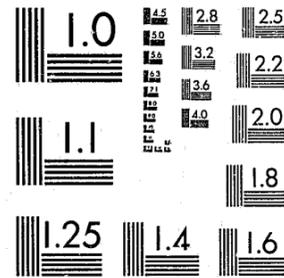


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National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

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5/27/81

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TRANSITION PLAN FOR THE OFFICE OF JUSTICE ASSISTANCE,
RESEARCH AND STATISTICS

Final Report of OJARS Transition
Task Force

November 30, 1979

Prepared
by
Office of Planning and Management

TRANSITION PLAN FOR THE OFFICE OF JUSTICE ASSISTANCE,
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Task Force

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BACKGROUND

An early and long-standing commitment of the Administration has been to significantly improve the Federal program to aid States and localities in upgrading their systems of criminal and juvenile justice. Reflective of this commitment was the decision by Attorney General Bell to launch an intensive study of the Law Enforcement Assistance Administration programs. (See Department of Justice Study Group, Report to the Attorney General: Restructuring the Justice Department's Programs of Assistance to State and Local Governments for Crime Control and Criminal Justice System Improvement, June 23, 1977). Paralleling this study was a separate analysis conducted by the President's Reorganization Project.

After extensive review and discussion of the results of these two efforts, Attorney General Bell and OMB Director McIntyre submitted to the President a series of joint recommendations for reforming and restructuring the LEAA program. (See Griffin B. Bell and James T. McIntyre, Memorandum for the President: Recommendations to Improve Justice Research, Statistics and State and Local Financial Assistance, March 17, 1978. See also; memorandum from Assistant Attorney General Daniel Meador to Attorney General Griffin Bell on a Bureau of Justice Statistics, January 31, 1978.) Endorsed by the President, these recommendations formed the core for the Administration's legislative proposal for reauthorizing LEAA first introduced in Congress on July 10, 1978. Senator Kennedy and Representative Rodino, chairmen of the respective judiciary committees of the Senate and the House, were instrumental in the development of the Administration's bill. Several fundamental differences existed between House and Senate versions of the reauthorization legislation. These differences were resolved by the Conference Committee which produced the bill upon which this report is based. The principles of the new, improved program of Federal crime control assistance are:

1. the reauthorization of an LEAA, of significantly reduced function and scope; with authority for a streamlined formula grant program as well as an national priority grant program;
2. the establishment of a National Institute of Justice (NIJ) in the Department of Justice (DOJ) to carry on research and demonstration efforts to develop knowledge about and improve juvenile, criminal, and civil justice systems;

3. the establishment of a Bureau of Justice Statistics with broad authority for the collection, analysis and dissemination of justice-related statistics.
4. the establishment of an organization--the Office of Justice Assistance, Research and Statistics--to provide program and planning coordination and administrative services to the three units.

At the time this legislation was first introduced, the LEAA Administration and the Department of Justice recognized that its eventual enactment would require substantial changes in agency operations for FY 1980. Accordingly, the decision was made to initiate a 12 month planning period that would assure an orderly transition to the new legislation. The bill was closely examined to predict its impact on the LEAA organization, and this analysis resulted in the identification of a series of issue areas for closer attention.

Eleven task groups, composed of LEAA and DOJ personnel and in some cases representatives of State and local governments, were established and began considering the specific issue areas in October 1978, and continued meeting regularly through April and May. The chairmen of these groups met monthly to provide overall guidance to the transition planning effort and to assure coordination among the various groups. The final reports from these groups delineated options, made recommendations, and identified unresolved issues for further attention.

The next step called for was a study of organizational issues. This task was accomplished by the establishment of groups to represent the LEAA and NIJ entities and the gearing-up of the BJS group. These three groups were charged with developing proposals and options for the implementation of the proposed organizations. Their work was based on the reports and recommendations of the earlier issue-oriented task groups, as well as their own identification and consideration of significant issues. Each of these three groups, after two months of intensive work, produced final reports that included specific recommendations about the configuration of the respective organizations; proposed placement for the various LEAA programs; and identified those organizational issues that could only be resolved by a decision at the level of the Administration. With the submission of these three reports, the second phase of transition planning was completed.

The final phase was the consolidation and integration of the three pieces into a single and final plan to guide the transition to the new OJARS organization. An OJARS task group was established for this purpose. Membership on the group included Robert F. Diegelman (Chairman), J. Robert Grimes, Harry Bratt and Harry Scarr (former chairmen of LEAA,

NIJ, and BJS task groups respectively), Thomas Madden, and James Howell (OJJDP's designee), with James Shealey and Richard Mazeau providing technical budget and personnel assistance as required. The Office of Planning and Management provided staff support at the group's direction.

The basic mission of the OJARS task group was to produce a comprehensive plan for the transition from the current LEAA to the proposed OJARS based on the provisions of the Justice Systems Improvement Act of 1979. This plan has been developed from the deliberations and conclusions of the OJARS group. This report, the Transition Plan, is the final product of the entire transition planning process, and is expected to serve as the working manual upon which the implementation of OJARS will be based.

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

This report provides a blueprint for carrying out the reorganization of the Federal crime control program called for in the Justice System Improvement Act of 1979. It details the mission, functions, and basic structure of each of the major arms of the new organization--the Law Enforcement Assistance Administration (LEAA); the National Institute of Justice (NIJ); the Bureau of Justice Statistics (BJS); and the Office of Justice Assistance, Research and Statistics (OJARS). It indicates personnel resources for each of these units at the time of transition based on personnel on board as of November 3, 1979, and sets forth recommended allocations based on the FY 80 ceiling. In addition, it includes a timetable of critical milestones for implementing the reorganization plan.

The Transition Plan culminates a year-long planning effort. In the view of the Task Force, the recommendations herein provide a sound foundation for meeting the mandate of the new legislation in the most efficient and effective manner possible. They will result in a significant restructuring of the current LEAA, improved Federal programs of research and statistics, and streamlined financial and technical assistance for State and local governments.

Approach

The starting point for the deliberations of the Task Force was, of course, the basic organizational framework delineated in the JSIA. This framework is depicted in Exhibit EX-1.

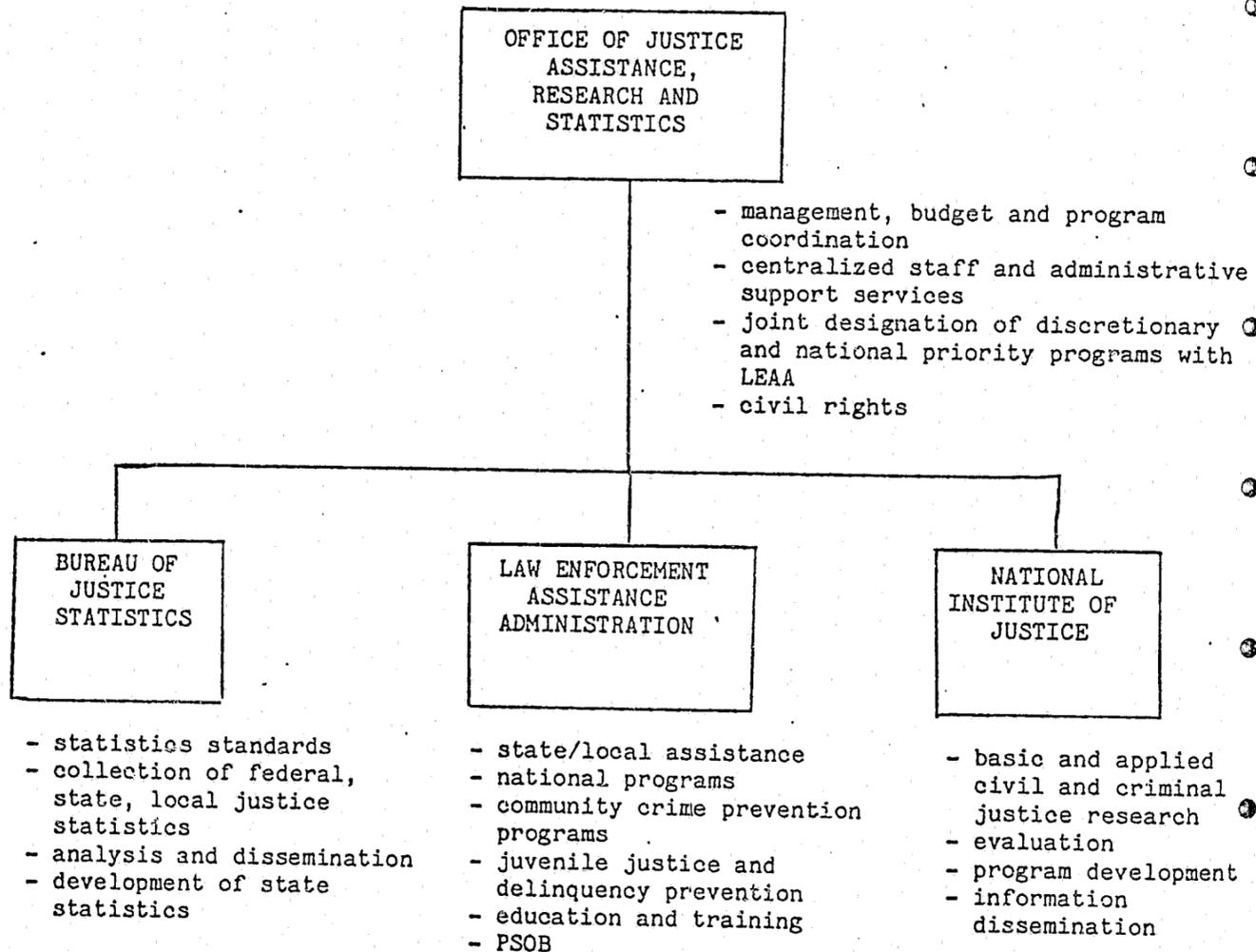
The Task Force also based its work on policy decisions which have previously been made by the Administration concerning the nature of the new organization. Most important of these are the decisions relating to the role of OJARS in providing coordination and support services (see Bell/McIntyre Memorandum to the President, March 17, 1978), and the continued placement of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) within the new LEAA.

Finally, the Task Force recognized the constraints imposed by the fact of separate authorizations and appropriations for NIJ/BJS and for OJARS/LEAA.

EXHIBIT EX-1

OFFICE OF JUSTICE ASSISTANCE, RESEARCH AND STATISTICS

ORGANIZATION AND FUNCTIONS



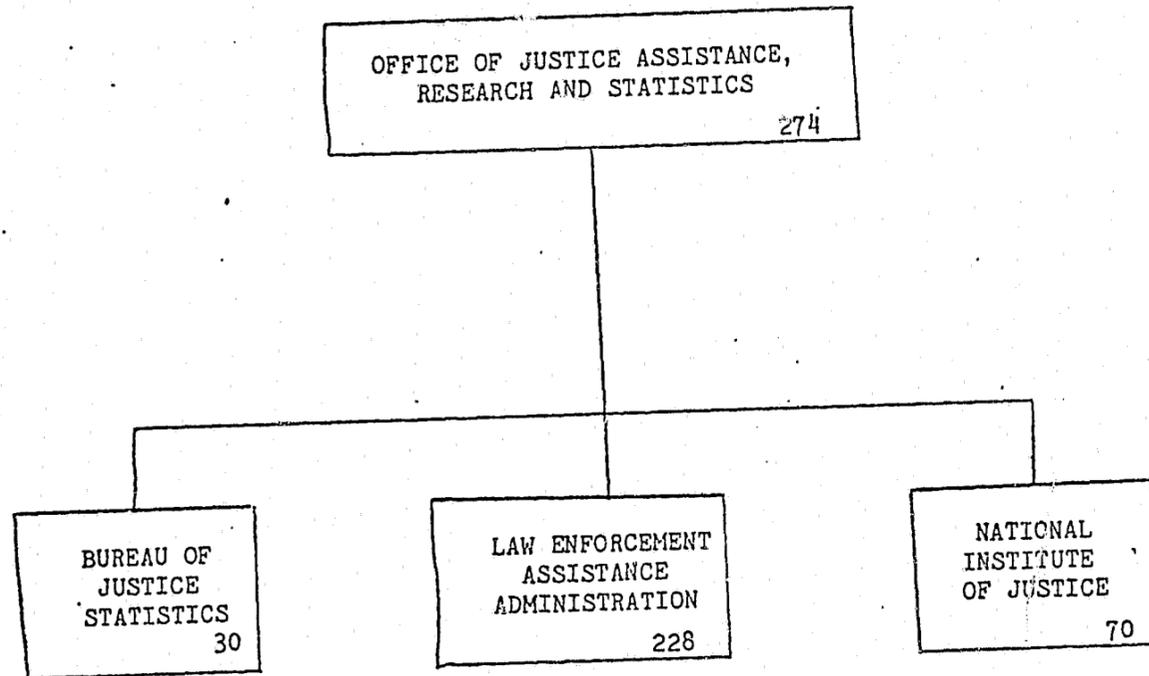
In developing the plan, the Task Force took the following approach. First, it identified the mission and functions of each of the four units, using to a great extent the reports of earlier transition task groups. Exhibit EX-1 summarizes the major functions of each unit. This is Phase I of the reorganization as required by the legislation. Second, the Task Force determined how each of the four basic organizations could best be structured to carry out its functions. This Phase II of the reorganization, PROPOSES an organizational structure for all four units. The Task Force, then, identified the distribution of personnel among the four units based on the transfer of all 602 personnel on board as of November 3, 1979 to those units and offices that will assume the functions those personnel are now performing. It should be clear that under this approach no functions are abolished, and no positions are discontinued. Rather, functions are reassigned, and personnel are transferred accordingly. Exhibit EX-2 shows the distribution of on-board personnel among the four offices.

