

Another program involving Federal-State cooperation is conducted under the Intergovernmental Personnel Act. During fiscal year 1974, the Office of Inspector General employed three State auditors who were trained at LEAA to conduct the type of comprehensive audits needed for the LEAA program. The Intergovernmental Personnel Act and the formal training program discussed above help each State assume its responsibility for auditing its block grant program and strengthening its audit capabilities.

Office of General Counsel

Role and Responsibilities

The Office of General Counsel operates as a staff office to the Administrator under the direction of an Assistant Administrator who serves as General Counsel. The General Counsel is assisted by a Deputy General Counsel and a staff of attorney advisers.

The office provides legal opinions, interpretations, and advice as requested on the legal aspects of LEAA activities and on broad policy matters affecting the Agency.

The office drafts or approves legal documents and advises on legal matters concerning procurement and contracting. The office participates in all administrative hearings involving the Agency and assists the Department of Justice in court proceedings on behalf of LEAA. The office assists in preparing legislative drafts and proposals that significantly affect the operation of the LEAA program.

In fiscal year 1974, the office was delegated the responsibility for implementing the certification process for use of convict labor under Executive Order 11755. This process is underway in all States and territories.

Major Activities

During fiscal year 1974, the Office of General Counsel rendered 76 formal legal opinions dealing with implementation of the provisions of the Omnibus Crime Control and Safe Streets Act of 1968, as amended (Public Law 90-351, as amended by Public Law 91-644 and by Public Law 93-83). It also issued hundreds of informal opinions.

The office published *Legal Opinions of the Office of General Counsel [of LEAA], July 1 to December 31, 1973*, the first in a series of projected publications that will make all legal opinions of the office readily available to the Congress, the SPA's, the professional criminal justice community, and the public.

The office performed extensive work in connection with the Juvenile Justice and Delinquency Prevention Act of 1974 and assisted in the drafting of security and privacy proposals for the Department of Justice as well as drafted LEAA security and privacy regulations pursuant to the Crime Control Act of 1973.

In its role of insuring LEAA compliance with the requirements of other pertinent Federal laws, the office participated in 15 court cases involving the National Environmental Policy Act, the National Historic Preservation Act, the Civil Rights Act of 1964, and Office of Equal Employment Opportunity regulations.

During fiscal year 1974, the Office of General Counsel also:

- Participated in approximately five informal hearings and appeal proceedings to achieve the resolution of disputed issues.
- Recommended and organized a Sole Source Review Board within LEAA responsible for reviewing and making recommendations concerning agency contract activities.
- Resolved approximately 12 bid protests under grantee procurement laws.
- Assisted the Office of the Comptroller in establishing a Grants and Contracts Management Division, which assures compliance with the applicable laws and regulations concerning internal grants and contracts administration.

Made presentations concerning the Crime Control Act of 1973 at LEAA headquarters and in all LEAA regional offices.

Organized and participated in the first meeting of SPA general counsels, held on December 17 through 19, 1974, in Aspen, Colo.

Office of Civil Rights Compliance

Role and Responsibilities

All LEAA-funded projects and programs are subject to Federal civil rights laws and regulations and to Executive orders prohibiting discriminatory practices. To receive LEAA funds State and local criminal justice agencies must comply with the pertinent provisions of Title VI of the Civil Rights Act of 1964, Justice Department-LEAA equal employment opportunity regulations, Section 518(c) of the Crime Control Act of 1973, and Executive orders prohibiting discrimination involving federally assisted construction contracts.

LEAA's Office of Civil Rights Compliance has four basic responsibilities:

1. Conducting compliance reviews of State and local criminal justice agencies that receive LEAA funds.
2. Processing complaints of discrimination based on race, sex, national origin, or religion by employees or participants in LEAA-funded programs.
3. Monitoring LEAA-funded construction projects.
4. Supporting technical assistance grants and contracts to improve employment opportunities and services for minority groups and women with the criminal justice system.

Major Activities

Reporting System. During fiscal year 1974, the office developed a reporting system that will examine the participation of minority group members and women in LEAA-funded programs in correctional institutions and probation and parole programs. The system will be distributed in early calendar year 1975.

Guidelines. The office has published a guideline requiring that no individual on the basis of race, color, sex, or national origin may be denied appointment or selection to serve on supervisory boards of SPA's or regional planning units.

An instruction was issued to all SPA's regarding the use of "goals and timetables" under Section 518(b) of the Crime Control Act of 1973. This instruction concludes that the imposition of goals and timetables represents a permissible method of overcoming the effects of past discrimination against minorities and women found to exist within the hiring and promotional practices of an LEAA-funded recipient.

Compliance Reviews. During fiscal year 1974, the compliance review effort was expanded to include pre-award reviews of grants of \$750,000 or more. During this period, the office conducted five systemwide compliance reviews including a review of one of the Nation's largest prisons. It conducted 42 comprehensive pre-award reviews.

Complaints. During fiscal year 1974, the office docketed 101 complaints of discrimination. This represented a substantial increase over the number filed during the previous fiscal year. In most cases voluntary compliance by the recipient agency is achieved, and the office needs only to monitor the implementation of the recommendations and results to assure that the terms of the agreement are being honored. If voluntary compliance cannot be achieved, legal proceedings to assure compliance may be necessary.

Contract Compliance. Each SPA must provide the office with information on all construction or renovation projects exceeding \$10,000 in LEAA funding. The office then provides the contractor with monthly reporting forms that describe the utilization of minority group members and females employed on the project. The office coordinates its activities in this area with the Office of Federal Contract Compliance of the Department of Labor and regularly participates in construction compliance reviews and audits.

Special Projects

The Center for Criminal Justice Agency Organization and Minority Employment Opportunities at Marquette University in Milwaukee, Wis., has continued to utilize LEAA funds to assist State and local criminal justice agencies in improving minority hiring and personnel practices. The center provides onsite technical assistance and assists in the development of Affirmative Action Plans pursuant to LEAA Guidelines.

The International Association of Official Human Rights Agencies is under an LEAA contract to provide technical assistance

and training to SPA's and local criminal justice planners in equal employment opportunity. The association conducted numerous seminars, training more than 1,500 participants; held seven regional training programs; and visited 28 cities to provide onsite technical assistance. A new contract in the planning stage will utilize the skills and expertise of the association to train all SPA Equal Employment Opportunity officers and Regional Office personnel. It also will develop for a medium-sized police department a model Equal Employment Opportunity Program that can be replicated across the Nation.

Another important technical assistance grant was awarded to the National Urban League to create the Law Enforcement Minority Manpower Project. Operating originally in three cities, the project undertook pilot projects to recruit minority men and women for careers in criminal justice. The original three-city project was designed to be easily replicated, and it now is operating in other cities. To date, several thousand minority applicants have been recruited and several hundred hired.

A technical assistance grant to the Industrial Relations Center at the University of Chicago will result in the development of a new preselection test for law enforcement agency candidates. The center will develop an entirely new test, which will be designed to minimize the adverse impact on minority applicants and to achieve legal and technical validity.

A technical assistance grant to the Hispanic Law Enforcement Training Institute funded a minority recruitment drive to

place 200 persons of Spanish heritage in the New York Police Department. The grantee also provided assistance to persons of Spanish extraction already on the force who were seeking promotion within the department.

Office of Public Information and Congressional Liaison

Role and Responsibilities

The Office of Public Information and Congressional Liaison provides information on LEAA grants, programs, and policies to members of the Congress, the press, and the general public.²

Public Information. This office keeps the press and the public informed about how LEAA is carrying out its congressional mandate to support State and local criminal justice agencies. It prepares and disseminates news releases; handles inquiries from the news media, other governmental agencies, and the general public; arranges news conferences to announce and describe new programs or important findings; and arranges for LEAA officials to be interviewed by members of the news media.

The office also prepares the LEAA Newsletter, which it publishes at least 10 times a year and distributes to 37,000 members of the criminal justice and research communities, educational institutions with law enforcement degree programs, media representatives, and interested private citizens. The Newsletter reports on LEAA projects, policies, and programs designed to reduce crime.

The office prepares speeches, testimony, and statements by LEAA officials. Additionally, it is responsible for the Agency's annual report and prepares brochures on various aspects of the LEAA program.

Congressional Liaison. This office is responsible for promoting effective communications with the Congress and for providing general guidance in intergovernmental affairs.

The office performs liaison activities with congressional leaders, committees, and staffs as well as individual Members of the Congress on legislative matters affecting LEAA and the criminal justice community.

Congressional Liaison prepares the LEAA position on pending legislation that affects criminal justice and LEAA. It also researches legislative issues and develops comprehensive reports on legislation after consulting with other parts of the Department of Justice.

The office maintains general contact with State and local governments and their representative associations and organizations to increase their understanding of LEAA programs.

Congressional Liaison responds to a heavy volume of inquiries from congressional offices regarding the LEAA program and criminal justice activities in the States. During fiscal year 1974, the office received more than 2,300 letters from congressional offices and handled approximately 3,500 congressional telephone inquiries. Also during that period, Congressional Liaison provided more than 6,000 notices to the Members of the Congress containing information on more than 2,000 separate grant awards.

Office of Equal Employment Opportunity

Role and Responsibilities

The Office of Equal Employment Opportunity (EEO) is responsible for prohibiting within LEAA employment discrimination based on race, color, religion, sex, national origin, or age. The office insures that LEAA management at all levels takes positive action to eliminate any internal policy, practice, or procedure that denies equality of opportunity to any individual or group on the basis of the above factors.

Major Activities

Complaint processing, pre-complaint counseling, and individual career counseling are the major activities of EEO. The trend established in fiscal years 1972 and 1973—away from complaint processing in favor of precomplaint and career counseling—continued in fiscal year 1974. Approximately 95 percent of the problems that otherwise might have resulted in informal or formal EEO complaints were resolved through precomplaint counseling.

Office of Planning and Management

Role and Responsibilities

The Office of Planning and Management consists of the Office of the Assistant Administrator and three subordinate divisions. The Assistant Administrator is charged with providing general direction and control of LEAA planning and management efforts; advising the Office of the Administrator about options for achieving LEAA goals and objectives; supervising the development of

the New Federalism concept as it applies to LEAA; and maintaining liaison with public interest groups.

Major Activities

Established in the middle of fiscal year 1974, the Office of Planning and Management already completed or was working on a number of projects at the end of the fiscal year. Some of these are:

- The Manager's Retreat held in Reston, Va., on June 7, 1974.
- The Management by Objectives System (discussed earlier in this chapter).
- The LEAA Two-Year Plan.
- New grant management guidelines.
- An Organizational and Functional Handbook.
- The 1973-74 Technical Assistance Grants and Contract Inventory.
- The continuing publication of Management Briefs.