The next--and clearly more difficult--step was to distribute positions based on the ceiling of 571 positions presently allocated for fiscal year 1980. The Task Force clearly recognized that such a reduction would impose a serious hardship on the overall program of assistance, research and statistics. Its job, then, was to distribute this reduction in ways that would most likely sustain direct program-related activities and minimum thresholds for effective operations. The principles followed by the Task Force were:

- o give priority to program functions, while continuing vital staff services
- o hold the NIJ and BJS levels steady, given the expanded mandates and authority of these offices
- o reduce LEAA staff allocated to the State and Local Assistance Division to reflect the streamlined nature of the formula grant program, while retaining a visible organizational identity for managing this program
- o increase OJDP staff to offset past chronic shortages
- o hold steady the Office of Community Anti-Crime Programs (OCACP) staff to reflect additional responsibilities and priority
- o develop, as feasible, support staffs in NIJ, BJS and LEAA to coordinate with staff services units in OJARS.

EXHIBIT EX-2

PROPOSED PERSONNEL RESOURCES AT TRANSITION
(On Board as of 11/3/79)



HIGHLIGHTS OF THE PROPOSED REORGANIZATION

Exhibit EX-1 depicts the principal functions assigned to each of the four new units. As this Exhibit shows, LEAA includes state and local financial and technical assistance, juvenile justice activities, community anti-crime programs, and education and training efforts. NIJ encompasses research, evaluation, and program development responsibilities. The new BJS consolidates statistical functions. OJARS has main responsibility for coordination, and support services.

Law Enforcement Assistance Administration (LEAA)

The proposed organization for the new LEAA represents a significant consolidation of functions and a commitment to a more streamlined delivery of financial and technical assistance programs. A major concern of the Task Force, however, is to minimize any potential disruptions in program operations that might adversely affect grant recipients.

In the new organization there are three major offices under the LEAA Administrator. The first, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has the same configuration as the present OJJDP and (as mandated in the Juvenile Justice and Delinquency Prevention Act) is headed by an Associate Administrator appointed by the President. The second, the Office of Criminal Justice Improvements (OCJI), is a consolidation of the former Office of Criminal Justice Programs (OCJP), Office of Criminal Justice Education and Training (OCJET), the external training function of OOS, and the systems development activity of the National Criminal Justice Information and Statistics Service (NCJESS). The two divisions of OCJI will be State/local Assistance and National Programs. The third major office is the Office of Community Anti-Crime Programs (OCACP) which will have a division for community programs and a division for crime prevention.

LEAA is headed by an Administrator appointed by the President. Two small staff units are assigned to the Administrator's office--one to manage the PSOB program and one to provide staff support services. In view of the major programs administered by LEAA, a Special Assistant to the Administrator is provided for minority and women's rights.

National Institute of Justice (NIJ)

The new National Institute of Justice has broadened authority for an improved research and development program. Further, it has a Presidentially-appointed advisory board which, together with its expanded authority over grants and contracts, guarantees the integrity and continuity of the research effort.

The OJARS Task Force determined that major additional changes in the NIJ structure are not required, although here again some consolidation of existing offices is appropriate. There are presently four major offices of NILECJ, but the recommended plan for NIJ will consolidate the Office of Program Evaluation (OPE) and Office of Research and Evaluation Methods (OREM) into a single Office of Evaluation (OE), thereby reducing the number of offices from four to three. It is the Office of Evaluation that will undertake, as well as traditional evaluation activity, the newly-mandated role of identifying criminal justice programs of proven effectiveness, proven success, or having a high probability of success. The expanded mandate for the NIJ to conduct civil and juvenile justice research will be carried out within the structure of the Office of Research Programs. The third major unit, the Office of Development and Dissemination, will continue to perform the model program development and testing and to conduct the significant information dissemination activities required by the legislation. Although a result of budget constraints rather than reorganization, the training activity previously conducted by this Office will be significantly reduced.

Bureau of Justice Statistics (BJS)

The Bureau of Justice Statistics is mandated certain functions directly transferable from the NCJISS, but it also is assigned responsibility and authority for new activities related to federal-level justice statistics management. Considering this broad mandate as well as the budget and personnel constraints imposed on BJS for FY 80, the Task Force recommends the establishment of an organizational framework that may, as additional resources become available, be filled out. Initially the BJS will be established by transferring the two broad functions of NCJISS. The Statistics Division of NCJISS will become the Office of Data Collection and Tabulation (ODCT), and until a separate office for data analysis is established, the analysis function will be performed by the ODCT. The Systems Development Division of NCJISS will become the Office of Coordination of Federal Assistance (OCFA). Certain systems programs and management responsibility for this program area are slated for transfer to LEAA in FY 81 and it is recommended that planning for this occur during FY 80. The plan for the future development of the BJS is provided in the body of this report.

Office of Justice Assistance, Research and Statistics

Within each of the four units, an organizational structure is proposed which substantially consolidates related activities so as to simplify and streamline the organization. For OJARS, nine previous LEAA staff offices are consolidated into six. The current Public Information Office and the Office of Congressional Liaison, both of which are mainly

concerned with the dissemination of information, are merged into a single Office of Public and Congressional Information. Legislative review and development becomes the sole responsibility of the Office of General Counsel.

An even more sweeping consolidation is effected by the creation of a new Office of Financial and Administrative Services (OFAS) within OJARS. This office merges the functions currently performed by the Office of Operations Support (excluding external training), Office of the Comptroller (excluding the budget function and PSOB), and the Office of Equal Employment Opportunity. Thus, the new Office of Financial and Administrative Services will have responsibility for personnel, accounting, grant and contract administration, equal employment opportunity, and internal management information systems. The head of the new OFAS will serve as the agency EEO Officer and report directly to the Director, OJARS on EEO matters.

The present Office of Planning and Management will become, with the addition of the budget function, the Office of Planning and Management Coordination.

Although the present Office of Audit and Investigation (OAI) is assigned to OJARS, the Task Force recommends that its program review function be decentralized to each of the major program units--BJS, NIJ and LEAA--with coordination of the review function the responsibility of OJARS. Such decentralization will strengthen the management capabilities of these units, and increase their personnel resources.

In order to maintain a visible commitment to minority and women's affairs, the National Minority Advisory Council (NMAC) is retained at the OJARS level. The NMAC will report directly to the Director of OJARS.

These consolidations and shifts of functions are recommended to eliminate past duplication of effort, and assure more efficient use of limited resources. More importantly, the Task Force recommendations relating to OJARS reflect the view that OJARS must meet its responsibilities for providing support services at minimum cost and with maximum responsiveness to the major program units.

Personnel

The personnel resources initially available to the new Law Enforcement Assistance Administration (LEAA), the National Institute of Justice (NIJ), the Bureau of Justice Statistics (BJS), and the Office of Justice Assistance, Research and Statistics (OJARS) are those on board in the current LEAA at the time of transition. Throughout this document the personnel figures are those on-board as of November 3, 1979, the last complete reporting period prior to development of this report. However, actual figures at the time of transition are expected to be slightly lower due to attrition--and the freeze on hiring.

Under the Phase II PROPOSED reorganization, Exhibit EX-2 shows that at the time of transition OJARS will have 274 people to perform audit, civil rights compliance, and other administrative support and coordination functions. LEAA's resources will total 228 to administer programs in juvenile justice, education and training, crime prevention and criminal justice improvements. NIJ and BJS will have 70 and 30 persons, respectively. The individual elements of these aggregates are shown on Table EX-1.

Table EX-1
(On-Board as of 11/3/79)

<u>OJARS</u>	
Director	9
General Counsel	12
Planning and Management Coordination	18
Civil Rights	18
Public and Congressional Information	16
Financial and Administrative Services	145
Audit/Investigation	<u>56</u>
Subtotal	274
<u>LEAA</u>	
Administrator and staff support	14
Public Safety Officers' Benefits	5
Juvenile Justice	51
Community Anti-Crime	13
Education/Training	18
Criminal Justice Improvements	<u>127</u>
Subtotal	228
<u>NIJ</u>	70
<u>BJS</u>	<u>30</u>
Subtotal	100
Grand Total	<u>602</u>

The specific transfers involved in the transition to the new organization and the personnel ceilings for 1980 are discussed in the Personnel Policies section (page P-1 et. seq.)

These and other major elements of the reorganization as recommended by the OJARS Task Force are summarized in Exhibit EX-3. These changes are detailed in the body of the report.

Implementation

The Transition Plan calls for implementation of Phase I of the reorganization as soon as the new legislation is enacted into law. The purpose of the extensive planning process that has taken place over the last 12 months has been to insure that the new organization be put in place quickly and smoothly. The PROPOSED Phase II reorganization can be implemented in accordance with the transition timetable section of this report as soon as it is approved.

Recommendations

The Transition Plan is an action document. Therefore, each of the specific recommendations of the Task Force are summarized for review and decision in Exhibit EX-4.

EXHIBIT EX-3

MAJOR ELEMENTS OF REORGANIZATION

Law Enforcement Assistance Administration

- the present OJJDP will become one of the three major offices within LEAA
- the present OCJP, OCJET, and OOS/Training Division (external training) will become the new Office of Criminal Justice Improvements in LEAA
- the present OCACP will become the third major office within LEAA
- the Associate Administrator for OJJDP, will report directly to the Administrator of LEAA
- systems development program authority (NCJISS) will shift to LEAA during FY 81
- PSOB will become a staff office of LEAA
- a full-time Special Assistant for Minority and Women's Rights will be created within the Office of the Administrator

National Institute of Justice

- the present Office of Program Evaluation and Office of Research and Evaluation Methods (NILECJ) will become the NIJ Office of Evaluation
- the present International Activities program (OOS) will shift to NIJ/Office of Research Programs
- the present Graduate Research Fellowship program (OCJET) will shift to NIJ
- mandated civil (limited) and juvenile justice research operations will be established in NIJ/ORP

Bureau of Justice Statistics

- two offices will be established initially (transferred from NCJISS), and as resources become available, three more separate offices will be staffed

- selected systems development authority will transfer to LEAA in FY 81
- the Uniform Crime Report program (FBI) will shift to BJS by the end of FY 82

Office of Justice Assistance, Research and Statistics

- the present OPM (LEAA) and Budget Division (OC/LEAA) will become the OJARS Office of Planning and Management Coordination
- the present OOS, OC and EEO (all LEAA) will become the OJARS Office of Financial and Administrative Services
- the present PIO and OCL (LEAA) will become the OJARS Office of Public and Congressional Information
- the present program review unit of OAI (LEAA) will be separated and distributed among LEAA, NIJ, BJS and OJARS
- OAI field offices in Chicago, Atlanta, and Denver will be closed, and remaining audit personnel will be distributed between the Sacramento and Washington, D.C. field offices
- the OJARS Office of General Counsel will have legislative development and review responsibility
- program support staffs will be established in LEAA, BJS and NIJ to coordinate with administrative and support service units in OJARS
- OJARS will initiate an intensive review of the National Criminal Justice Reference Service (NCJRS) program
- the National Minority Advisory Council (NMAC) will remain as an advisory body to the Director of OJARS

EXHIBIT EX-4

RECOMMENDATIONS

The Task Force's deliberations have resulted in a series of recommendations for your consideration and approval. The recommendations are listed below. The detailed rationale for each recommendation is contained in the body of the report.