Office of Regional Operations

Role and Responsibilities

The Office of Regional Operations coordinates the implementation of the LEAA program through the Agency's 10 regional offices and represents the regional offices at the national level. A primary office goal is to insure the speedy transmittal of information, directives, guidelines, and policy decisions to the regional offices for implementation. The office prevents the exchange of duplicative communications between LEAA central and the regional offices, and it obtains reactions to how LEAA policy decisions affect regional offices and State and local governments.

² On October 31, 1974, this office was divided according to function into two separate offices.

The office works with other LEAA offices to implement the delivery of LEAA programs and technical assistance through the regions. The office has five program desks, whose responsibilities and activities are discussed below. In addition, ORO has an Indian Affairs Director, who assists in the development of LEAA policy regarding Indians and other aboriginal peoples.

Major Activities

Corrections Section. This section administers a large technical assistance program in corrections. The program is carried out mostly by technical assistance contracts. The section monitors the National Clearinghouse on Criminal Justice Planning and Architecture, whose primary responsibility is to provide technical assistance for planning and architecture in correctional facilities. The section develops, processes, and monitors several national focus discretionary corrections programs and assists the staff of the National Institute on Corrections in implementing the Institute's program. The section's staff also assists the regional office and LEAA administrative staffs on corrections issues.

Projects funded in fiscal year 1974 included a parole aid program, the provision of legal services to prisoners, the development of standards for accrediting correctional institutions, and a number of correctional staff training projects.

Organized Crime Section. This section coordinates LEAA's organized crime and corruption discretionary grant program with the regional offices and works with the regions to develop and monitor such grants. The section also develops, processes, and monitors: (1) grants made under the Prosecuting

Attorneys' Organized Crime Training Program, and (2) projects that provide technical assistance in organized crime matters to State and local criminal justice agencies.

During fiscal year 1974, 30 organized crime discretionary grants totaling \$7,403,310 and representing a 59 percent increase over fiscal year 1973 funding were awarded. Projects were funded in the areas of intelligence, investigation and prosecution, training, organized crime prevention councils, and corruption control.

Narcotics and Drug Abuse Section. The Narcotics and Drug Abuse Section coordinates LEAA's efforts to help State and local units of government enforce drug laws and reduce crime associated with drug addiction. Intergovernmental cooperation among the Drug Enforcement Administration (a part of the Department of Justice), the National Institute of Drug Abuse, and the Special Action Office for Drug Abuse Prevention, has helped initiate three major programs: (1) Diversion Investigation Units, (2) Metropolitan Narcotic Enforcement Groups, and (3) the Treatment Alternatives to Street Crime Program.

In conjunction with other Federal agencies, the Narcotics and Drug Abuse Section accomplished the following during fiscal year 1974:

- Developed new alternatives projects to identify, refer to treatment, and track drug abusers within the criminal justice process.
- Implemented two narcotics enforcement units to identify and apprehend street-level distributors of narcotics and dangerous drugs.
- Initiated five diversion units to control the illegal distribution of controlled substances from

legitimate wholesale and retail sources.

LEEP Section. This section guides program and procedural policy development and coordinates regional office administration of LEAA's Law Enforcement Education Program. Colleges and universities apply annually for LEEP funds, which are expended in the form of student grants and loans that cover tuition, books, and fees. The LEEP goals are to: (1) improve individual competence and the general value of existing practitioners to the criminal justice system, and (2) prepare new personnel for service in the system.

Police Section. The mission of the Police Section consists of four elements:

1. To support, through direct funding and assistance in grant and program development, those projects that are national in scope and result in an improved criminal apprehension process.
2. To provide technical assistance and professional guidance to police specialists in the regional offices.
3. To represent LEAA in national police-oriented seminars and programs.
4. To advise the Assistant Administrator of ORO about applications for police project funding.

In fiscal year 1974, 146 criminal justice agencies received help in police management and operations through national technical assistance contracts. Approximately 1,400 police officers from more than 500 police agencies were trained at the U.S. Army Missile and Munition Center in Redstone Arsenal, Ala., to handle explosive devices. The 500th police office completed training in crim-

prevention at the Southern Police Institute at the University of Louisville, in Kentucky.

National Institute of Law Enforcement and Criminal Justice

Role and Responsibilities

The National Institute of Law Enforcement and Criminal Justice is the research center of LEAA. Its responsibility is to develop knowledge that will help to prevent and reduce crime and improve the criminal justice system. It fulfills this role through:

Research: The Institute designs and sponsors programs on the extent, causes, and effects of crime and on the operations of the criminal justice system; develops improved technology for criminal justice agencies, and recommends appropriate action based on sound research findings.

Evaluation: Assigned by the Congress the task of evaluating where possible the impact of Federal assistance on the criminal justice system, the Institute evaluates criminal justice program types in wide use throughout the country and LEAA's national level programs; reviews the evaluation efforts of SPA's; and develops new evaluation methodologies in addition to evaluating its own research and products.

Technology Transfer: To stimulate the adoption of advanced criminal justice practices the Institute publishes and distributes information on research findings, evaluation results, and successful projects; provides training and program materials for State and local criminal justice agencies; and funds demonstration projects in selected communities throughout the country.

Major Activities

In developing the knowledge needed to reduce crime and improve the administration of justice, the Institute was active in the following areas during fiscal year 1974:

Crime Prevention Through Environmental Design. To increase the security of individual citizens, the Institute awarded a \$2-million contract to extend the concept of defensible space to the design of residences, business districts, schools, and transportation systems. The physical, social, and psychological factors affecting personal security in each setting are being identified. When this is accomplished, model projects will be designed and tested on an experimental basis.

Evaluating Alternatives to Incarceration for Juveniles. More than two years ago Massachusetts closed most of its training schools and transferred juvenile offenders into community-based settings. The Institute is at midpoint in a four-year evaluation of the immediate and long-term effects of these alternate programs on the young people involved in them.

Police Performance Measures. The Institute in 1974 funded a three-year project to develop more sophisticated performance measures that accurately reflect the full range of police activities, enabling a department to measure its overall performance and perhaps to compare itself with other law enforcement agencies.

Jury Management. An Institute study of seven court systems, published in 1974, showed that jury pools in most jurisdictions can be reduced by 20 to 25 percent and still provide adequate numbers of jurors for trials. Projected nationally, eliminating overcalling of jurors

and other inefficiencies could save taxpayers up to \$50 million annually. A *Guide to Juror Usage*, published last year by the Institute for distribution to the Nation's court systems, presents methods for better juror management.

Prosecutor Decisionmaking. To give prosecutors information for sound decisions the Institute is funding an analysis of the data base developed through the District of Columbia's computerized Prosecutor's Management Information System. The analysis will gauge the effect of personal relationships among victims, offenders, and witnesses on case outcome; the amount of training and experience prosecutors need for different tasks; and the roles played by prosecutor and police. The results will help prosecutors make case-screening decisions, identify appropriate classes of cases for diversion, and improve manpower allocation.

Parole Decisionmaking. Parole guidelines developed through earlier Institute research have been used in all Federal parole selection decisions since June 1973. Based on the Federal system's acceptance of these guidelines, the Institute in 1974 awarded a grant to implement them at the State level on a voluntary basis. Several interested State parole boards will receive technical assistance to put the guidelines into practice and to evaluate the results.

Body Armor for Police. Continued testing of Kevlar—the lightweight, flexible material for body armor capable of stopping a bullet from a handgun at 15 feet—indicates that the material also is effective in absorbing blunt trauma, the crushing effect of a bullet on human tissue. Current testing is now evaluating Kevlar's comfort when worn for a full working day, its adaptability to extremes of temperature, its durability through long periods of use, and its psychological effect on the officers who wear it.

Manpower Survey. Because a substantial portion of LEAA's budget funds training for criminal justice personnel, the Institute this year began a major survey of criminal justice personnel needs to determine what kinds of specialized training are needed for positions such as patrol officer, detective, or forensic scientist. This work will also examine trends in criminal justice employment, assess the quality of existing training programs, and develop priorities for improving them.

Evaluation

In response to the broadened mandate of the Crime Control Act of 1973, an LEAA Evaluation Policy Task Force was formed, chaired by the Deputy Director of the Institute. Serving on the Task Force were representatives of LEAA central and regional offices and SPA's. In its March 1974 report, the Task Force outlined a comprehensive evaluation program for LEAA to be directed and coordinated by the Institute.

In its efforts to develop a comprehensive program to evaluate criminal justice techniques on a systemwide basis, the Institute undertook the following activities during fiscal year 1974.

An Office of Evaluation was created within the Institute to evaluate national scope projects such as the LEAA High Impact Anticrime Program. Evaluations of the Impact Cities and the Courts Improvement Program are underway. The Office of Evaluation also is designing an evaluation clearinghouse service to assist State evaluators, and grants have been awarded to develop more sophisticated methods to measure the impact of criminal justice programs.

The Institute has established a National Evaluation Program to assess, with the help of SPA's, the nationwide impact of widely used programs such as halfway houses and youth service bureaus. It will gather and disseminate information on the effectiveness and cost of various approaches to crime control and criminal justice improvements.

Technology Transfer

The Institute undertook the following activities as part of its effort to help State and local criminal justice agencies understand and use research findings and benefit from innovative practices that have proven successful.

Model Program Development. Drawing from its own research findings, the best of local programs, and a synthesis of operating agency experience throughout the country, the Institute develops guidelines to help communities establish model criminal justice programs.

After screening and independent evaluation, seven outstanding local programs were designated Exemplary Projects:

An automated management information system to help prosecutors assign priorities and

allocate resources on pending cases (PROMIS, District of Columbia).

A community-based corrections program offering qualified offenders four alternatives to imprisonment (Division of Court Services, Des Moines, Iowa).

An out-of-court method of resolving citizen disputes, family fights, and similar minor cases (Citizen Dispute Settlement, Columbus, Ohio).

A Public Defender Service that incorporates intensive training for new attorneys (PDS, District of Columbia).

A juvenile diversion program providing short-term family crisis counseling for major offenders (Probation Department, Sacramento, Calif.).

An alternative to training school for adjudicated delinquents offering intensive remedial education and counseling (Providence Educational Center, St. Louis, Mo.).

A Neighborhood Youth Resources Center that provides direct services, makes referrals to other agencies, and operates a cultural enrichment program for both clients and nonclients (NYRC, Philadelphia, Pa.).

Information and operating manuals on each project have been prepared to assist communities wishing to establish similar programs.

Prescriptive Packages—handbooks distilling the best available research information and operating experience—were prepared on such topics as establishing and operating police crime analysis units, neighborhood team policing units, improved handling of misdemeanor offenders, and guidelines for developing and using correctional program evaluation techniques.

Training and Demonstration. Through intensive, short-term seminars in every LEAA region, the Institute's National Training Program acquaints key officials in major criminal justice agencies with the most promising new techniques developed through research and field experience. The first seminar series was a training program, developed through earlier Institute research, to equip police to deal more effectively with family disturbance calls. Training seminars are now being conducted on four of the Exemplary Projects and Prescriptive Packages: community-based corrections, police crime analysis units, juvenile diversion, and citizen dispute settlement.

Full-scale demonstrations of the exemplary community-based corrections model and of police training for family crisis intervention are being established in six cities. Demonstrations test the transferability of promising models, help identify the refinements necessary for viable replication, and speed local adoption by making advance practices more visible.

Replication and Dissemination. The National Criminal Justice Reference Service, which last year provided more than 20,000 registered users with documents, information, and other criminal justice information services, this year was expanded to include international publications and to serve foreign clients.

Office of National Priority Programs

Role and Responsibilities

The Office of National Priority Programs was created in February 1974. Its purpose is to develop crime reduction programs that address major crime problems and prompt citizen involvement in the criminal justice processes that affect them.

The office consists of six divisions. Four are major priority divisions: Courts Initiative, Citizens' Initiative, Juvenile Justice Initiative, and Standards and Goals Initiative. The Division of Field Services conducts demonstration projects that embody the office's concepts and priorities. The Division of Program Development and Evaluation develops new ideas and provides technical assistance to other office divisions.

Major Activities

Among the major office activities since its creation are the following:

The Citizens' Initiative Division awarded four grants totaling \$878,000 to help increase citizen participation in the fight against crime.

The Standards and Goals effort was expanded to include the provision of nationwide technical assistance and training sessions on the standards and goals process in criminal justice planning. Standards and goals grants totaling \$3,614,000 were awarded.

The Courts Initiative program was expanded, and 21 grants in court reform, citizen involvement, administrative improvement, and related matters were awarded for a total of more than \$9,572,000.

The Juvenile Justice Division formulated national policies and guidelines for juvenile justice. The division is in the process of developing action programs to counter juvenile delinquency. Awards totaling \$662,000 were made for juvenile justice programs during fiscal year 1974. The division is making plans to implement the provisions of the Juvenile Justice and Delinquency Prevention Act of 1974, which established a new LEAA office to address juvenile justice problems.

Field Services Division activities include the selection of several communities as demonstration sites to test the effectiveness of criminal justice projects to foster citizen involvement in the criminal justice process. One major award totaling \$350,000 was made, and others are contemplated.

The office developed plans and programs that embody the management-by-objectives concept and that incorporate major initiatives in the area of evaluation. Two new action programs—the Career Offender Program and the Crimes Against Business Program—are being developed by the Division of Program Development and Evaluation.

Private Security Advisory Council. The Program Development and Evaluation Division of ONPP supports a Private Security Advisory Council that was established in 1973 to advise LEAA in matters concerning the private security industry. Advisory Council members were selected from among elected and appointed law enforcement officials, private security services industry officials, corporate and institutional users of private security, and interested professionals.

Among the Advisory Council's goals are to raise the standards of the private security industry, to increase cooperation and understanding between the private security industry and public law enforcement, and to advise LEAA on issues of national importance in this field.

Initiative-Oriented Technical Assistance. The Field Services Division of ONPP endeavors to help communities identify the nature and scope of their crime and delinquency problems and to implement appropriate short- and long-range solutions to those problems.

During fiscal year 1974, 16 LEAA employees were trained to provide this type of assistance. Following the training phase of the program, the staff was divided into teams and sent to four cities selected as initial sites for this comprehensive planning effort. The teams have facilitated the establishment of planning groups, steering committees, and ad hoc groups and have developed close working relationships with LEAA regional offices, SPA's, regional planning units, and local community representatives.

National Criminal Justice Information and Statistics Service

Role and Responsibilities

The National Criminal Justice Information and Statistics Service is the primary criminal justice data collection agency for the Federal Government. NCJISS is responsible for developing programs involving the collection, processing, transmission, analysis, and dissemination of data on crime; on the impact of crime on society; and on Federal, State, and local criminal justice systems. NCJISS is involved in the

development and implementation of national policy regarding criminal justice information, telecommunications, and statistical systems. NCJISS places a special emphasis on security and privacy safeguards on personal and other criminal justice data.

Major Activities

The principal fiscal year 1974 activities of NCJISS are described briefly below. Expanded discussions on Project SEARCH, security and privacy, victimization surveying, Comprehensive Data Systems, as well as communications and information systems are contained in the "Information Systems" chapter of this report.

Project SEARCH. Project SEARCH, a consortium of State and territorial representatives from the criminal justice community, has been involved for the past four and one-half years in research-oriented projects concerning criminal justice information systems. The original purpose of Project SEARCH was to develop a uniform nationwide system for computerizing criminal history information. That has been accomplished. During fiscal year 1974, the scope and responsibilities of Project SEARCH were expanded; in March 1974, the project was incorporated as a nonprofit corporation.

Security and Privacy. LEAA is currently preparing regulations to fulfill requirements of Section 524(b) of the Crime Control Act of 1973. The proposed regulations govern the use, dissemination and treatment of criminal justice information maintained in an information system that is LEAA-supported or that exchanges data with a system supported by the Department of Justice or LEAA. Draft regulations were published in February 1974.

Data Collection. One of LEAA's most innovative data collection efforts is the National Crime Panel Program, which collects information regarding criminal victims. The panel's advance report, *Crime in the Nation's Five Largest Cities*, contains crime victimization data for Chicago, Ill., Detroit, Mich., Los Angeles, Calif., Philadelphia, Pa., and New York, N.Y. A similar report, *Crime in Eight American Cities — Advance Report*, studies victimization rates in LEAA's eight High Impact Cities. Data collection is continuing for the national sample compiled on a monthly basis.

During fiscal year 1974, NCJISS published the fourth volume in a series of annual reports on criminal justice employment and expenditures. Data for the reports are gathered by the Bureau of the Census working under inter-agency agreement with LEAA. The title of the latest report is *Expenditure and Employment Data for the Criminal Justice System 1971-72*.

Other ongoing data collection programs include the annual census of juvenile detention and correctional facilities and the continuation of the National Prisoner Statistics program.

Comprehensive Data Systems. There are five system components that States must agree to adopt before receiving LEAA discretionary or technical assistance funds for the implementation of information systems. These components make up the Comprehensive Data Systems program. During fiscal year 1974, nine States received approval of their CDS Action Plans, bringing to 32 the number of States actively participating in the CDS grant program. Forty-four grant awards were made to 20 States for the devel-

opment and implementation of one or more of the five CDS components.

The Associated Public Safety Communications Officers, Inc., was awarded a grant to review and assess radio telecommunications planning currently underway in 51 SPA's.

An LEAA grant of \$1.6 million was awarded to the National Law Enforcement Telecommunications System in Phoenix, Ariz., to improve its teletypewriter system. The new system will provide communication among the Nation's law enforcement agencies and ultimately will handle 50 times more messages than the present system.

Communications. A pilot program to determine the feasibility of a portable digital communications system for use by officers on foot patrol was established in the District of Columbia. This system is designed to provide the foot patrol officer with direct access to computerized criminal justice information, bypassing overworked dispatchers and speeding up the transmission of accurate and secure information.

Information Systems. During fiscal year 1974, NCJISS increased efforts to replicate successful automated criminal justice information systems and to transfer them to other jurisdictions. Two such systems have been identified—the Kansas City, Mo., ALERT System and PROMIS (Prosecutor's Management Information System), in the District of Columbia. In addition, NCJISS has funded an 18-month project to automate the records system of the Sacramento County (Calif.) Superior Court. The program will be suitable for replication in other court systems at significantly reduced cost.

Office of the Comptroller

Role and Responsibilities

The Comptroller is the principal adviser to the Administrator on the financial management of LEAA. The Office of the Comptroller provides staff leadership in establishing Agency policy in this area. Specifically, the office is responsible for:

- Budget planning and administration.
- Operation, maintenance, and control of the Agency's accounting and reporting systems.
- Auditing and scheduling for payment all vouchers and invoices.
- Supervision of contract and procurement activity.
- Formulation of procedures for the financial administration of grants.
- Provision of technical assistance and training to regional offices and SPA's in the areas of financial management, grant administration, budgeting, accounting, and contracting.
- Provision of systems and data processing support to the Agency, including development and implementation of a Grants Management Information System and the provision of assistance to the National Conference of State Criminal Justice Planning Administrators in the development of SPA management systems.

Major Activities

The major activities of the Office of the Comptroller during fiscal year 1974 were the following:

- Published a new *Financial Guide* that implements the requirements of OMB Circular No. A-102 (Uniform Administrative Requirements for Grants-in-Aid to State and Local Gov-

ernments). Also published a *Training Manual* for implementation of the LEAA financial system.

- Designed a new accounting system for administrative and program funds.
- Designed and implemented a new training program for regional office and SPA financial management officers.
- Developed a Financial Management Information System, which, in concert with the Grants Management Information System, will provide the financial control and program information necessary to administer LEAA programs at the Federal level.
- Designed and implemented a voluntary Procedure Assistance Program that has provided procurement training to explain OMB Circular A-102, Attachment O, to 32 States and 1,200 State and local government officials; published and distributed 6,000 copies of the Grant Manager Procurement Manual, explaining Attachment O; provided on-the-scene procurement assistance to SPA's; and provided inhouse review and telephone assistance on any procurement problems to SPA's.
- Established the Grants and Contracts Management Division, which in addition to its contracting responsibility for the Agency, has assumed responsibility for expeditious processing of grant applications and effective grant administration and closeout.

Office of Operations Support

Role and Responsibilities

The Office of Operations Support is responsible for directing and coordinating all activities concerning the internal and organizational support of LEAA. These activities include:

- Personnel management.
- Health services.
- Internal and external training.
- Procurement.
- Administrative services.
- Audiovisual services.
- Publications.
- LEAA directives system.
- Records, correspondence, and files management.

Major Activities

Major fiscal year 1974 activities of the Office of Operations Support are discussed below.

Personnel. LEAA reached a peak strength of 650 employees during fiscal year 1974.

A Personnel Action Review Board composed of top Agency managers was established to review the qualifications of all candidates for initial appointment, reassignment, transfer, and promotion at positions GS-14 and above.