Recommendations concerning LEAA

1. The Task Force recommends the creation of a Program Support Staff, composed of former staff elements of the Office of Criminal Justice Programs (OCJP)/LEAA, which will serve as an interface with OJARS for the provision of staff support services to LEAA.

Approve

Disapprove

2. The Task Force endorses and recommends concurrence with the existing Departmental position that the Office of Juvenile Justice and Delinquency Prevention remain intact as a major program office within the new LEAA. The Task Force recognizes that this issue will be examined in detail during the reauthorization of the juvenile justice program in FY 80.

Approve

Disapprove

3. The Task Force recommends the establishment of an Office of Community Anti-Crime Programs as a major program office within LEAA.

Approve

Disapprove

4. The Task Force recommends the consolidation of the Office of Criminal Justice Programs (OCJP), Office of Criminal Justice Education and Training (OCJET), and the external training functions of the Training Division/OOS/LEAA into a single Office of Criminal Justice Improvements (OCJI).

Approve

Disapprove

5. The Task Force recommends that the formula grant program authorized in Part D of the Justice System Improvement Act be managed by a separate and identifiable unit within the new Office of Criminal Justice Improvements and that this unit (the State and Local Assistance Division) be structured along geographic lines.

Approve

Disapprove

6. The Task Force recommends the implementation of the organization and functions for LEAA as described in this report.

Approve

Disapprove

7. The Task Force recommends that the Administrator, LEAA appoint Special Assistant for Minority and Women's Rights on a full-time basis.

Approve

Disapprove

Recommendations concerning NIJ

8. The Task Force recommends the creation of a Program Support Staff, composed of the Analysis, Planning, and Management Staff/National Institute of Law Enforcement and Criminal Justice (NILECJ) and additional positions made available by OJARS, which will serve as an interface with OJARS for the provision of support services to NIJ and its advisory board and to serve as a coordination point, as necessary for the NMAC.

Approve

Disapprove

9. The Task Force recommends the transfer of the International Activities program from OOS/LEAA to Office of Research Programs/NIJ.

Approve

Disapprove

10. The Task Force recommends the consolidation of the Office of Program Evaluation and the Office of Research and Evaluation Methods/NILECJ into a single Office of Evaluation/NIJ.

Approve

Disapprove

11. The Task Force recommends the implementation of the organization and functions for NIJ as described in this report.

Approve

Disapprove

12. The Task Force recommends that OJARS undertake a thorough study of NCJRS to determine its organizational placement, method of funding, and clientele, under the new organizational configuration.

Approve

Disapprove

13. The Task Force recommends that NIJ examine the equipment standards program to determine its role for the future.

Approve

Disapprove

14. The Task Force recommends that OJARS coordinate the development of a memorandum of agreement between NIJ and the National Institute of Juvenile Justice and Delinquency Prevention (NIJJD) regarding their respective roles in juvenile justice and delinquency prevention research.

Approve

Disapprove

Recommendations concerning BJS

15. The Task Force recommends the creation of a Program Support Staff, composed of existing staff support positions in the National Criminal Justice Information and Statistics Service (NCJISS) and additional positions made available by OJARS, which will serve as an interface with OJARS for the provision of support services to BJS and its advisory board and to serve as a coordination point, as necessary, for the NMAC.

Approve

Disapprove

16. The Task Force recommends that the Systems Development Division of NCJISS be transferred to the BJS Office of Coordination of Federal Assistance; that the Statistics Division of NCJISS be transferred to the Office of Data Collection and Tabulation; and that the NCJISS Privacy and Security unit be transferred directly to BJS.

Approve

Disapprove

17. The Task Force recommends that the systems development function remain in BJS temporarily, and that transfer to LEAA occur during FY 81 based on a memorandum of understanding between the LEAA and BJS Directors.

Approve

Disapprove

18. The Task Force recommends the implementation of the organization and functions for BJS as described in this report.

Approve

Disapprove

Recommendations concerning OJARS

19. The Task Force recommends the consolidation of the Office of Operations Support (OOS), Office of the Comptroller (OC), and the Office of Equal Employment Opportunity (OEEO)/LEAA into a single Office of Financial and Administrative Services/OJARS.

Approve

Disapprove

20. The Task Force recommends the consolidation of the Office of Public Information (PIO) and the Office of Congressional Liaison (OCL)/LEAA into a single Office of Public and Congressional Information/OJARS.

Approve

Disapprove

21. The Task Force recommends the consolidation of the Office of Planning and Management/LEAA and the Budget Division/OC/LEAA into a single Office of Planning and Management Coordination/OJARS.

Approve

Disapprove

22. The Task Force recommends the consolidation of the legislative review function currently performed by OCL/LEAA into the Office of General Counsel/OJARS.

Approve

Disapprove

23. The Task Force recommends that BJS, NIJ and LEAA each designate one staff member with legal background as a liaison with the Office of General Counsel/OJARS.

Approve

Disapprove

24. The Task Force recommends the redistribution of the program review function among OJARS, BJS, NIJ, and LEAA.

Approve

Disapprove

25. The Task Force recommends the closing of the Atlanta, Chicago, and Denver OAI/Area Offices and the redistribution of the remaining audit positions among the OAI Washington and Sacramento Area Offices based upon workload.

Approve

Disapprove

26. The Task Force recommends the implementation of the organization and functions for OJARS as described in this report.

Approve

Disapprove

27. The Task Force recommends retaining the National Minority Advisory Council (NMAC) as an Advisory body of the Director, OJARS.

Approve

Disapprove

28. The Task Force recommends that a staff position in the Office of the Director/OJARS serve as a contact point for the National Minority Advisory Council (NMAC) as required.

Approve

Disapprove

29. The Task Force recommends that OJARS, NIJ, BJS and LEAA develop a memorandum of agreement to explore the establishment of joint program development efforts, as an additional approach to program development within NIJ, LEAA and BJS, and to provide close working linkage between research, program, and evaluation staffs in program development.

Approve

Disapprove

Recommendations concerning Personnel

30. The Task Force recommends the implementation of the allocation of personnel as described in this report.

Approve

Disapprove

31. The Task Force recommends the establishment of a Personnel Management Committee composed of one representative each from LEAA, BJS, NIJ, and OJARS Personnel Officer, and a Chairperson from the Office of Planning and Management Coordination/OJARS.

Approve

Disapprove

32. The Task Force recommends the heads of OJARS, LEAA, NIJ, and BJS to begin to use administrative authority to reassign personnel among units to meet critical needs of the agency caused by attrition.

Approve

Disapprove

33. The Task Force recommends that OJARS terminate the current freeze on outside hires of clerical support personnel on a full-time basis.

Approve

Disapprove

34. The Task Force recommends that OJARS reopen negotiations with GSA and DOJ for collocation of all Washington-based personnel in one facility.

Approve

Disapprove

35. The Task Force recommends that a staffing pattern for OJARS, BJS, NIJ and LEAA be established that is consistent with new functions, responsibilities and available resources.

Approve

Disapprove

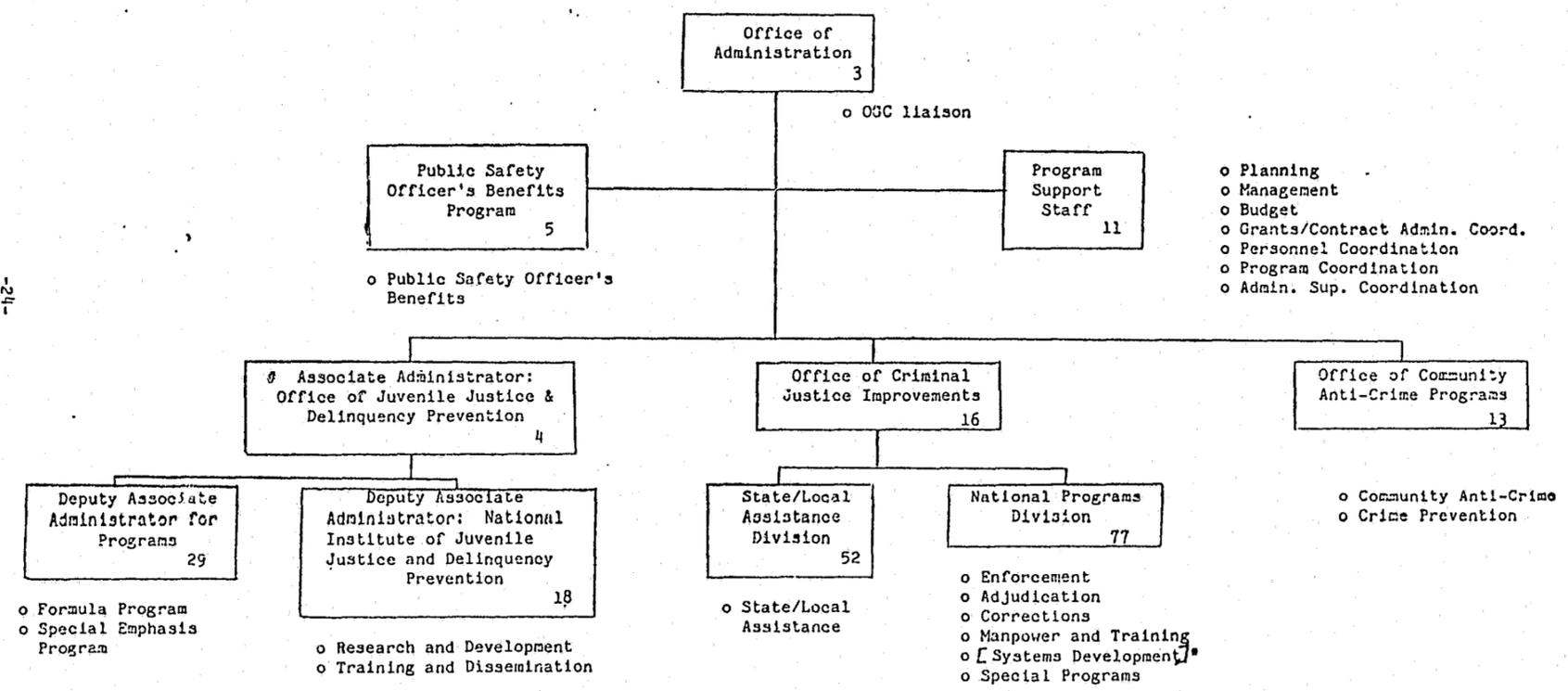
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

Exhibit LE-1

PROPOSED

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
(On Board as of 11/3/79)

-24-



Reports directly to Administrator

*Initially in BJS to be transferred later.

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

Mission and Functions

The Justice System Improvement Act (JSIA) of 1979 reauthorizes the Law Enforcement Assistance Administration (LEAA) and provides for significant changes in its function and scope in order to streamline and improve the Federal program of financial and technical assistance. Chief among these changes are:

- o a simplified formula grant program that cuts red tape, increases the role of local governments, and targets monies on effective programs
- o a new national priority grant program to encourage the adoption of programs that have been shown to be effective through research and development
- o a greatly strengthened mandate to review, assess, and report on program performance
- o a renewed emphasis on community and citizen participation

The central mission of the new LEAA is:

"To aid states, local units of government, citizens and private non-profit organizations in strengthening and improving criminal and juvenile justice systems and in implementing prevention programs by providing financial and technical assistance for effective programs and activities with maximum certainty and minimum delay."
(LEAA Task Force Report, August 1979.)

Its principal role is to manage efficiently the following programs:

- o Criminal justice formula grants (Part D of the JSIA)
- o National priority and discretionary grants (Parts E and F, respectively, of the JSIA)
- o Training and manpower development (Part G of the JSIA)
- o Community Anti-Crime programs (Part A of the JSIA)
- o Juvenile justice programs (Juvenile Justice and Delinquency Prevention Act of 1974, as amended)
- o Public Safety Officers' Benefits (Part L of the JSIA)
- o Technical assistance (Part A of the JSIA)

(A list of LEAA functions summarized from the JSIA is at the end of this Section.)

Organization

The organizational configuration proposed here is designed to reflect the new and refocused responsibilities of LEAA and to insure that these responsibilities are carried out efficiently and effectively.

Exhibit LE-1 depicts the new organizational structure. Briefly, the key features of this structure are as follows:

- o Current LEAA offices (OCJP, OJJD, OCACP and OCJET) remain within LEAA. The Public Safety Officers' Benefits division of OC and the external training division of OOS are also shifted to LEAA. In FY 81 the systems function of NCJISS will be transferred from BJS to LEAA. (see BJS section)
- o LEAA is headed by an Administrator appointed by the President. Two small staff units are assigned to the Administrator's office--one to manage the PSOB program and one to provide general program support services in coordination with OJARS.
- o There are three major program offices--the Office of Juvenile Justice and Delinquency Prevention, the Office of Criminal Justice Improvements, and the Office of Community Anti-Crime Programs.
- o The Office of Juvenile Justice and Delinquency Prevention remains intact and unchanged. It includes a program division (formula and special emphasis grants and technical assistance) and a research division (NIJJD). It is headed by an Associate Administrator appointed by the President.
- o The Office of Criminal Justice Improvements, a new organizational entity, consolidates several program functions currently carried out by a variety of LEAA offices. The two major sections of this office are:
 - State/Local Assistance. This division will be responsible for the administration of the streamlined formula grant program for Part D. It incorporates the functions and staff currently assigned to the Criminal Justice Assistance Division of OCJP.

- National Programs. This division will be responsible for national priority grants (Part E), discretionary grants (Part F), technical assistance (Part A), and training and manpower development (Part G). It incorporates the functions and staff currently assigned to the program divisions of OCJP, OCJET and the external training program of OOS.

- o The Office of Community Anti-Crime Programs also remains intact and is responsible for managing the community anti-crime program authorized by Part A of the JSIA. It incorporates the functions and staff assigned to the existing Office of Community Anti-Crime Programs, and has two divisions--community anti-crime and crime prevention.

The principal advantage of this organizational approach is that it consolidates operations, thereby narrowing the span of control. The streamlining of the organizational structure should result in increased accountability for performance, improved coordination of effort, and more productive use of personnel.

Key Issues

Geographic Organization. Among the issues addressed by the OJARS Task Force was the question of how best to handle the formula grant program. Contrary to the recommendation of the LEAA Task Force, we propose that the formula grant program continue to be managed by a separate and identifiable unit within LEAA--the State and Local Assistance Division. The major reasons for this recommendation are the need to focus management responsibility for this program and to assure effective intergovernmental communication and coordination. The Division will be structured along geographic lines, although there may be some consolidation of the current, five-part sub-divisional arrangement.

Community Anti-Crime. The Task Force also examined closely the placement of the Office of Community Anti-Crime Programs. One option considered was to place the Office within the new Office of Criminal Justice Improvements. This option was premised on the inherent interrelationship of the functions of the two offices, and the desirability of consolidating services. However, the JSIA gives the Office of Community Anti-Crime Programs important and expanded responsibilities. The OJARS Task Force concluded that due to this broadened mandate, as well as the importance and visibility of the program, the Office of Community Anti-Crime Programs should remain a separate office on a par with OJJD and the new Office of Criminal Justice Improvements. Further, the Task Force recommends that this Office receive additional positions in FY 80, due to its substantial workload as well as its new duties under the JSIA.

Office of Juvenile Justice and Delinquency Prevention. The Task Force debated extensively the location of the Office of Juvenile Justice and Delinquency Prevention. The mission and responsibilities of this Office are derived primarily from the Juvenile Justice and Delinquency Prevention Act of 1974, as amended. Its role under the Justice System Improvement Act is mainly providing policy direction for all juvenile justice activities, reviewing the juvenile justice portions of State applications, and assuring compliance with maintenance of effort requirements. The position of the Task Force is that OJJDP should remain within LEAA and retain its present organizational structure. This recommendation reflects decisions previously made by the Department of Justice (see Recommendations of the Department of Justice Task Force on Amendment to the Juvenile Justice and Delinquency Prevention Act of 1974), and the intent of Congress that full consideration of the relationship between OJJDP, LEAA and OJARS be deferred until the reauthorization of the Juvenile Justice and Delinquency Prevention Act (see Senate Report 96-142 dated May 14, 1979).

The high priority of the juvenile justice program, as well as the chronic understaffing of the program in the past, has led the Task Force to recommend additional positions for OJJDP. Personnel allocations are fully described in the Personnel Policies section of this report.

Staffing

Consistent with the Task Force's overall approach, all personnel now performing functions assigned to the new LEAA are transferred to LEAA. Therefore, the personnel resources available to the new LEAA at the time of transition are those that were on-board in the old LEAA structure performing functions being incorporated in the new LEAA. In addition, they include 33 positions previously assigned to the Office of Audit and Investigations (OAI) program review function, and transferred to OJJDP and the State/Local Assistance and National Programs divisions of OCJI.

Exhibit LE-1 shows the distribution of personnel in the new organization. These figures are based on personnel on-board as of November 3, 1979. The distribution to each of the major units is as follows:

Administrator and Support	14
Public Safety Officers' Benefits	5
Juvenile Justice	51
Community Anti-Crime	13
Criminal Justice Improvements	<u>145</u>
Total	228

Exhibit LE-2 shows the transfers of personnel from current to new offices. The PSOB and Community Anti-Crime figures are direct transfers of resources. The Administrator's positions come from the current LEAA Office of the Administration complement. The support staff comes from the current staff offices of OCJP. The Education and Training resources are made up of OCJET and the external training functions of OOS. The Criminal Justice Improvements and OJJDP resources include current staff plus the majority of the program review personnel being shifted from OAI to the program offices.

EXHIBIT LE-2
LEAA
Personnel Shifts

<u>From</u>	<u>#</u>	<u>To</u>
Administrator's Office	3	Administrator's Office
Comptroller/PSOB	5	PSOB
OCJP/Assistant Administrator	16	OCJI/Administration (includes Arson Program and Critical Issues Team)
OCJP/Program Development and Evaluation	4	Program Support
OCJP/Policy and Management	7	Program Support
OCJP/CJAD's	39	State/Local Assistance Div.
OAI/Program Review	13	State/Local Assistance Div.
OCJP/Divisions	45	National Programs Division
OCJP/Corrections PMT	4	National Programs Division
OCJET	13	National Programs Division
OOS/External Training	5	National Programs Division
OAI/Program Review	10	National Programs Division
OCACP	13	OCACP
OJJDP/Associate Administrator	4	OJJDP/Associate Administrator
OJJDP/Programs	26	OJJDP/Programs
OAI/Program Review	3	OJJDP/Programs
OJJDP/NIJJDP	11	OJJDP/NIJJDP
OAI/Program Review	<u>7</u>	OJJDP/NIJJDP
Total	228	

Legislative Mandate for LEAA

As defined by the Justice System Improvement Act (JSIA) of 1979, the the Law Enforcement Assistance Administration (LEAA) provides funds to States and local units of government participating in the Formula Grant program (Part D) and implements through financial and technical assistance Part E (National Priority) programs, Part F (Discretionary Grant) programs, Part G (Training and Manpower Development) programs, Office of Community Anti-Crime Programs, Office of Juvenile Justice and Delinquency Prevention programs, and the Public Safety Officer's Benefit Program. Specifically, LEAA:

- a. Provides funds to eligible States and units of local government pursuant to Part D of the JSIA of 1979, and administers the formula grant program in conformance with the provisions of the JSIA;
- b. Designates jointly with OJARS national criminal and juvenile justice priorities in accordance with Parts E and F of the JSIA of 1979, informs States and units of local government concerning such priorities and awards and allocates funds and technical assistance among the eligible States, units of local government, and public and private nonprofit organizations according to the criteria and on the terms and conditions determined by the Administration to be consistent with Parts E and F of the JSIA of 1979;
- c. Publishes and disseminates information on the condition and progress of the criminal justice system;
- d. Establishes and carries on a specific and continuing program of cooperation with the States and units of local government designed to encourage and promote consultation and coordination concerning decisions made by the Administration affecting State and local criminal justice priorities;
- e. Cooperates with and renders technical assistance to States, units of local government, and other public and private organizations or international agencies involved in criminal justice activities;
- f. Cooperates with and renders technical assistance to States, units of local government, and other public and private organizations or agencies involved in victim-witness assistance activities and the post-arrest identification and prosecution of career criminals;
- g. Provides funds and technical assistance to eligible jurisdictions under this title for the development of operational information and telecommunications systems;

- h. Administers, through the Office of Juvenile Justice and Delinquency Prevention, the juvenile justice program under the Juvenile Justice and Delinquency Prevention Act of 1974, as amended;
- i. Administers the Public Safety Officer's Benefit Program;
- j. Provides, through an Office of Community Anti-Crime Programs (OCACP), appropriate technical assistance to community and citizens groups to enable such groups to:
 1. apply for grants which encourage community and citizen participation in crime prevention and criminal justice activities;
 2. participate in the formula grant application process;
 3. provide program development and encouragement of neighborhood and community participation in crime prevention and public safety efforts; and
 4. implement programs and projects.
- k. Coordinates, through OCACP, its activities with other Federal agencies and programs, including the Community Relations Service of the Department of Justice, which are designed to encourage and assist citizen participation in criminal justice activities;
- l. Provides, through OCACP, information on successful programs of citizen and community participation to citizen and community groups;
- m. Reviews, through OCACP, at its discretion, formula grant applications in order to assure that the requirements for citizen, neighborhood, and community participation in the application process have been met;
- n. Makes recommendations, through OCACP, after consultation with citizen, neighborhood, and community organizations, for the designation of effective community anti-crime programs for funding as national priority grants under part E and discretionary grants under part F.
- o. Makes grants to community and citizen groups to be administered by OCACP;
- p. Provides for and encourages training, manpower development, and new or improved personnel practices for the purpose of improving the criminal justice system;

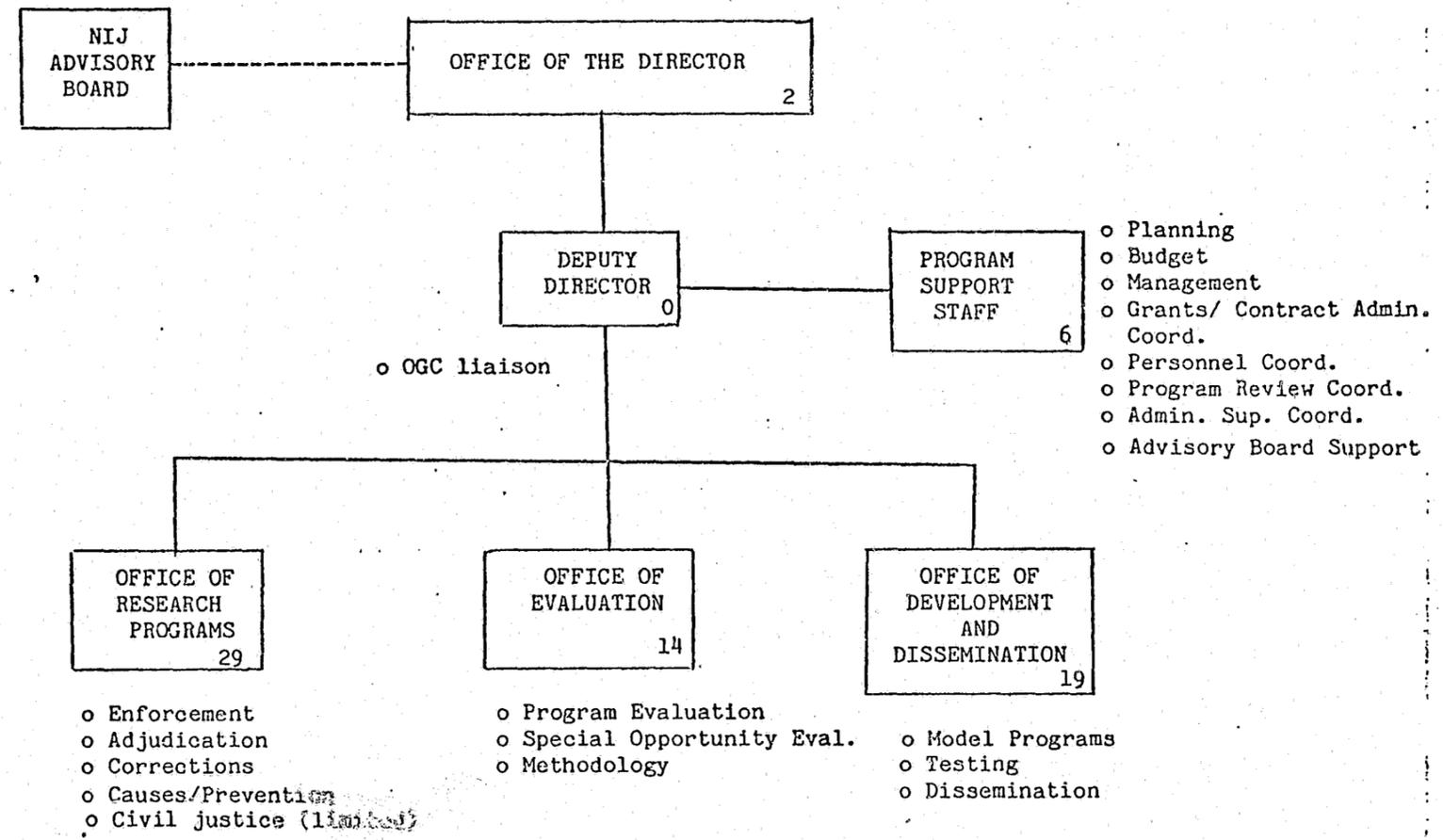
- q. Establishes and supports a training program for prosecuting attorneys from State and local agencies engaged in the prosecution of white collar and organized crime.
- r. Assists in conducting local, regional, or national training programs for the training of State and local criminal and juvenile personnel, including but not limited to those engaged in the investigation of crime and apprehension of criminals, community relations, the prosecution, defense, or adjudication of those charged with crime, corrections, rehabilitation, probation, and parole of offenders;
- s. Carrys out a program of planning, development, demonstration, and evaluation of training programs for State and local criminal justice personnel;
- t. Assists in conducting programs relating to recruitment, selection, placement, and career development practices of State and local law enforcement and criminal and juvenile justice personnel, and to assist State and local governments in planning manpower programs for criminal justice;
- u. Carrys out a program of planning, development, demonstration, and evaluation of recruitment, selection, and placement practices.
- v. Makes grants to or enters into contracts with institutions of higher education, or combinations of such institutions, to assist them in planning, developing, strengthening, improving, or carrying out programs or projects for the development or demonstration of improved methods of criminal justice education, including:
 - 1. planning for the development or expansion of undergraduate or graduate programs in criminal justice;
 - 2. education and training of faculty members;
 - 3. strengthening the criminal justice aspects of courses leading to an undergraduate, graduate, or professional degree; and
 - 4. research into, and development of, methods of educating students or faculty, including the preparation of teaching materials and the planning of curriculums.
- w. Carrys out programs of academic educational assistance to improve and strengthen criminal justice, after consultation with the Commissioner of Education.