A major new Personnel Division effort has been the completion of an Agency reorganization. Significant resources are expended in preparing functional statements, organization charts, and job descriptions to support the reorganization.

The Personnel Division continued its involvement in the Intergovernmental Personnel Act, which furthers Federal, State, and local cooperation through the interchange of skilled manpower for short-term assignments. A police officer from the Kansas City, Mo., Police Department was assigned to LEAA's National Institute of Law Enforcement and Criminal Justice. In addition, an LEAA employee is currently on a two-year assignment with St. Petersburg, Fla., and an assistant prosecuting attorney from Jackson County, Mo., was assigned to LEAA's Office of National Priority Programs.

Training. Between January 1 and June 30, 1974, LEAA conducted a study of its training needs. In response to the findings of this study, plans were made to organize and staff a Training Division to develop and conduct a comprehensive training program for LEAA employees. This plan was implemented in June 1974.

Administrative Services. During fiscal year 1974, the Administrative Services Division implemented a Materials Assistance Branch for the acquisition and use of Federal excess personal property by LEAA grantees and subcontractors. Approximately \$2.5 million worth of usable material was acquired and loaned to grantees in six regions.

Major accomplishments of the program were:

- Following the riot and fire at the Oklahoma State Penitentiary, more than \$300,000 in excess property was immediately made available to assist the facility in resuming operations.
- Approximately \$370,000 in excess property was made available to the Texas Department of Corrections for use in its corrections system for betterments and for rehabilitation and training of inmates.
- Approximately \$420,000 in excess property was made available to California for use in its research and development projects for criminal justice programs.

Audiovisual. The first phase of establishing a Criminal Justice Audiovisual Resource Center—the publishing of a national criminal justice audiovisual directory—was completed.

The LEAA exhibits program is being expanded to assist the Agency in implementing the Citizens' Initiative Program.

Records, Files, and Correspondence Management. All records of the Administration were identified and disposition schedules were developed, approved, and published in a new Agency files maintenance handbook. A uniform correspondence practices system was established for LEAA.

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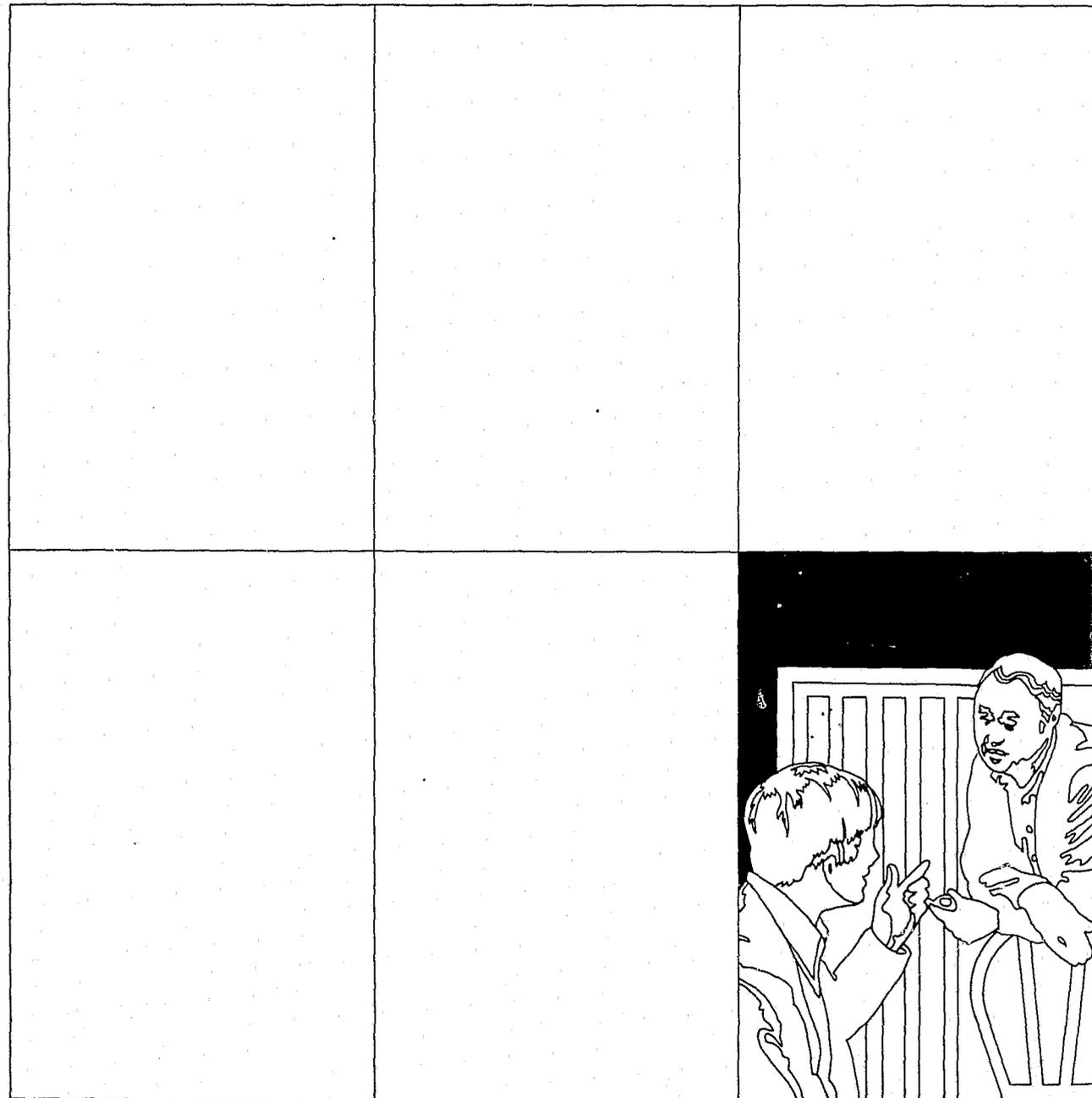


Table 1. Fiscal Year 1974 Publications of the National Institute of Law Enforcement and Criminal Justice

Contract or Grant #	Title	GPO Stock #	Price
J-LEAA-021-72	Innovation in Law Enforcement	2700-00194	\$2.35
"	New Approaches to Diversion and Treatment of Juvenile Offenders	2700-00190	\$2.60
"	Deterrence to Crime in and Around Residences	2700-00196	\$2.10
"	Prevention of Violence in Correctional Institutions	2700-00193	\$.95
"	The Change Process in Criminal Justice	2700-00191	\$2.35
"	Research on Street Crime Control	2700-00201	\$1.00
"	Reducing Court Delay	2700-00195	\$2.10
"	Reintegration of the Offender Into the Community	2700-00192	\$.85
"	Progress Report of the National Advisory Commission on Criminal Justice Standards and Goals	2700-00189	\$.85
NI-71-097	Prevention and Control of Collective Violence	2700-00197	\$.95
"	Vol. I Guidelines for the Chief of Police		
"	Vol. II Guidelines for Community Relations Personnel	2700-00198	\$.85
"	Vol. III Guidelines for Intelligence Personnel	2700-00199	\$.85
"	Vol. IV Guidelines for Patrol Commander	2700-00200	\$.85
"	Vol. V Guidelines for Patrol Personnel	2700-00203	\$.75
	Classification of Criminal Behavior: Selected papers from a seminar series sponsored by NILECJ	Not on sale at GPO	
NI-70-065-17	Pilot Computerized Infrared Data File for Forensic Science Laboratories: An Evolution Study	Not on sale at GPO	
NI-71-093	Criminal Appeals: English Practices and American Reform	2700-00202	\$.40
NI-70-038	Determinants of Police Behavior—Summary	2700-00215	\$.55
NI-72-0002	Patterns of Burglary (Second Revised Edition)	2700-00207	\$3.45
F19628-73-C-0001	Evaluation in Criminal Justice Programs: Guidelines and Examples	2700-00210	\$1.75
LESL Report-0202.00	Batteries Used with Law Enforcement Communications Equipment: Chargers and Charging Techniques	2700-00216	\$.80
LESL Report-0203.00	Technical Terms and Definitions Used with Law Enforcement Communications Equipment	2700-00214	\$1.55
71-DF-7618	Crime Scene Search and Physical Evidence Handbook	2700-00225	\$2.00
3-2148-J-LEAA	A Handbook on Community Corrections in Des Moines	2700-00219	\$1.60
NI-71-122	Prosecution of Adult Felony Defendants in Los Angeles County: A Policy Perspective	2700-00224	\$1.75

Table 1. Fiscal Year 1974 Publications of the National Institute of Law Enforcement and Criminal Justice—Continued

Contract or Grant #	Title	GPO Stock #	Price
NI-70-053	Cases and Materials on Prison Inmate Legal Assistance	2700-00222	\$1.60
NI-71-053	The Law of Detainers	2700-00223	\$1.45
NI-71-153	New Effective Measures for Organized Crime Control Efforts: Development and Evaluation	Not on sale at GPO	
LEAA-72-TA-03-0001	Diversion of the Public Inebriate from the Criminal Justice System	2700-00226	\$.75
LEAA-72-TA-99-0017	Methadone Treatment Manual	2700-00227	\$1.20
NI-71-143-PO	Anatomy of a Scam: A Case Study of a Planned Bankruptcy by Organized Crime	2700-00230	\$1.20
NI-71-078	A Semiautomatic Speaker Recognition System	2700-00231	\$4.55
NI-71-157	Bail and Its Reform: A National Survey—Summary Report	2700-00234	\$1.05
NI-71-129	Investigation of Digital Mobile Radio Communications	2700-00233	\$1.60
NI-71-026-C2	Residential Security	2700-00235	\$1.60
72-DF-01-0028	Improving Police/Community Relations	2700-00237	\$1.45
LESL Standard-0301.00	Magnetic Switches for Burglar Alarm Systems	2700-00238	\$.65
In House	Library Book Catalog—Subject Catalog—Supplement, June 1973, Supplement, Dec. 1973	2700-00211	\$2.05
"	Library Book Catalog—Title Catalog—Supplement, June 1973, Supplement, Dec. 1973	2700-00213	\$1.50
"	Library Book Catalog—Author Catalog—Supplement, June 1973, Supplement, Dec. 1973	2700-00212	\$1.45
"	Library Book Catalog—Periodical Catalog—Supplement, Dec. 1973	—	—
"	Document Retrieval Index, September 1973	—	—
"	Document Retrieval Index, January 1974	—	—

Table 2. Fiscal Year 1974 Publications of the National Criminal Justice Information and Statistics Service