- x. Assures the continuing evaluation of selected programs or projects conducted under Parts D, E and F of the JSIA;
- y. Reports annually to the President and the Congress on activities under Parts D, E, F and G of the JSIA; after three years submits a report to the Congress on the results of Parts D, E and F programs based on evaluations, statistics and performance reports; and
- z. Exercises such other powers and functions as set forth in the JSIA.

NATIONAL INSTITUTE OF JUSTICE

Exhibit NI-I
 NATIONAL INSTITUTE OF JUSTICE
 (On Board as of 11/3/79)

PROPOSED



NATIONAL INSTITUTE OF JUSTICE

Mission and Functions

The National Institute of Justice (NIJ) provides for basic research, applied research, demonstrations and dissemination activities in order to advance knowledge about crime and delinquency and to improve and strengthen law enforcement and the criminal and juvenile justice systems. In addition to research and development, NIJ carries out related functions that fulfill legislatively assigned objectives:

- o Evaluation of criminal justice programs;
- o Identification of programs and projects of proven effectiveness;
- o Design and field testing of model programs based on promising research findings and advanced criminal justice practices;
- o Training workshops for criminal justice practitioners in research and evaluation findings, and efforts to assist the research community through fellowships and special seminars; and
- o Operation of an international clearinghouse for criminal justice information--the National Criminal Justice Reference Service.

(A list of functions summarized from the JSIA of 1979 is at the end of this section.)

The mission of the NIJ is broadened to include civil justice research which affects the criminal justice system, and places a greater emphasis on the quality of research programs by strengthening the autonomy of NIJ in carrying out the elements of the research program that are independent of programs in LEAA and BJS, and by longer range research and evaluation in areas requiring long term studies.

The research and development role will be refocused into a coherent strategy of basic research, applied research, and systematic national program development, testing, demonstration and evaluation.

In fulfilling this mandate, NIJ will identify research needs; set research objectives and priorities in consultation with its Advisory Board and the directors of LEAA and BJS; develop and sponsor research and development projects; identify state and local programs and projects of proven effectiveness; and apply research findings in the development of national programs to improve law enforcement and criminal justice. For the most part the NIJ will carry out the program of research and development through a grant-in-aid program, and its evaluation, training and dissemination activities through independent grantees and contractors.

Organization

The principal changes which will occur in the transition from NILECJ to NIJ are:

- o Organizational streamlining will combine two of the National Institute of Law Enforcement and Criminal Justice offices into single office. The Office of Program Evaluation and the Office of Research and Evaluation Methods will merge as the Office of Evaluation. Further streamlining will occur at the sub-office level in the Office of Research Programs through a consolidation of functions. Staffing levels will remain stable for NIJ, but staffing patterns will be affected by the consolidation of offices and functions. The changes were made because of already reduced staff and budget.
- o The addition of research functions in civil justice related to criminal justice and in juvenile justice will occur within the basic organizational structure described in this plan because they can be reasonably accommodated within that structure and also because new research functions will not initially have sufficient staff or resources to justify the creation of new organizational units. Likewise, the newly explicit function of identifying effective programs is similar to activities under NILECJ's model program development--the Exemplary Projects Program--and requires no organizational adjustment. International activities research projects that are in progress will be returned to NIJ from OOS/LEAA.

Most of the changes in functions (i.e., delineation of several specific areas of research; the requirement that the NIJ identify programs of proven effectiveness, proven success, and with a high probability of improving the justice system; and the mandate that the NIJ maintain a balance between basic and applied research) require a significant shift of emphasis in programs currently sponsored by NILECJ. Overall, the NIJ's functions will include:

- o basic and applied research
- o evaluation
- o dissemination of information
- o special programs such as graduate research fellowships and clinical internships.

The three units proposed for the NIJ structure incorporate the standard features of R&D organizations. The Office of Research Programs will perform basic and applied research in the various functional areas of criminal justice. The Office of Evaluation will conduct assessments to establish the efficiency, effectiveness and impact of programs and projects. The Office of Development and Dissemination will focus on the identification, testing and dissemination of advanced practices and proven programs.

The civil justice research will be conducted as part of the adjudication functions in the Office of Research Programs, consistent with the legislative intent to restrict such research to areas closely affecting criminal justice, principally in the adjudication area.

The principal change at the office level is the consolidation of evaluation and methodology development functions into a single unit--the Office of Evaluation. This office will perform various program evaluations, not only for NIJ but for other offices as well. It also will have the capability to respond to special opportunities to evaluate state and local initiatives of potential national interest. As an adjunct to evaluation, the office will develop state-of-the-art methodology for evaluation.

The Office of Development and Dissemination (ODD) reflects, possibly, the biggest change from the current level of NILECJ operations. NILECJ sponsored a rather sizable training program for the criminal justice community. This will be reduced under NIJ because the training funds that have supported training workshops in the past will no longer be available to the Institute. ODD will be concentrating its efforts on the development and testing of model programs and on the significant information dissemination responsibilities of NIJ, to include special national workshops but not regional workshop duplications.

The Task Force also believes that NIJ should explore with LEAA an alternative arrangement for program development that has proven to be successful in OJJDP. NIJ research and evaluation staff would work hand in hand with LEAA program staff in the development of three or four programs annually, and in the subsequent evaluation by NIJ of a selected sample of demonstration projects operating under LEAA grants. The Task Force recommends that NIJ and LEAA (coordinated by OJARS) develop a memorandum of agreement that would provide for joint program development efforts. OJJDP's experience indicates that this type of close linkage between research, program and evaluation staff can be particularly effective in program development.

Although the basic lines of organization in the principal research divisions remain, for purposes of efficient use of staff, based upon the criminal justice functions of enforcement, adjudication, corrections and prevention, the proposed organization does provide a basis for future expansion and evolution of research programs.

Key Issues

There are three NIJ issues requiring further action.

- o The JSIA contemplates the initiation of basic juvenile justice research in NIJ, while applied research directed toward program development will remain within the NIJJDP of OJJDP in LEAA. This direction will require NIJ and OJJDP to develop rules and procedures for defining how their roles will be fulfilled in practice, and how coordination will be achieved between them. OJARS should coordinate the development of a memorandum of agreement between OJJDP and NIJ. Once new OJJDP legislation has been passed, this policy must be reassessed and the memorandum of agreement should be amended, if necessary.
- o National Criminal Justice Reference Service (NCJRS). The NCJRS not only serves the NIJ but also serves OJARS and all units reporting to it. It is presently consuming 20 percent of the NIJ budget. The Task Force recommends that OJARS manage a major study of NCJRS to answer the following and other questions. Should NCJRS be run on a cost reimbursable basis? Should its use be limited? Should it be managed by OJARS? Because of the magnitude of the study and its potential implications an outside organization should be engaged as quickly as possible following the reorganization.
- o The Equipment Standards Program. NILECJ's former equipment development activity is not mentioned in the NIJ mandate in the new legislation. The task force recommends that NIJ review the Equipment Standards Program as soon as possible and submit recommendations for its termination or continuation to the NIJ director and advisory board.

Staffing

The personnel resources initially available to the National Institute of Justice are those which were on board at the time of transition in LEAA. With the exception of three positions transferred from OAI associated with program review, the personnel in the NIJ are those that performed the equivalent functions in the National Institute of Law Enforcement and Criminal Justice (NILECJ). Exhibit NI-1 shows the distribution of current NILECJ staff in the new NIJ structure. The major difference from the current structure is the consolidation of all evaluation functions into a single unit. These functions were previously divided into the Office of Program Evaluation and the Office of Research and Evaluation Methods.

Legislative Mandate for NIJ

As defined by the Justice System Improvement Act of 1979, the National Institute of Justice (NIJ) provides for and encourages research and demonstration efforts for the purpose of improving criminal and juvenile justice systems at all levels of government and related aspects of civil justice; preventing and reducing crime; and insuring citizen access to appropriate dispute resolution forums. NIJ research efforts will be balanced between basic and applied research. NIJ:

- a. Makes grants to, or enter into cooperative agreements or contracts with, public agencies, institutions of higher education, private organizations, or individuals to conduct research, demonstrations, or special projects pertaining to the purposes described in the JSIA, and provide technical assistance and training in support of tests, demonstrations, and special projects;
- b. Conducts or authorizes multiyear and short-term research and development concerning the criminal and civil justice systems in an effort to:
 1. identify alternative programs for achieving system goals, including programs of LEAA/OCACP;
 2. provide more accurate information on the causes and correlates of crime;
 3. analyze the correlates of crime and juvenile delinquency and provide more accurate information on the causes and correlates of crime and juvenile delinquency;
 4. improve the functioning of the criminal justice system;
 5. develop new methods for the prevention and reduction of crime, the prevention and reduction of parental kidnapping, including the development of programs to facilitate cooperation among the States and units of local government, the detection and apprehension of criminals, the expeditious, efficient, and fair disposition of criminal and juvenile delinquency cases, the improvement of police and minority relations, the conduct of research into the problems of victims and witnesses of crime, the feasibility and consequences of allowing victims to participate in criminal justice decisionmaking, the feasibility and desirability of adopting

procedures and programs which increase the victim's participation in the criminal justice process, the reduction in the need to seek court resolution of civil disputes, and the development of adequate corrections facilities and effective programs of correction; and

6. develop programs and projects to improve and expand the capacity of States and units of local government and combinations of such units, to detect, investigate, prosecute, and otherwise combat and prevent white-collar crime and public corruption, to improve and expand cooperation among the Federal Government, States, and units of local government in order to enhance the overall criminal justice system response to white-collar crime and public corruption, and to foster the creation and implementation of a comprehensive national strategy to prevent and combat white-collar crime and public corruption.
- c. Evaluates the effectiveness of projects or programs carried out under the JSIA of 1979;
- d. Evaluates, where the Institute deems appropriate, the programs and projects carried out under the JSIA of 1979 to determine their impact upon the quality of criminal and civil justice systems and the extent to which they have met or failed to meet the purposes and policies of the JSIA, and disseminate such information to State agencies and, upon request, to units of local government and other public and private organizations and individuals;
- e. Makes recommendations for action which can be taken by Federal, State, and local governments and by private persons and organizations to improve and strengthen criminal and civil justice systems;
- f. Provides research fellowships and clinical internships and carries out programs of training and special workshops for the presentation and dissemination of information resulting from research, demonstrations, and special projects;
- g. Collects and disseminates information obtained by the Institute or other Federal agencies, public agencies, institutions of higher education, or private organizations relating to the purposes of the JSIA of 1979.

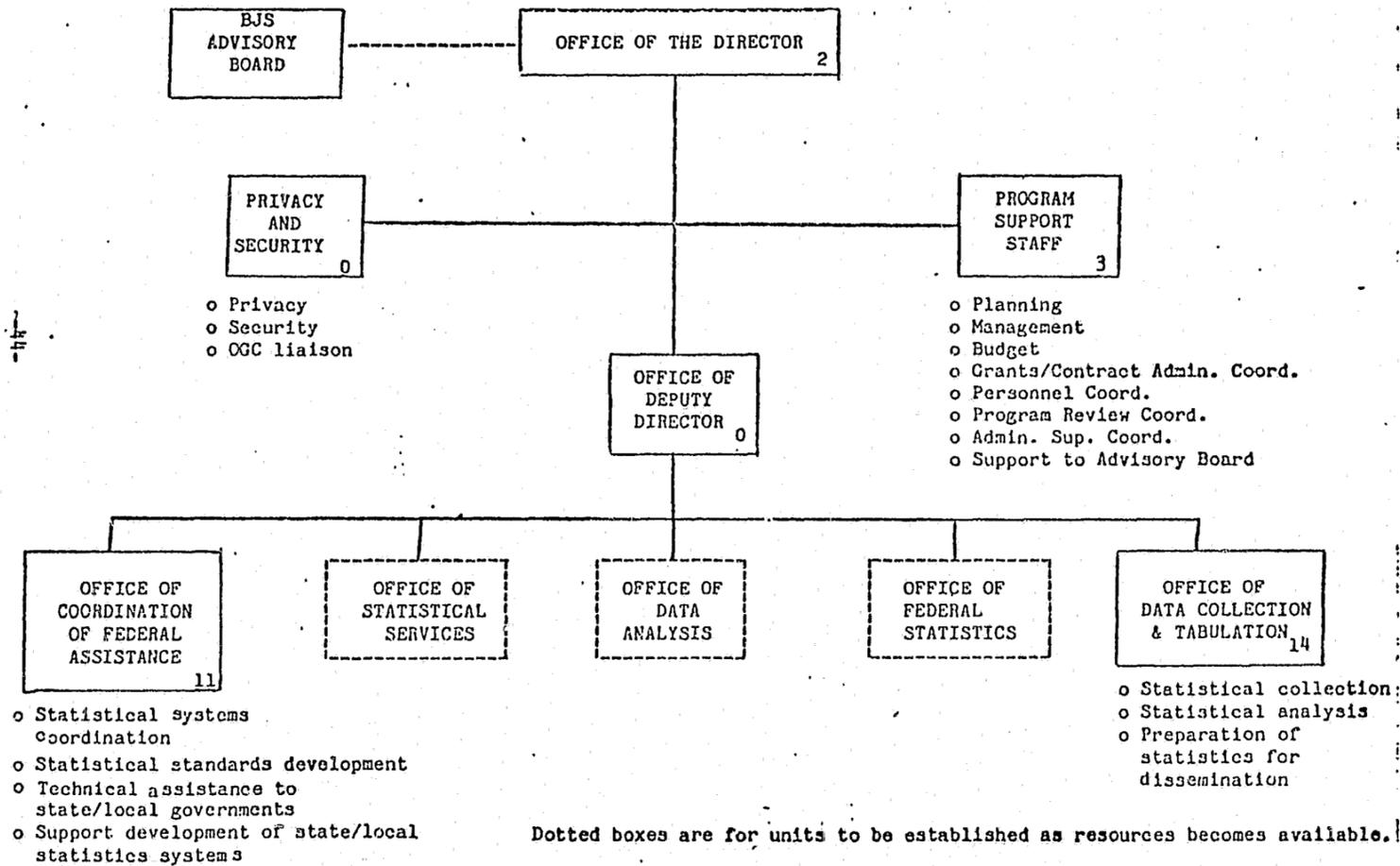
- h. Serves as a national and international clearinghouse for the exchange of information with respect to the purposes of the Institute;
- i. Submits a biennial report to the President and Congress on the state of justice research;
- j. After consultation with appropriate agencies and officials of States and units of local government, makes recommendations for the designation of programs or projects which will be effective in improving the functioning of the criminal justice system for funding as national priority grants under part E and discretionary grants under part F of the JSIA of 1979;
- k. Encourages, assists, and serves in a consulting capacity to Federal, State, and local justice system agencies in the development, maintenance, and coordination of criminal and civil justice programs and services.
- l. Insures that all criminal and civil justice research is carried out in a coordinated manner by:
 - 1. utilizing, with their consent, the services, equipment, personnel, information, and facilities of other Federal, State, local and private agencies and instrumentalities with or without reimbursement therefor;
 - 2. conferring with and availing itself of the cooperation, services, records, and facilities of State or of municipal or other agencies;
 - 3. requesting such information, data, and reports from any Federal agency as may be required; and
 - 4. seeking the cooperation of the judicial branches of Federal and State Government in coordinating civil and criminal justice research and development.
- m. Exercises the powers and functions as set forth in the JSIA of 1979.

BUREAU OF JUSTICE STATISTICS

Exhibit BJ-I

BUREAU OF JUSTICE STATISTICS
(On Board as of 11/3/79)

PROPOSED



BUREAU OF JUSTICE STATISTICS

Mission and Functions

The concept of a federal justice statistics agency has been under discussion since the days of the Wickersham Commission in the 1930's. It began to take shape at the direction of former Attorney General Griffin Bell in 1977 and was discussed in a memorandum from Assistant Attorney General Daniel Meador to Attorney General Griffin Bell on January 31, 1978. As embodied in the Law Enforcement Assistance Reform Act, the Bureau of Justice Statistics will be established with the mission to insure that statistical efforts at federal, state and local levels produce reliable, comparable, and timely crime and justice system data; and that these data are collected, analyzed, and disseminated in readily useable forms. To accomplish this mission, the BJS is mandated certain activities formerly performed by NCJISS, as well as a variety of new responsibilities. The BJS is authorized to carry out the following functions:

- o Compile, collate, analyze, publish and disseminate national statistics about all aspects of crime, civil and criminal justice, civil disputes, and criminal offenders.
- o Assure the quality of the justice statistical components of all federal justice information systems, and, through (the) state(s) statistics bureaus, of all state information systems.
- o Establish national definitions and standards for justice statistics.
- o Support state and local governments in the development of justice statistical information systems.
- o Develop and maintain compatible components in state and federal offender-based transaction systems in order that useful national data may be produced.

(A list of functions summarized from the JSIA of 1979 is at the end of this section.)

Organization

The ambitious BJS mandate and the difficulty of the task of developing an organizational structure which will be able to effectively carry out this broad mission is compounded by the budget and personnel constraints imposed on BJS (and OJARS) for FY 80. In fact these constraints will impose significant limitations on the ability of BJS to immediately implement the functions that derive from its mandated authority. Accordingly,

it is recommended that an organizational framework be established that may, as additional resources are allocated, be filled out to adequately manage the required activities. This means that BJS will not attempt to implement all these functions within the first year of its existence, but instead will assure that it does well and thoroughly those things it does undertake.

So the implementation of the BJS, as it is embodied in the legislation, will be a phased process, and the speed of the phasing will be determined by the resources--either new or those reallocated from other DOJ units--made available to the BJS following its establishment. As the attached organizational chart indicates, there will be two program offices established initially. These offices and their specific responsibilities are:

Office of Coordination of Federal Assistance

- o coordinate the development of state/local justice statistics programs
- o support research and development of state/local statistics systems
- o fund state/local agencies in support of national level statistics activity
- o provide technical assistance to state/local governments.

Office of Data Collection and Tabulation

- o collect, collate, and tabulate national justice statistics
- o prepare justice statistics for release, including periodic indicators

In conjunction with its statutorily established Advisory Board, the Presidentially-appointed Director of the BJS will set the policy, goals and objectives for the Bureau. Importantly, the Director is also responsible for the publication of national justice statistics, including crime and justice system operation indicators. The Office of the Director will have a Privacy and Security Staff and a Program Support Staff reporting directly to it.

The following three units, indicated on the organizational chart by broken lines, will be established in the future as resources become available. When fully implemented, they will have these responsibilities:

Office of Statistical Services

- o establish national standards and definitions for justice statistics
- o perform technical audits of federal statistics and systems
- o assist states to perform technical audits of state/local statistics and systems
- o fund data collection and analysis research

Office of Federal Statistics

- o direct collection, analysis and dissemination of federal justice statistics
- o exercise appropriate authority over, and provide technical assistance to, DOJ statistics systems
- o serve as part of clearance process for non-DOJ Executive Branch justice statistics systems

Office of Data Analysis

- o analyze and interpret statistics collected by BJS
- o correlate justice statistics and other social statistics

It is apparent that certain of the functions distributed among the three yet-to-be established offices must be implemented immediately, but this will be done within the two-office structure identified on the attached chart. For instance, the Office of Data Collection and Tabulation will, until the separate office is established, be responsible for performing the analysis function. Other specific functions may be initiated prior to establishment of the full organization at the discretion of the Director of BJS.

Key Issues

Systems Development. The specific provisions of the JSIA indicate--as does the legislative history--that certain segments of the systems development program would be transferred to the new LEAA. Consideration by the OJARS Task Force of a process by which this transfer might occur raised several very significant concerns. First, the transfer of the systems development function with the current NCJISS Systems Development staff would seriously hinder the implementation of the BJS by reducing its personnel allocation by the 11 positions currently assigned to the function. The Task Force felt that it was clearly congressional intent that BJS be provided sufficient staff to carry out the significant functions assigned to the Bureau. The minimum to accomplish this was the 34 positions assigned to the BJS in the FY 80 budget.

Second, allowing BJS to recruit replacements following a transfer of the Systems Development staff would provide additional pressure on the overall OJARS personnel ceiling.

Third, since certain of the functions performed by the NCJISS Systems Development Division are to remain the responsibility of the BJS, agreement must be reached between the heads of LEAA and the BJS about the scope of the transfer.

In attempting to resolve this dilemma, the OJARS Task Force has taken the step of providing some guidance concerning the eventual placement of the components of the NCJISS systems programs. The Task Force recommends that management authority for the telecommunications program effort be transferred to LEAA. The BJS should retain management of statistics programs and systems (UCR, SAC's, OBTS). The issue of the ultimate placement of authority for operational information systems that generate statistics (PROMIS, SJIS, OBSCIS, etc.) must await resolution through negotiation between BJS and LEAA.

A more important recommendation by the Task Force, though, is that the NCJISS Systems Development staff initially remain in the BJS and be used to establish the Office of Coordination of Federal Assistance. The entire systems development program would be managed by BJS, though LEAA's authority for these functions must be formally recognized and steps delineated to assure an orderly transfer of appropriate functions to LEAA during FY 81. This planning must take into account the various personnel ceilings that will be affected by the transfer.

Management of Federal-level justice statistics. The longer-range aspects of the BJS mission involve taking management control of the various federal-level justice statistics programs and systems. The most important program, and the only one for which implementation is currently planned, is the Uniform Crime Reports, presently managed by the FBI. It is slated for transfer to the BJS by the end of FY 82. The BJS Task Force also made contact with representatives of those other DOJ units having major statistical programs which include the Bureau of Prisons, Drug Enforcement Administration, Immigration and Naturalization Service, and the U.S. Parole Commission. Though its mandate apparently grants the BJS authority for these Departmental programs, any transfer of program authority is contingent on increased budget and personnel for the BJS. Accordingly, an effort to establish a timetable for the transfer of these programs would be premature, and must await the development of the BJS.

Staffing

The personnel resources available initially for the Bureau of Justice Statistics are those individuals on board in the current LEAA at the time of transition. Exhibit BJ-I identifies the personnel on board as of November 3, 1979. The figure at transition will be lower than the 30 identified because of attrition and the hiring freezes currently in effect. With the exception of three positions being transferred as a result of the program review shift from Audit and Investigations to the program offices, all of the initial BJS resources come from the National Criminal Justice Information and Statistics Service. The NCJISS Privacy and Security unit will be transferred directly and the Systems Development Division will be transferred to the BJS Office of

Coordination of Federal Assistance, pending final determination of the placement of the systems development function. The Statistics Division will be transferred to the BJS Office of Data Collection and Tabulation.