Title	GPO Stock #	Price
Children in Custody: A Report on the Juvenile Detention and Correctional Facility Census of 1971	2700-00263	\$1.15
Crimes and Victims: A Report on the Dayton-San Jose Pilot Survey of Victimization	Available from National Criminal Justice Reference Service	
Crime in the Nation's Five Largest Cities: National Crime Panel Surveys of Chicago, Detroit, Los Angeles, New York, and Philadelphia - Advance Report	Available from National Criminal Justice Reference Service	
National Survey of Court Organization	2700-00228	\$2.40
Expenditures and Employment Data for the Criminal Justice System 1971-72	—	\$3.05

Table 3. Other Fiscal Year 1974 LEAA Publications

Title	GPO Stock #	Price
Executive Summary Reports of the National Advisory Commission on Criminal Justice Standards and Goals	5203-00053	—
A Call for Citizen Action: Crime Prevention and the Citizen	Available from National Criminal Justice Reference Service	

Table 4. Victimization Rates for Persons Age 12 and Over, by Type of Victimization and City

(Rate per 1,000 population age 12 and over, based on surveys during the months July through November 1972 of victimizations during the previous 12 months)

Type of victimization	Atlanta	Baltimore	Cleveland	Dallas	Denver	Newark	Portland	St. Louis
Crimes of violence	48	56	54	43	67	42	59	42
Rape and attempted rape	2	1	2	2	3	1	3	1
Robbery	16	26	24	10	17	29	16	16
Robbery and attempted robbery with injury	4	8	6	3	6	9	5	5
Serious assault	2	4	3	1	3	4	2	2
Minor assault	1	4	2	1	3	4	2	3
Robbery without injury	7	11	12	4	6	13	5	7
Attempted robbery without injury	5	7	6	4	6	7	6	4
Assault	30	28	28	31	46	12	40	25
Aggravated assault	15	13	15	14	20	6	16	13
With injury	4	6	4	5	6	3	5	5
Attempted assault with weapon	11	7	11	9	14	3	11	8
Simple assault	15	15	13	17	27	6	24	12
With injury	4	3	3	4	7	2	6	3
Attempted assault without weapon	11	11	10	13	20	4	18	9
Crimes of theft	100	79	71	97	134	50	123	73
Personal larceny with contact	11	13	9	4	6	15	5	8
Purse snatching	2	5	4	1	2	7	1	3
Attempted purse snatching	1	2	1	1	1	3	1	1
Pocket picking	8	7	4	2	3	6	3	4
Personal larceny without contact	89	65	62	92	128	35	118	64

NOTE: Detail may not add to total shown because of rounding. In general, small differences between any two figures in this table are not statistically significant because of sampling.

Table 5. Victimization Rates for Persons Age 12 and Over, by Type of Victimization and City, 1972

(Rate per 1,000 population age 12 and over)

Type of victimization	Chicago	Detroit	Los Angeles	New York	Philadelphia
Crimes of violence	56	68	53	36	63
Rape and attempted rape	3	3	2	1	1
Robbery	26	32	16	24	28
Robbery and attempted robbery with injury	7	8	5	5	8
Serious assault	3	5	3	3	4
Minor assault	3	3	2	2	4
Robbery without injury	13	17	6	13	12
Attempted robbery without injury	7	8	5	6	8
Assault	27	33	35	11	34
Aggravated assault	12	18	15	4	17
With injury	4	6	5	2	7
Attempted assault with weapon	8	12	10	2	10
Simple assault	14	15	19	6	17
With injury	4	3	5	1	4
Attempted assault without weapon	11	12	15	5	13
Crimes of theft	87	95	105	51	95
Personal larceny with contact	14	9	7	15	14
Purse snatching	5	4	2	5	4
Attempted purse snatching	2	1	1	2	2
Pocket picking	7	4	4	7	7
Personal larceny without contact	73	85	99	37	81

NOTE: Details may not add to the totals shown because of rounding. In general, small differences between any two figures in this table are not statistically significant because of sampling.

Table 6. Household Victimization Rates, by Type of Victimization and City

(Rate per 1,000 households, based on surveys during the months July through November 1972 of victimizations during the previous 12 months)

Type of victimization	Atlanta	Baltimore	Cleveland	Dallas	Denver	Newark	Portland	St. Louis
Burglary	161	116	124	147	158	123	151	125
Forcible entry	76	53	55	52	65	65	54	59
Unlawful entry (without force)	43	30	39	62	55	27	66	32
Attempted forcible entry	42	33	31	32	38	31	32	34
Household larceny	102	100	80	147	168	44	149	81
Completed larceny	95	93	70	139	155	39	136	73
Attempted larceny	7	7	10	8	13	5	13	8
Auto theft	29	35	76	24	44	37	34	47
Completed theft	21	25	52	18	31	27	26	31
Attempted theft	7	10	24	7	13	10	7	16

NOTE: Detail may not add to total shown because of rounding. In general, small differences between any two figures in this table are not statistically significant because of sampling.

Table 7. Household Victimization Rates, by Type of Victimization and City, 1972

(Rate per 1,000 households)

Type of victimization	Chicago	Detroit	Los Angeles	New York	Philadelphia
Burglary	118	174	148	68	109
Forcible entry	52	89	61	28	50
Unlawful entry (without force)	30	43	48	18	24
Attempted forcible entry	36	42	39	21	35
Household larceny	77	106	131	33	87
Completed larceny	70	95	120	29	79
Attempted larceny	7	11	11	4	7
Auto theft	36	49	42	26	42
Completed theft	27	36	28	19	26
Attempted theft	9	13	15	7	16

NOTE: Details may not add to the totals shown because of rounding. In general, small differences between any two figures in this table are not statistically significant because of sampling.

Table 8. Commercial Victimization Rates, by Type of Victimization and City

(Rate per 1,000 establishments, based on surveys during the months July through November 1972 of victimizations during the previous 12 months)

Type of victimization	Atlanta	Baltimore	Cleveland	Dallas	Denver	Newark	Portland	St. Louis
Burglary	741	578	367	355	443	631	355	531
Completed burglary	544	397	269	273	313	455	259	345
Attempted burglary	197	181	97	82	130	176	96	186
Robbery	157	135	77	48	54	98	39	94
Completed robbery	120	112	58	40	44	59	28	62
Attempted robbery	37	23	19	9	11	39	11	32

NOTE: Detail may not add to the total shown because of rounding. In general, small differences between any two figures in this table are not statistically significant because of sampling.

Table 9. Commercial Victimization Rates, by Type of Victimization and City, 1972

(Rate per 1,000 establishments)

Type of victimization	Chicago	Detroit	Los Angeles	New York	Philadelphia
Burglary	315	615	311	328	390
Completed burglary	231	412	223	241	266
Attempted burglary	86	203	88	87	124
Robbery	77	179	47	103	116
Completed robbery	53	137	36	78	87
Attempted robbery	24	42	11	25	29

NOTE: In general, small differences between any two figures in this table are not statistically significant because of sampling.

Table 10. Percent of Victimization Reported to the Police, by Type of Victimization and City

(Based on surveys during the months July through November 1972 of victimizations during the previous 12 months)

Type of victimization	Atlanta	Baltimore	Cleveland	Dallas	Denver	Newark	Portland	St. Louis
Personal	33	41	36	31	35	41	34	41
Crimes of violence	45	51	46	41	40	50	41	50
Rape and attempted rape	35	53	55	58	55	58	42	42
Robbery	56	57	53	52	44	50	45	57
Robbery and attempted robbery with injury	63	65	65	69	60	60	62	59
Serious assault	66	72	76	82	65	68	62	67
Minor assault	57	58	49	56	55	52	61	52
Robbery without injury	62	64	60	61	46	51	47	71
Attempted robbery without injury	41	35	31	30	25	33	32	33
Assault	41	46	39	36	38	49	37	46
Aggravated assault	52	57	46	47	46	60	48	53
With injury	56	63	57	58	55	60	52	60
Attempted assault with weapon	51	51	42	42	42	61	46	48
Simple assault	30	36	31	27	32	37	30	39
With injury	40	53	36	32	43	43	43	58
Attempted assault without weapon	26	31	29	26	29	35	26	32
Crimes of theft	27	34	27	27	32	34	31	36
Personal larceny with contact	31	46	38	33	46	38	39	48
Purse snatching	45	62	61	55	71	50	65	69
Attempted purse snatching	(B)	(B)	(B)	(B)	(B)	19	(B)	(B)
Pocket picking	28	46	22	23	44	33	37	39
Personal larceny without contact	26	32	26	27	31	32	31	34
Household	45	49	49	42	47	51	43	52
Burglary	55	57	53	50	57	51	50	56
Forcible entry	77	78	75	74	77	66	71	74
Unlawful entry (without force)	38	47	43	41	48	41	44	51
Attempted forcible entry	32	34	26	29	37	28	28	30
Household larceny	21	26	20	27	30	28	29	32
Completed larceny	20	28	20	27	31	29	30	32
Attempted larceny	24	38	17	30	19	20	21	30
Auto theft	79	78	75	76	78	79	79	74
Completed theft	93	94	96	90	94	95	91	96
Attempted theft	39	38	30	40	39	34	37	32
Commercial	75	83	77	76	78	79	78	73
Burglary	71	81	74	74	76	80	77	71
Robbery	92	94	90	92	96	75	88	88
Completed robbery	97	98	96	98	97	89	100	95
Attempted robbery	74	80	73	65	94	54	57	73

NOTE: In general, small differences between any two figures in this table are not statistically significant because of sampling.

(B): Percent not shown because estimated number of victimizations in this category was too small to be statistically reliable.

Table 11. Percent of Victimitizations Reported to the Police, by Type of Victimitization and City, 1972

Type of victimization	Chicago	Detroit	Los Angeles	New York	Philadelphia
Personal	37	39	33	38	36
Crimes of Violence	48	51	44	45	47
Rape and attempted rape	53	55	46	61	55
Robbery	52	60	48	47	50
Robbery and attempted robbery with injury	69	75	64	50	64
Serious assault	70	72	69	58	70
Minor assault	67	79	57	41	57
Robbery without injury	57	62	51	51	57
Attempted robbery without injury	27	39	27	33	27
Assault	44	42	42	41	44
Aggravated assault	52	53	52	57	51
With Injury	72	68	57	73	59
Attempted assault with weapon	41	46	50	44	46
Simple assault	37	28	34	31	36
With Injury	54	41	46	45	54
Attempted assault without weapon	31	25	30	27	31
Crimes of theft	30	31	28	33	28
Personal larceny with contact	41	48	37	37	39
Purse snatching	61	74	58	53	57
Attempted purse snatching	19	(B)	(B)	22	(B)
Pocket picking	35	35	26	29	35
Personal larceny without contact	28	29	27	31	27
Household	48	50	44	49	46
Burglary	53	57	53	52	55
Forcible entry	74	75	75	71	78
Unlawful entry (without force)	40	44	45	52	44
Attempted forcible entry	35	35	30	25	31
Household larceny	26	25	25	24	22
Completed larceny	27	26	25	25	22
Attempted larceny	20	18	31	(B)	25
Auto theft	78	78	69	73	69
Completed theft	93	96	92	92	92
Attempted theft	35	26	26	26	32
Commercial	75	77	73	80	78
Burglary	71	76	71	79	75
Robbery	91	83	84	83	88

NOTE: In general, small differences between any two figures in this table are not statistically significant because of sampling.
(B): Percent not shown because estimated number of victimizations in this category was too small to be statistically reliable.

**Table 12. Distribution of National Institute of Law Enforcement and Criminal Justice Funds in Fiscal Year 1974 *
By Program Area**

Program Area	Funds Available	Percent
Community Crime Prevention	\$ 3,483,160	10.7%
Juvenile Delinquency	1,707,766	5.1
Police	1,914,815	5.8
Courts	2,061,266	6.3
Corrections	2,547,019	7.2
Advanced Technology	8,621,084	26.5
Education and Manpower	1,274,550	3.9
Evaluation	4,414,005	13.6
Visiting Fellows	262,850	0.8
Technology Transfer	6,355,884**	19.5
	\$82,642,401	100.0%

* Pass-through awards (\$7.1 million to the Drug Enforcement Administration and \$7.2 million to the LEAA Pilot Cities) and purchase orders not included.
** This figure includes \$4,544,988 in training and technical assistance funds.

Table 13. Allocation of Block Action (Part C) Funds by Program Categories and by State, Fiscal Year 1974

State	Funds Available	Legislation	Planning and Evaluation	Research and Info System	Prevention	Detection Deterrence, Apprehension	Diversion	Adjudication	Non Instit. Rehab	Institute Rehab
Alabama	8,026,000	—	100,000	—	1,682,473	3,072,682	—	1,203,900	1,353,960	612,785
Alaska	1,150,000	—	410,000	170,000	80,000	260,000	—	75,000	100,000	55,000
Arizona	4,127,000	70,000	232,000	637,000	178,000	1,169,000	415,000	716,000	528,000	182,000
Arkansas	4,482,000	100,000	—	170,000	515,858	1,661,042	40,000	707,100	758,000	530,000
California	46,495,000	45,602	4,224,199	9,165,805	4,214,301	17,407,426	6,108,831	1,250,050	3,184,430	894,356
Colorado	5,143,000	—	170,000	1,070,500	392,600	1,396,400	—	267,500	908,000	550,000
Connecticut	7,064,000	—	549,300	1,290,000	858,568	1,457,600	799,400	653,400	1,210,332	245,400
Delaware	1,405,000	1,000	102,000	160,000	175,000	202,000	88,000	370,000	220,000	87,000
D.C.	2,000,000	—	—	306,082	—	200,000	536,630	424,918	321,516	210,854
Florida	15,821,000	—	494,933	2,839,381	1,708,545	4,839,006	1,472,750	942,449	2,903,764	620,172
Georgia	10,695,000	—	340,030	1,220,000	770,874	5,207,034	10,287	1,654,004	1,348,435	144,336
Hawaii	2,000,000	—	79,000	121,200	386,500	674,800	238,000	211,500	144,000	145,000
Idaho	1,826,000	—	—	25,540	70,490	993,222	127,917	424,825	110,548	73,458
Illinois	25,898,000	—	1,568,803	379,400	2,849,207	9,018,987	1,848,987	6,988,690	1,682,836	1,561,090
Indiana	12,102,000	40,000	383,139	544,198	1,992,765	3,593,742	1,657,585	1,476,453	781,127	1,332,991
Iowa	6,581,000	—	90,000	428,500	77,615	3,081,088	—	1,045,307	1,632,443	226,047
Kansas	5,235,000	45,000	—	731,000	460,000	1,268,244	—	1,055,756	750,000	925,000
Kentucky	7,500,000	90,000	577,956	55,054	1,409,028	2,890,476	404,735	750,484	1,236,292	85,975
Louisiana	8,485,000	11,250	50,000	467,543	945,964	4,107,423	34,710	1,298,727	388,133	1,181,050
Maine	2,312,000	100,000	29,010	104,000	5,182	969,109	190,426	338,283	261,727	314,263
Maryland	9,140,000	—	137,300	362,800	433,900	3,187,300	99,600	1,707,800	2,360,800	850,500
Massachusetts	13,257,000	—	175,000	1,080,000	2,733,028	2,494,062	1,382,592	2,683,333	1,489,067	1,219,918
Michigan	20,681,000	—	250,000	2,551,000	4,205,000	5,575,000	1,510,000	1,070,000	306,000	5,214,000
Minnesota	8,866,000	—	301,000	655,000	1,105,000	3,548,238	477,669	747,093	1,690,000	342,000
Mississippi	5,166,000	—	160,000	571,800	315,000	1,667,080	107,122	1,010,000	855,092	479,906
Missouri	10,897,000	302,139	7,500	2,001,387	45,581	2,502,794	158,046	2,254,209	2,554,370	1,070,974
Montana	1,780,000	2,500	15,000	29,000	70,000	1,067,000	22,500	201,000	230,900	142,100
Nebraska	3,457,000	35,000	25,000	86,000	69,000	1,833,500	55,000	335,000	723,250	295,250
Nevada	1,253,000	—	10,522	399,927	2,965	278,593	16,262	188,137	125,256	231,338
New Hampshire	2,000,000	15,000	46,000	110,000	194,000	890,000	55,000	272,000	185,000	233,000
New Jersey	16,703,000	—	50,000	900,000	3,411,000	4,102,000	2,015,000	3,885,000	1,530,000	810,000
New Mexico	2,367,000	78,000	120,000	56,700	360,000	666,850	25,000	401,050	440,000	219,400
New York	42,496,000	—	2,724,000	1,250,000	6,272,000	8,175,000	4,000,000	7,750,000	4,550,000	7,775,000
North Carolina	11,842,000	—	160,000	1,527,000	1,396,300	4,160,500	265,000	1,712,000	700,000	1,921,200
North Dakota	1,583,000	45,000	163,000	168,000	163,500	486,000	104,000	239,500	78,500	135,500
Ohio	24,821,000	70,163	1,765,139	2,651,358	3,549,755	6,048,818	1,497,562	2,561,217	4,637,570	2,039,418
Oklahoma	5,964,000	—	336,414	288,100	640,000	1,948,617	674,000	792,794	623,000	661,075
Oregon	4,873,000	81,500	108,480	927,695	634,814	2,060,037	207,700	137,349	655,425	60,000
Pennsylvania	27,482,000	160,057	—	1,005,391	3,204,450	8,761,972	846,085	3,832,247	6,661,303	3,010,495
Rhode Island	2,206,000	—	9,820	58,595	220,189	1,339,777	59,515	244,104	82,000	192,000
South Carolina	6,036,000	19,505	25,180	976,868	48,947	2,756,861	161,036	664,776	1,096,032	286,795
South Dakota	1,707,000	—	—	36,000	81,000	630,275	24,997	489,804	196,280	248,644
Tennessee	9,143,000	—	85,238	1,500,500	62,000	3,705,500	980,300	624,000	546,452	1,639,000
Texas	26,091,000	—	—	2,183,175	2,799,769	11,803,178	259,001	5,641,745	2,904,132	500,000
Utah	2,468,000	75,000	709,034	303,300	—	848,428	33,138	—	498,500	—
Vermont	1,150,000	21,400	103,000	21,000	190,000	476,063	15,000	205,524	38,000	80,013

Table 13. Allocation of Block Action (Part C) Funds by Program Categories and by State, Fiscal Year 1974—Continued

State	Funds Available	Legislation	Planning and Evaluation	Research and Info System	Detection			Diversion	Adjudication	Non Instit. Rehab	Institute Rehab
					Prevention	Deterrence, Apprehension	Apprehension				
Virginia	10,832,000	—	639,000	525,000	2,183,450	3,721,550	50,000	968,000	500,000	2,245,000	
Washington	7,944,000	—	16,338	740,702	1,325,713	1,644,909	195,166	805,038	443,123	2,773,011	
West Virginia	4,064,000	—	—	174,400	570,000	1,440,600	330,000	584,200	426,000	538,800	
Wisconsin	10,294,000	—	278,475	1,025,000	1,742,500	2,042,000	175,000	2,101,000	2,263,025	667,000	
Wyoming	1,150,000	—	—	78,000	—	595,000	68,000	138,500	160,000	110,500	
American Samoa	150,000	—	—	9,000	19,800	98,600	—	—	19,800	2,800	
Guam	360,000	—	—	3,600	98,450	142,200	—	69,300	1,300	45,150	
Puerto Rico	6,320,000	176,600	—	1,261,000	1,470,200	1,671,200	167,400	552,400	255,400	765,500	
Virgin Islands	360,000	—	—	20,000	90,000	125,000	50,000	7,000	—	58,000	
Total	\$483,250,000*	\$1,584,716	\$17,820,810	\$45,423,401	\$58,480,281	\$156,263,983	\$30,327,449	\$66,850,166	\$59,649,130	\$46,250,064	

* Small State Supplements from discretionary grant funds, totaling \$3,000,000, are included in these figures.