Legislative Mandate for BJS

As defined by the Justice System Improvement Act of 1979, the Bureau of Justice Statistics (BJS) shall provide for and encourage the collection and analysis of statistical information concerning crime (including white-collar and public corruption), juvenile delinquency, and the operation of the criminal justice system and related aspects of the civil justice system and to support the development of information and statistical systems at the Federal, State and local levels to improve the efforts of these levels of government to measure and understand the levels of crime (including crimes against the elderly, white-collar crime, and public corruption), juvenile delinquency, and the operation of the criminal justice system and related aspects of the civil justice system. The BJS:

- a. Makes grants to, or enters into cooperative agreements or contracts with public agencies, institutions of higher education, private organizations, or private individuals for purposes related to this part; grants shall be made subject to continuing compliance with standards for gathering justice statistics set forth in rules and regulations promulgated by the Director.
- b. Collects and analyzes information concerning criminal victimization, including crimes against the elderly, and civil disputes;
- c. Collects and analyzes data that will serve as a continuous and comparable national social indication of the prevalence, incidence, rates, extent, distribution, and attributes of crime, juvenile delinquency, civil disputes and other statistical factors related to crime, civil disputes and juvenile delinquency, in support of national, State and local justice policy and decisionmaking;
- d. Collects and analyzes statistical information concerning the prevalence, incidence, rates, extent distribution, and attributes of crime, and juvenile delinquency, at the Federal, State and local levels;
- e. Collects and analyze statistical information, concerning the operations of the criminal justice system at the Federal, State and local levels;
- f. Analyzes the correlates of crime, civil disputes and juvenile delinquency, by the use of statistical information, about criminal and civil justice systems at the Federal, State and local levels, and about the extent, distribution and attributes of crime, and juvenile delinquency, in the Nation and at the Federal, State and local levels;

- g. Compiles, collates, analyzes, publishes, and disseminates uniform national statistics concerning all aspects of criminal justice and related aspects of civil justice, crime, including crimes against the elderly, juvenile delinquency, criminal offenders, juvenile delinquents, and civil disputes in the various States;
- h. Recommends national standards for justice statistics and for insuring the reliability and validity of justice statistics supplied pursuant to this title;
- i. Maintains liaison with the judicial branches of the Federal and State Governments in matters relating to justice statistics, and cooperates with the judicial branch in assuring as much uniformity as feasible in statistical systems of the executive and judicial branches;
- j. Provides information to the President, the Congress, the judiciary, State and local governments, and the general public on justice statistics;
- k. Establishes or assists in the establishment of a system to provide State and local governments with access to Federal informational resources useful in the planning, implementation, and evaluation of programs under the JSIA of 1979.
- l. Conducts or supports research relating to methods of gathering or analyzing justice statistics;
- m. Provides financial and technical assistance to the States and units of local government relating to collection, analysis, or dissemination of justice statistics;
- n. Maintains liaison with State and local governments and governments of other nations concerning justice statistics;
- o. Cooperates in and participates with national and international organizations in the development of uniform justice statistics;
- p. Insures conformance with security and privacy regulations issued pursuant to section 818 of the JSIA of 1979;
- q. Insures that all justice statistical collection, analysis, and dissemination is carried out in a coordinated manner by:
 1. utilizing with their consent, the services, equipment, records, personnel, information, and facilities of other Federal, State, local, and private agencies and instrumentalities with or without reimbursement therefor;

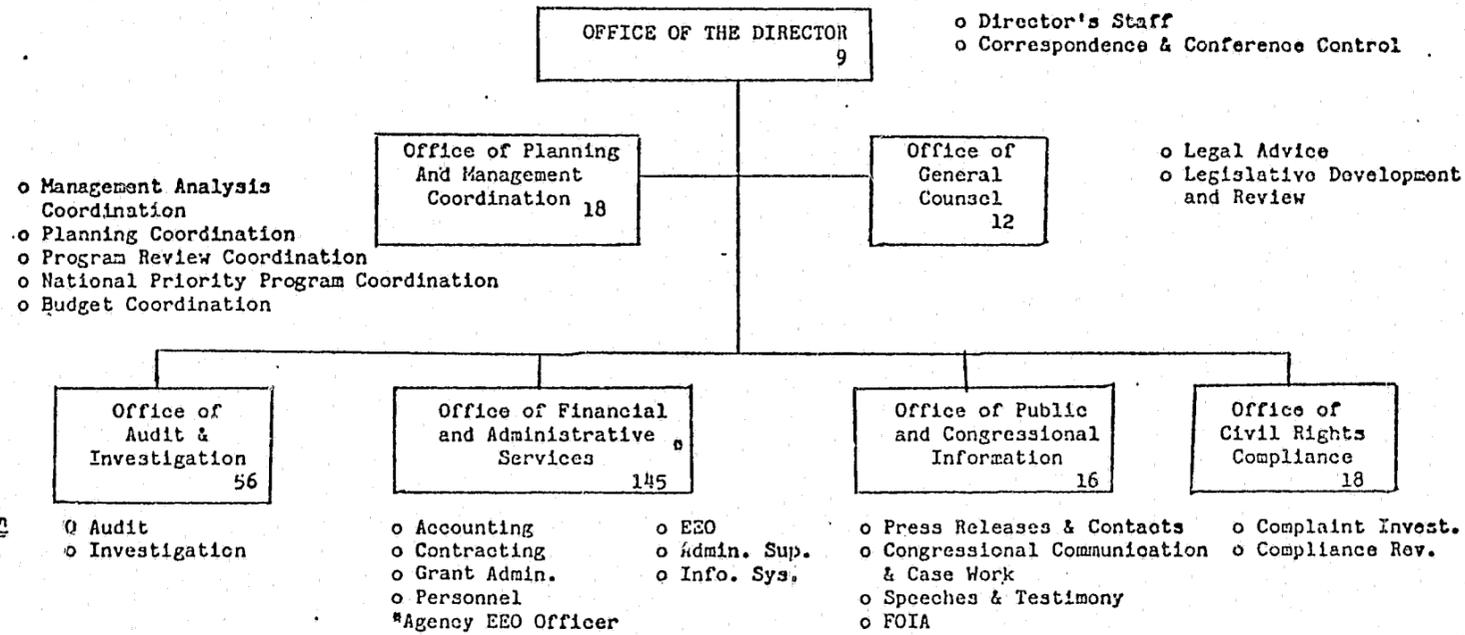
2. conferring and cooperating with State municipal, or other local agencies;
 3. requesting such information, data, and reports from any Federal agency as may be required to carry out the purposes of the JSIA of 1979; and
 4. seeking the cooperation of the judicial branch of the Federal Government in gathering data from criminal justice records.
- r. Exercises the powers and functions as set forth in the JSIA of 1979.

In recommending standards for gathering justice statistics, the Director, BJS shall consult with representatives of State and local governments, including where appropriate, representatives of the judiciary.

OFFICE OF JUSTICE ASSISTANCE,
RESEARCH, AND STATISTICS

EXHIBIT OJ-1
 OFFICE OF JUSTICE ASSISTANCE, RESEARCH AND STATISTICS
 (On Board as of 11/3/79)

PROPOSED



OFFICE OF JUSTICE ASSISTANCE, RESEARCH AND STATISTICS

Background

The Office of Justice Assistance, Research, and Statistics (OJARS) will directly provide staff support to, and coordinate the activities of the Law Enforcement Assistance Administration (LEAA), the National Institute of Justice (NIJ), and the Bureau of Justice Statistics (BJS). (A list of functions summarized from the JSIA of 1979 is at the end of this section.)

The Task Force deliberations regarding the organization and functions for the Office of Justice Assistance, Research, and Statistics (OJARS) were influenced by the Bell/McIntyre letter to President Carter dated March 17, 1978, Recommendations to Improve Justice Research, Statistics, and State and Local Financial Assistance; by the Senate Report No. 96-142 on the Law Enforcement Assistance Reform Act of 1979; by the House/Senate Conference report on the JSIA of 1979; and, by the budgetary and personnel constraints of FY 80. Both the Bell/McIntyre letter and the Senate Judiciary report agree that one of the primary purposes of OJARS is to avoid inefficient and costly duplication of effort among BJS, NIJ and LEAA in the staff support services area. This was defined as congressional liaison, public information, accounting, audit, equal employment opportunity, civil rights compliance, administrative services, general counsel, comptroller functions, and personnel management. Consolidating these support services in OJARS is seen as a way to increase efficiency, keep a lid on bureaucratic costs associated with administering research, statistics, and assistance programs, and ease the burden on the recipient of Federal funds through more consistent rules and regulations regarding matters in these support services areas.

A dilemma occurred in designing the organizational structure for OJARS. These are, for the most part, labor intensive functions. As a consequence, staffing these functions in OJARS gives the appearance of an unusually top heavy organization. Additionally, there is some merit in having some functions such as audit and financial management close to the source of program funds. However, the Conference report noted that "OJARS should be adequately staffed to provide these coordination and support functions." Three models were examined prior to deciding upon the final recommendation.

First, an OJARS model was examined which decentralized the most labor intensive functions--audit and management and finance. Statutorily, however, audit must stay with OJARS. For this reason a second model was examined that decentralized financial management functions only. Careful examinations of the actual number of positions involved and the fluctuating demands that exist in certain offices because of traditional fund flow patterns, led to the conclusion that a dilution of effort would occur which would adversely affect efficiency of performance. This holds

true, by the way, to a greater or lesser degree for all the other staff/support services mentioned above. Finally a compromise was developed which removes the program review function from the Office of Audit and Investigation (OAI) and decentralizes its associated positions throughout LEAA, NIJ, and BJS while retaining centralized coordination of this function in OJARS. The Task Force believes the resulting OJARS organization, together with the distribution of functions and staffing as described herein, best meets the intent of the Administration and Congress.

The objectives of this organization are to provide service and support to, and to coordinate the planning and programs of LEAA, BJS, and NIJ; and to designate National Priority and Discretionary Programs jointly with LEAA.

Assumptions

It has been assumed that:

- o OJARS will not set policy for LEAA, NIJ or BJS programs
- o OJARS will not manage any grants. All grant activity will be in BJS, NIJ and LEAA
- o Service/support functions will be maintained through improved procedures
- o Several positions from OJARS would be made available to LEAA, BJS, and NIJ to assist and enhance the coordination of service/support functions. The number of positions that can be made available is constrained because there are two separate budget authorizations.

Administrative Relationships

The strategy for providing administrative services, then, has been to consolidate and reduce staff functions while continuing to provide all services to all three units; and to develop support staffs in LEAA, NIJ and BJS to coordinate with appropriate staff services in OJARS. OJARS will provide centralized staff support services to include general counsel, comptroller functions, accounting, audit, congressional liaison, public information, equal employment opportunity, civil rights compliance, personnel management and administrative services.

The performance of these administrative duties by OJARS is not intended to encroach upon the policy and program prerogatives of LEAA, NIJ and BJS. However, program coordination will be provided by OJARS in administrative areas as well as for program goals and priorities, to insure greater consistency in Federal rules, regulations and guidelines on matters falling within these support service areas. At the same time this approach will reduce paperwork and utilize personnel more efficiently.

OJARS must have as its primary goal responsiveness to the needs of LEAA, NIJ and BJS for service that is timely and consistent with office needs and special requirements. Further, OJARS administrative support will be conducted to assure that procurement and personnel actions comply fully with Federal standards and requirements.

OJARS will issue whatever directives are necessary to provide appropriate consistency among offices, but these directives will not prevent LEAA, NIJ or BJS from issuing such additional directives as they consider appropriate to meet their special requirements or to support the effective management of their individual functions and responsibilities.

Program Relationships

In conjunction with LEAA, NIJ, and BJS, OJARS will assure overall coordination of program guidelines, and within these guidelines will coordinate the establishment of long range program goals and annual program priorities. While recognizing that basic research and statistical functions of NIJ and BJS properly require a substantial degree of autonomy, OJARS will coordinate the collective efforts of LEAA, NIJ and BJS as they are brought to bear on important national problems that have a direct claim on the joint attention of these offices.