Table 14. Allocation of Planning (Part B) Funds by State, Fiscal Years 1969-74

(Amount in thousands)

State	FY 1969	FY 1970	FY 1971	FY 1972	FY 1973	FY 1974
Alabama	\$ 338	\$ 369	\$ 440	\$ 593	\$ 852	\$ 852
Alaska	118	121	130	143	257	257
Arizona	210	228	277	354	535	535
Arkansas	232	252	290	375	564	564
California	1,388	1,566	2,090	2,957	3,976	3,976
Colorado	233	258	320	416	618	618
Connecticut	297	326	401	534	774	774
Delaware	135	141	155	178	304	304
Florida	504	575	773	1,072	1,485	1,485
Georgia	404	450	553	757	1,068	1,068
Hawaii	150	159	176	210	345	345
Idaho	147	154	170	202	335	335
Illinois	833	938	1,207	1,691	2,303	2,303
Indiana	436	487	619	844	1,183	1,183
Iowa	285	312	382	504	734	734
Kansas	253	275	324	422	625	625
Kentucky	315	347	419	561	809	809
Louisiana	346	384	460	622	889	889
Maine	165	175	199	243	388	388
Maryland	347	384	491	662	942	942
Massachusetts	465	516	668	914	1,277	1,277
Michigan	678	763	986	1,371	1,879	1,879
Minnesota	340	380	480	645	920	920
Mississippi	258	280	318	417	620	620
Missouri	409	452	568	770	1,085	1,085
Montana	147	153	170	199	331	331
Nebraska	197	211	248	312	481	481
Nevada	130	134	149	171	292	292
New Hampshire	146	154	173	206	340	340
New Jersey	571	641	816	1,126	1,556	1,556
New Mexico	168	176	201	245	392	392
New York	1,333	1,490	1,914	2,704	3,651	3,651
North Carolina	439	492	601	828	1,162	1,162
North Dakota	143	148	162	188	317	317
Ohio	803	911	1,164	1,625	2,216	2,216
Oklahoma	267	294	352	466	684	684
Oregon	234	253	307	399	596	596
Pennsylvania	882	998	1,278	1,788	2,432	2,432
Rhode Island	161	169	193	236	379	379
South Carolina	274	304	355	471	690	690
South Dakota	145	151	167	195	326	326
Tennessee	362	402	487	662	942	942
Texas	831	942	1,209	1,703	2,319	2,319
Utah	169	179	207	251	400	400
Vermont	128	133	144	164	284	284
Virginia	405	452	558	766	1,080	1,080
Washington	308	352	438	588	845	845
West Virginia	221	239	272	350	530	530
Wisconsin	382	422	541	733	1,036	1,036
Wyoming	121	125	134	148	263	263
District of Columbia	154	161	175	208	343	343
American Samoa	102	102	103	104	205	205
Guam	106	108	109	113	216	216
Puerto Rico	281	308	371	485	713	713
Virgin Islands	104	104	106	109	212	212
Total	\$19,000	\$21,000	\$26,000	\$35,000	\$50,000	\$50,000

Table 15. Allocation of Block Action (Part C) Funds by State, Fiscal Years 1969-74

(Amounts in thousands)

State	FY 1969	FY 1970	FY 1971	FY 1972	FY 1973	FY 1974
Alabama	\$ 434	\$ 3,175	\$ 5,645	\$ 6,915	\$ 8,026	\$ 8,026
Alaska	100 *	249	493	607	700	700
Arizona	201	1,503	2,933	3,559	4,127	4,127
Arkansas	242	1,787	3,157	3,862	4,482	4,482
California	2,352	17,287	32,999	40,060	46,495	46,495
Colorado	243	1,863	3,646	4,432	5,143	5,143
Connecticut	360	2,669	5,001	6,088	7,064	7,064
Delaware	100 *	480	909	1,100	1,277	1,277
Florida	737	5,597	11,166	13,631	15,821	15,821
Georgia	555	4,127	7,518	9,215	10,695	10,695
Hawaii	100 *	699	1,253	1,546	1,791	1,791
Idaho	100 *	639	1,169	1,431	1,660	1,660
Illinois	1,339	9,877	18,368	22,314	25,898	25,898
Indiana	614	4,565	8,609	10,428	12,102	12,102
Iowa	338	2,501	4,670	5,672	6,581	6,581
Kansas	279	2,065	3,712	4,516	5,235	5,235
Kentucky	392	2,906	5,290	6,464	7,500	7,500
Louisiana	449	3,344	5,966	7,315	8,485	8,485
Maine	120	882	1,636	1,995	2,312	2,312
Maryland	451	3,349	6,485	7,875	9,140	9,140
Massachusetts	666	4,902	9,424	11,422	13,257	13,257
Michigan	1,055	7,817	14,692	17,819	20,681	20,681
Minnesota	439	3,302	6,307	7,639	8,866	8,866
Mississippi	289	2,117	3,614	4,451	5,166	5,166
Missouri	565	4,155	7,760	9,391	10,897	10,897
Montana	100 *	627	1,162	1,394	1,618	1,618
Nebraska	176	1,310	2,457	2,979	3,457	3,457
Nevada	100 *	405	807	981	1,139	1,139
New Hampshire	100 *	634	1,210	1,481	1,719	1,719
New Jersey	860	6,372	11,870	14,388	16,703	16,703
New Mexico	123	896	1,671	2,040	2,367	2,367
New York	2,251	16,392	30,093	36,522	42,496	42,496
North Carolina	619	4,625	8,305	10,203	11,842	11,842
North Dakota	100 *	562	1,022	1,240	1,439	1,439
Ohio	1,284	9,563	17,645	21,386	24,821	24,821
Oklahoma	306	2,291	4,182	5,138	5,964	5,964
Oregon	246	1,806	3,442	4,199	4,873	4,873
Pennsylvania	1,427	10,591	19,532	23,679	27,482	27,482
Rhode Island	111	819	1,544	1,907	2,206	2,206
South Carolina	318	2,406	4,223	5,201	6,036	6,036
South Dakota	100 *	599	1,107	1,337	1,551	1,551
Tennessee	478	3,562	6,425	7,878	9,143	9,143
Texas	1,334	9,926	18,393	22,480	26,091	26,091
Utah	126	929	1,775	2,127	2,468	2,468
Vermont	100 *	387	733	893	1,035	1,035
Virginia	557	4,150	7,604	9,333	10,832	10,832
Washington	380	2,971	5,612	6,845	7,944	7,944
West Virginia	221	1,640	2,849	3,502	4,064	4,064
Wisconsin	515	3,795	7,309	8,870	10,294	10,294
Wyoming	100 *	290	556	667	775	775
District of Columbia	100 *	723	1,249	1,519	1,763	1,763
American Samoa		28	47	56	63	63
Guam	40 *	90	146	175	198	198
Puerto Rico	330	2,454	4,502	5,401	6,320	6,320
Virgin Islands	40	50	106	127	146	146
Total	\$25,062	\$182,750	\$340,000	\$413,695	\$480,250	\$480,250

*Includes Small State Supplements.

Table 16. Allocation of Corrections Improvement (Part E) Block Funds by State, Fiscal Years 1971-74

(Amounts in thousands)

State	FY 1971	FY 1972	FY 1973	FY 1974
Alabama	\$ 418	\$ 815	\$ 944	\$ 944
Alaska	37	71	82	82
Arizona	215	419	486	486
Arkansas	233	455	527	527
California	2,421	4,721	5,470	5,470
Colorado	268	522	605	605
Connecticut	368	717	831	831
Delaware	67	130	150	150
Florida	824	1,606	1,861	1,861
Georgia	557	1,086	1,258	1,258
Hawaii	93	182	211	211
Idaho	87	169	195	195
Illinois	1,348	2,629	3,047	3,047
Indiana	630	1,229	1,424	1,424
Iowa		668	774	774
Kansas	273	532	616	616
Kentucky	391	762	882	882
Louisiana	442	862	998	998
Maine	121	235	272	272
Maryland	476	928	1,075	1,075
Massachusetts	690	1,346	1,560	1,560
Michigan	1,077	2,100	2,433	2,433
Minnesota	462	900	1,043	1,043
Mississippi	269	524	608	608
Missouri	565	1,107	1,282	1,282
Montana	84	164	190	190
Nebraska	180	351	407	407
Nevada	59	116	134	134
New Hampshire	90	175	202	202
New Jersey	870	1,696	1,965	1,965
New Mexico	123	240	279	279
New York	2,207	4,304	5,000	5,000
North Carolina	617	1,202	1,393	1,393
North Dakota	75	146	169	169
Ohio	1,292	2,520	2,920	2,920
Oklahoma	310	605	702	702
Oregon	254	495	573	573
Pennsylvania	1,431	2,790	3,233	3,233
Rhode Island	115	225	260	260
South Carolina	314	613	710	710
South Dakota		158	183	183
Tennessee	476	928	1,076	1,076
Texas	1,358	2,649	3,070	3,070
Utah		251	290	290
Vermont	54	105	122	122
Virginia	564	1,100	1,274	1,274
Washington	414	807	935	935
West Virginia	212	413	478	478
Wisconsin	536	1,045	1,211	1,211
Wyoming	40	79	91	91
District of Columbia	92	179	207	207
American Samoa	3	7	8	8
Guam	11	21	23	23
Puerto Rico	326	636	744	744
Virgin Islands	8	15	17	17
Total	\$24,447	\$48,750	\$56,500	\$56,500

Table 17. LEAA Discretionary Grants (Part C) Awarded as of June 30, 1974

(Amounts in thousands)

State	FY 1969	FY 1970	FY 1971	FY 1972	FY 1973	FY 1974
Alabama		\$ 443	\$ 1,327	\$ 1,076	\$ 846	\$ 200
Alaska		368 *	664 *	674 *	965 *	772 *
Arizona		660	1,870	811	1,335	2,207
Arkansas		130	140	130	150	360
California	\$ 860	2,025	8,485	7,951	6,170	6,949
Colorado	18	828	1,384	2,076	5,903	2,289
Connecticut	12	634	842	405	317	124
Delaware	25	273 *	626 *	724 *	428 *	449 *
Florida	166	1,681	3,883	4,264	1,662	512
Georgia		499	1,652	2,455	2,441	4,684
Hawaii		70 *	615 *	533 *	277 *	209 *
Idaho		279 *	694 *	315	280 *	400 *
Illinois	184	808	1,614	1,145	2,739	4,750
Indiana		597	924	629	281	686
Iowa		166	800	315	333	456
Kansas	15	35	1,228	342	125	423
Kentucky	72	1,005	1,596	611	1,345	343
Louisiana	20	593	1,389	2,303	840	2,087
Maine		180 *	917 *	206	220	199 *
Maryland	122	611	1,333	2,483	1,223	607
Massachusetts	174	1,321	2,357	1,125	1,270	2,259
Michigan	112	1,288	3,418	2,106	5,559	764
Minnesota		747	1,334	968	46	1,462
Mississippi		154	656	539	359	359
Missouri		386	1,218	1,777	4,375	3,266
Montana		134 *	766 *	383 *	893 *	886 *
Nebraska		253	734	363	355	533
Nevada	15	295 *	887 *	399 *	866 *	1,352 *
New Hampshire		297 *	497 *	263 *	478 *	281 *
New Jersey	30	1,356	1,141	3,000	4,201	3,341
New Mexico	80	116 *	613 *	830	374	1,580
New York	193	1,396	2,055	7,587	9,294	4,175
North Carolina		778	883	1,076	807	629
North Dakota	10	204 *	480 *	237 *	299 *	653 *
Ohio	120	1,579	2,310	4,126	6,268	6,600
Oklahoma		400	842	583	914	280
Oregon	29	373	374	563	4,159	2,205
Pennsylvania	100	900	2,071	2,731	2,410	986
Rhode Island		327 *	650 *	371 *	235	55
South Carolina	12	578	1,179	529	510	231
South Dakota		130 *	474 *	284 *	650 *	1,081 *
Tennessee		266	730	329	200	200
Texas	204	1,312	1,864	3,853	4,382	7,767
Utah		363 *	371 *	88	412	355
Vermont		250 *	305 *	205 *	269 *	261 *
Virginia		401	928	1,066	1,169	737
Washington	61	150	759	933	1,000	628
West Virginia	50	272	797	1,063	391	220
Wisconsin	149	604	973	429	220	338
Wyoming		287 *	234 *	333 *	625 *	569 *
District of Columbia		2,479 *	4,708 *	3,583 *	2,842 *	2,388 *
American Samoa		22 *	28 *	82 *	87 *	87 *
Guam	15	105 *	104 *	145 *	162 *	162 *
Puerto Rico		219	180	138	450	450
Virgin Islands		235 *	436 *	173 *	214 *	249 *
Miscellaneous	894	109	...	...	...	...
Total	\$3,742	\$31,971	\$69,339	\$71,708	\$83,616	\$75,875

*Includes Small State Supplements.

Table 18. LEAA Discretionary Grants (Part E) Awarded as of June 30, 1974

(Amount in thousands)

State	FY 1971	FY 1972	FY 1973	FY 1974
Alabama	\$ 400	\$ 1,795	\$ 507	\$ 175
Alaska	156	...	81	510
Arizona	839	341	500	606
Arkansas	1,397	279	1,887	3,282
California	500	4,595	2,034	1,370
Colorado	180	2,800	3,191	...
Connecticut	120	476	691	717
Delaware	403	250	105	25
Florida	650	380	293	163
Georgia	278	1,668	2,374	2,089
Hawaii	7	...	750	4,418
Idaho	573	365	265	2,654
Illinois	1,914	1,239	1,595	228
Indiana	630	128	233	250
Iowa	...	...	167	...
Kansas	150	...	...	...
Kentucky	417	20	...	...
Louisiana	775	2,055	1,521	159
Maine	73	...	3,750	2,312
Maryland	734	2,722	157	375
Massachusetts	690	526	...	...
Michigan	1,155	807	2,588	758
Minnesota	350	508	...	...
Mississippi	239	1,000	...	849
Missouri	1,351	2,773	2,270	107
Montana	276	34	4,770	5,157
Nebraska	112	337	...	...
Nevada	201	103	2,367	250
New Hampshire	110	300	500	400
New Jersey	567	1,869	518	298
New Mexico	310	234	2,010	767
New York	750	2,158	50	639
North Carolina	314	139	382	129
North Dakota	210	...	325	...
Ohio	500	...	321	...
Oklahoma	142	3,700	3,958	2,852
Oregon	150	159	...	2,382
Pennsylvania	1,431	2,056	160	8,461
Rhode Island	135	1,000	...	376
South Carolina	428	270	154	137
South Dakota	...	1,457	2,011	1,122
Tennessee	125	...	250	384
Texas	1,052	576	200	53
Utah	156	3,300	691	2,876
Vermont	46	183	253	572
Virginia	649	5	110	430
Washington	244	307	153	...
West Virginia	300	...	124	256
Wisconsin	450	16	275	...
Wyoming	131	...	...	726
District of Columbia	74	...	...	445
American Samoa	17	293	182	95
Guam	31	...	25	...
Puerto Rico	...	51	...	...
Virgin Islands	17	500	...	150
Total	\$22,909	\$43,793	\$44,748	\$50,004

**State Criminal Justice
Planning Agencies**
(October 1, 1974)

Alabama. Robert G. Davis, Director, Alabama Law Enforcement Planning Agency, 501 Adams Avenue, Montgomery, Ala. 36104, Phone (205) 269-6665

Alaska. Larry S. Parker, Executive Director, Governor's Commission on the Administration of Justice, Pouch AJ, Juneau, Alaska 99801, Phone (907) 465-3530

American Samoa. C. E. Rags, Director, Criminal Justice Planning Agency, Government of American Samoa, P.O. Box 7, Pago Pago, American Samoa 96920, Phone Pago Pago, 33431

Arizona. Albert N. Brown, Executive Director, Arizona State Justice Planning Agency, Continental Plaza Building, 5119 North 19th Avenue, Suite M, Phoenix, Ariz. 85015, Phone (602) 271-5466

Arkansas. Ray Biggerstaff, Director, Commission on Crime and Law Enforcement, 1000 University Tower Building, 12th at University, Little Rock, Ark. 72204, Phone (501) 371-1305

California. Anthony L. Palumbo, Executive Director, Office of Criminal Justice Planning, 7171 Bowling Drive, Sacramento, Calif. 95823, Phone (916) 445-9156

Colorado. George Johnson, Executive Director, Division of Criminal Justice, Department of Local Affairs, 328 State Service Building, 1525 Sherman, Denver, Colo. 80203, Phone (303) 892-3331

Connecticut. Benjamin Goldstein, Acting Executive Director, Connecticut Planning Committee on Criminal Administration, 75 Elm Street, Hartford, Conn. 06115, Phone (203) 566-3020

Delaware. Norma V. Handloff, Director, Delaware Agency to Reduce Crime, Room 405, 4th Floor, Central YMCA, 11th and Washington Streets, Wilmington, Del. 19801, Phone (302) 571-3430

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Florida. Charles Davoli, Bureau Chief, Bureau of Criminal Justice Planning and Assistance, Bryant Building, 620 South Meridian Street, Tallahassee, Fla. 32304, Phone (904) 488-6001

Georgia. Jim Higdon, Administrator, State Crime Commission, Suite 306, 1430 West Peachtree Street, N.W., Atlanta, Ga. 30309, Phone (404) 656-3825

Guam. Edward C. Aguon, Director, Territorial Crime Commission, Office of the Governor, P.O. Box 2950, Agana, Guam 96910, Phone Guam, 772-8781

Hawaii. Dr. Irwin Tanaka, Director, State Law Enforcement and Juvenile Delinquency Planning Agency, 1010 Richards Street, Kamamalu Building, Room 412, Honolulu, Hawaii 96813, Phone (808) 548-4572

Idaho. Robert C. Arneson, Director, Law Enforcement Planning Commission, State House Annex No. 3, Boise, Idaho 83707, Phone (208) 384-2364

Illinois. Dr. David Fogel, Executive Director, Illinois Law Enforcement Commission, 120 South Riverside Plaza, Chicago, Ill. 60606, Phone (312) 454-1560

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Maine. John B. Leet, Executive Director, Maine Law Enforcement Planning and Assistance Agency, 295 Water Street, Augusta, Maine 04330, Phone (207) 289-3361

Maryland. Richard C. Wertz, Executive Director, Governor's Commission on Law Enforcement and Administration of Justice, Executive Plaza One, Suite 302, Cockeysville, Md. 21030, Phone (301) 666-9610

Massachusetts. Arnold R. Rosenfeld, Executive Director, Committee on Criminal Justice, 80 Boylston Street, Boston, Mass. 02116, Phone (617) 727-5497

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Montana. Michael Lavin, Acting Executive Director, Board of Crime Control, 1336 Helena Avenue, Helena, Mont. 59601, Phone (406) 449-3604

Nebraska. Harris R. Owens, Executive Director, Nebraska Commission on Law Enforcement and Criminal Justice, State Capitol Building, Lincoln, Neb. 68509, Phone (402) 471-2194

Nevada. Carrol T. Nevin, Director, Commission on Crime, Delinquency, and Corrections, State Capitol, 1209 Johnson Street, Carson City, Nev. 89701, Phone (702) 885-4405

New Hampshire. Roger J. Crowley, Director, Governor's Commission on Crime and Delinquency, 80 South Maine Street, Concord, N. H. 03301, Phone (603) 271-3601

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North Dakota. Robert Holte, Executive Director, North Dakota Combined Law Enforcement Council, Box B, Bismarck, N. Dak. 58501, Phone (701) 224-2594

Ohio. Bennett J. Cooper, Director, Administration of Justice Division, Department of Economic and Community Development, Box 1001, Columbus, Ohio 43216, Phone (614) 466-7610

Oklahoma. James Gleason, Acting Director, Oklahoma Crime Commission, 5235 N. Lincoln Boulevard, Oklahoma City, Okla. 73105, Phone (405) 521-3392

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Pennsylvania. John T. Snavely II, Executive Director, Governor's Justice Commission, Department of Justice, P.O. Box 1167, Federal Square Station, Harrisburg, Pa. 17120, Phone (717) 787-2042

Puerto Rico. Dionisio A. Manzano, Director, Puerto Rico Crime Commission, G.P.O. Box 1256, Hato Rey, P.R. 00936, Phone (809) 783-0398

Rhode Island. Bradford E. Southworth, Executive Director, Governor's Committee on Crime, Delinquency, and Criminal Administration, 265 Melrose Street, Providence, R.I. 02907, Phone (401) 277-2620

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South Dakota. Randolph J. Seiler, Acting Director, South Dakota State Criminal Justice Commission, 118 West Capitol, Pierre, S. Dak. 57501, Phone (605) 224-3665

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Utah. Robert B. Andersen, Director, Law Enforcement Planning Agency, Room 304—State Office Building, Salt Lake City, Utah 84114, Phone (801) 328-5731

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Virgin Islands. Melville M. Stevens, Administrator, Virgin Islands Law Enforcement Commission, Box 280, Charlotte Amalie, St. Thomas, V.I. 00801, Phone (809) 774-6400

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Wisconsin. Charles M. Hill, Sr., Executive Director, Wisconsin Council on Criminal Justice, 122 West Washington Avenue, Madison, Wis. 53702, Phone (608) 266-3323

Wyoming. John B. Rogers, Administrator, Governor's Planning Committee on Criminal Administration, State Office Building East, Fourth Floor, Cheyenne, Wyo. 82002, Phone (307) 777-7716

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Region III, Law Enforcement Assistance Administration, U.S. Department of Justice, 325 Chestnut Street, Suite 800, Philadelphia, Pa. 19106, 215-597-9440

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Region VII, Law Enforcement Assistance Administration, U.S. Department of Justice, 436 State Ave., Kansas City, Kans. 66101, 816-374-4501.

Region VIII, Law Enforcement Assistance Administration, U.S. Department of Justice, Federal Building, Room 6324, Denver, Colo. 80202, 303-837-4784

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