OJARS will direct the interoffice coordination necessary to the successful implementation of a responsive process for the development of programs as it is conceived in the legislation, linking the functions of different offices. OJARS will assure coordination of program development priorities and will coordinate the development, testing, evaluating and marketing processes that run across the principal organizational lines of LEAA, NIJ, and BJS. After consulting with and considering the recommendations of LEAA, NIJ, BJS State and local governments, and public and private organizations and individuals, the OJARS director will designate, jointly with the LEAA Administrator, National Priority and Discretionary Programs for management by LEAA.

OJARS also will assure interoffice coordination and intergovernmental consultation to insure that the selection process for programs developed by NIJ is responsive to state and local needs and problems, as well as to the policy advice of NIJ and BJS boards, and that such programs are thus more likely to find a ready market for implementation. It will further assure that NIJ's design, testing and evaluation of programs are linked to LEAA's state and local financial and technical assistance activities. And it will insure coordination so that BJS generates information that is useful for and used in policy analysis and program development and evaluation in NIJ and LEAA; that NIJ evaluations of programs managed by LEAA will affect both LEAA's program management and the designation of National Priority and Discretionary Programs by LEAA and OJARS; that state information systems managed by LEAA generate useful data for national

statistical programs in BJS; and that administrative statistics are provided to LEAA by BJS on a timely basis for use in managing the formula grant program. OJARS will also play a coordinating role in the development of interoffice policies for such areas of overlapping responsibilities as training, information systems and evaluation.

In coordinating interoffice program relationships OJARS will employ various mechanisms as appropriate. General program guidance and the designation of program priorities will be developed in coordination among LEAA, NIJ, BJS, state and local agencies, and others, first through initial requests for office priorities on substantive content and subsequently through normal internal and external consultation processes. Broad programmatic coordination will normally be achieved through an OJARS review of office plans, with comment to the respective offices on areas of omission, conflicts with Attorney General's policy, duplication of effort, related activities of other offices, and also noting areas of additional opportunity for effective action. In order to bring about coordination of specific programs, OJARS will bring together the affected offices to discuss and plan for the integration of their respective roles and activities. OJARS will also exercise coordination through its budgetary and support functions. In the preparation of the consolidated agency budget OJARS will review office budgets for consistency with DOJ policies and priorities.

Organization

The organizational configuration recommended by the Task Force is designed to reflect the intent of the Administration and Congress. This organization reduces LEAA's nine staff offices to six by merging OOS, OC, and EEO into a single Office of Financial and Administrative Services (OFAS) and the OCL and PIO into the Office of Public and Congressional Information (OPCI).

The Assistant Director, OFAS, becomes the OJARS EEO Officer. This insures that the EEO Officer reports directly to the Director of OJARS. The PSOB program remains in LEAA as stated in the legislation. This avoids cumbersome delegation and redelegation of a function. Since it is essentially a payment function, OFAS can handle the payments like any other voucher payment operation.

Combining administrative and financial management functions into a single office provides the vehicle for the development of more efficient procedures and utilization of personnel. It also provides a single point of contact in regards to these matters from both inside and outside the agency.

OPCI combines current public information functions with congressional information and Public Interest Group liaison functions of OCL. This merger brings together two staffs whose responsibilities for information dissemination are very similar but to different audiences. In the face of rather austere personnel allocations, this facilitates the development, coordination and operation of public and congressional information responsibilities. The legislative review activities of OCL are assumed by the Office of General Counsel (OGC).

OGC retains its same responsibilities and in addition assumes responsibility for that portion of OCL's functions which dealt with legislative development. This consolidates all activities related to the coordinated development of LEAA, NIJ, BJS and OJARS legislation in a single office. In order to ensure strong program legal support for each of the major units, it has been assumed that someone with a legal background in LEAA, NIJ, and BJS will be designated as the legal contact with OGC. OGC already has attorneys specifically dedicated to Office of Civil Rights Compliance and Office of Juvenile Justice and Delinquency Prevention, and should also identify primary contact points for LEAA, NIJ, and BJS.

The program coordination and management review functions of Office of Planning and Management become the responsibility of the Office of Planning and Management Coordination (OPMC). This office also assumes full responsibility for the budget which was formerly shared by OFM and OC. This consolidation will enhance the coordination of management, planning and budget development. The new office will be responsible for reviewing, consolidating and assisting in the presentation of the entire budget, including the LEAA, NIJ, BJS and OJARS budgets.

The audit, investigation and program review functions were carefully considered by the Task Force in light of the recommendations of the LEAA Management Advisory Task Force. That Task Force recommended that the audit and investigation functions remain together in OAI; however, serious consideration needed to be given to the disposition of the program review function.

Key Issues

Program Review: In view of LEAA's recent experience in the program review area and the changing nature of the criminal justice program brought about by the new legislation, the desirability of keeping the audit and program review functions together requires further consideration.

The original arguments against placing a program review function in an audit organization still hold true. These are:

- o potential conflict of interest in reviewing programs and later auditing these same programs.
- o operational nature of program reviews conflicts with financial orientation of auditing in the same organization; thus, one tends to suffer at the expense of the other depending upon the bias of the office head.
- o short term, quick turn around nature of program reviews operates more efficiently out of a policy development and program management oriented organization rather than a financial oriented organization.

The program review function has not produced the type of results originally envisioned; i.e., a quick appraisal of current program operations. There is a justifiable requirement for each of the program organizations (LEAA, NIJ, BJS) to have a program review capability. This capability need not be in an identifiable unit as such, but by having extra positions available to provide this capability, in addition to other program functions, the program management of these organizations will be enhanced. Furthermore, it would reduce the appearance of a top heavy OJARS organization by having more positions allocated to program offices. At the same time, this is a function that needs to be coordinated by OJARS. Therefore, the Task Force is recommending that the program review function which constitutes 39 positions in the present OAI be reassigned throughout LEAA, NIJ, and BJS. The OJARS/Office of Planning and Management Coordination will be responsible for coordinating this function at the OJARS level utilizing current staff. The actual spread of the 39 positions would be--33 positions to LEAA, three positions to NIJ and three positions to BJS.

Centralization vs Decentralization. The question of centralization vs. decentralization of current OAI functions is directly related to the program review decision. If the Task Force recommendation on program review is approved, the number of positions remaining in each OAI Area Office brings into question the desirability of maintaining a field presence. Because of attrition, the Chicago Area Office has already reached the stage where it is economically questionable to maintain. Once the program review positions have been removed, it will no longer be a question but un fait accompli. The other Area Offices will be similarly affected. The administrative overhead in each Area Office required to maintain a field presence of 7-10 positions is difficult to justify given the austere personnel allocations for FY 80. Therefore, the Task Force recommends that the Area Offices in Atlanta, Chicago, and Denver be closed once the program review function has been removed. The auditors in these offices can then be relocated to the Washington Area Office and the Sacramento Area Office depending upon auditing needs.

National Minority Advisory Council (NMAC). As part of the general deliberations on OJARS, the Task Force reviewed the relationship of the NMAC to LEAA and its future relationship to OJARS. The NMAC has significantly raised LEAA's sensitivity to minority and women's rights. This is reflected in both internal affairs and external programs. The Task Force believes this should be maintained. It recommends that the NMAC be retained with its present members and mandate as an advisor to the Director of OJARS. However, the Task Force believes that since OJARS has no prerogative for setting policy or for program operations the Director should not have a Special Assistant who devotes full time to NMAC affairs as this could be interpreted as an indirect way to influence program operations. Rather the Director's special assistant could provide coordination between the NMAC and the LEAA, NIJ, and BJS. The Task Force believes that the program level is the more important location for a full time special assistant. Since the vast majority of programs which are of interest to NMAC are operated by LEAA, it is recommended that the Administrator, LEAA appoint a Special Assistant for Minority and Women's Rights full-time. To insure comprehensive coordination of these affairs throughout OJARS, it is further recommended that the positions in BJS and NIJ which provide support to their respective advisory boards have the additional responsibility of providing support to the NMAC, as required, and providing liaison to OJARS and LEAA for these matters.

Staffing

The personnel resources initially available to the Office of Justice Assistance, Research and Statistics (OJARS) consist of the personnel on board in LEAA at the time of transition. In some cases there is a direct transfer of functions and personnel from the old organization to the new one. In several cases there are major shifts and mergers. Exhibit OJ-I shows the resources available to each new unit as of November 3, 1979. Given current attrition and the hiring freeze, the figures at transition will be lower.

Table OJ-I, below, traces the transfers from the old organization to the new.

TABLE OJ-1
OJARS Personnel Shifts

<u>From</u>	<u>#</u>	<u>To</u>
<u>LEAA</u>		<u>OJARS</u>
Administrator's Office	6	Directors Office
Planning & Management/ Correspondence & Conference Control	3	Director's office
Planning and Management	13	Planning and Management Coordination
Comptroller/Budget	5	Planning and Management Coordination
General Counsel	12	General Counsel
Audit and Investigation	56	Audit and Investigation
Civil Rights Compliance	18	Civil Rights Compliance
Public Information	9	Public & Congressional Info.
Congressional Liaison	7	Public & Congressional Info.
Comptroller	98	Financial and Administrative Services
Operations Support	44	Financial and Administrative Services
Equal Employment Opportunity	<u>3</u>	Financial and Administrative Services
OJARS Subtotal	274	

Legislative Mandate for OJARS

As defined by the Justice System Improvement Act (JSIA) of 1979, the Office of Justice Assistance, Research, and Statistics (OJARS) provides support services to LEAA, NIJ and BJS and serves as a facilitator of communication and cooperation by:

- o coordinating the establishment of long-range goals and priorities among LEAA, NIJ and BJS
- o determining priorities for Part E national priority and Part F discretionary grant programs jointly with LEAA
- o evaluating progress and reporting to the Attorney General on interoffice accomplishments of LEAA, NIJ and BJS
- o collecting, analyzing, and synthesizing information to assist the Attorney General in his responsibility to provide general policy guidance to LEAA, NIJ and BJS.
- o providing coordination in developing interoffice policies
- o reviewing, consolidating and presenting budgets and plans to the Department of Justice and the Office of Management and Budget
- o establishing rules, regulations, and procedures necessary to exercise its coordination and support functions, and to carry out any functions delegated to OJARS by the Attorney General
- o provide staff support to LEAA, NIJ, and BJS.

PERSONNEL POLICIES

PERSONNEL POLICIES

Background

The FY 80 budget called for a 25 percent reduction in the authorized strength for OJARS. This reduction follows a 20 percent reduction in FY 79. Table PA-I shows the authorized, on-board, and ceiling figures for the former LEAA (FY 77-FY 79) and for LEAA, NIJ, BJS, and OJARS combined (FY 80):

TABLE PA-I

	<u>Authorized</u>	<u>On Board (10/1)</u>	<u>Ceiling (9/30)</u>
FY 77	830	771	761
FY 78	900	702	678
FY 79	697	678	645
FY 80	571	617	549

The figures clearly indicate the dramatic nature of OJARS' reduction of personnel. Unlike customary personnel reductions in the Federal government, these reductions have involved actual working bodies rather than unfilled positions. LEAA's full-time permanent on-board employment peaked in May 1977 at 797. The announcement of the closure of the Regional Offices the next month led to a precipitous decline in employment to 702 within a 3-month period. The decline has continued steadily ever since. By the time FY 80 began the on-board strength of full-time permanent personnel was 617.

Initial Personnel Allocations

The reduction in authorized personnel coupled with the organizational changes mandated by the Justice System Improvement Act of 1979 require that the personnel management policies of LEAA, NIJ, BJS and OJARS be formalized to a greater degree than under the LEAA.

The basic staffing pattern for LEAA, NIJ, BJS and OJARS was initially dictated by the personnel on board at the time of transition. As of November 3, 1979, there were 602 permanent full time employees on board. The figure at the point of transition will be slightly lower given attrition and the hiring freeze.

Although the majority of changes are directly from the old organization to the new one, some do reflect shifts of functions among offices. Table PA-II shows the shift from the old organization to the new.

TABLE PA-II
Personnel Shifts
(On Board as of 11/3/79)

From	#	To
<u>LEAA</u>		<u>OJARS</u>
Administrator's Office Planning & Management/ Correspondence & Conference Control	6	Director's Office
Planning and Management	3	Director's office
Comptroller/Budget	13	Planning & Management Coordination
General Counsel	5	Planning & Management Coordination
Audit and Investigation	12	General Counsel
Civil Rights Compliance	56	Audit and Investigation
Public Information	18	Civil Rights Compliance
Congressional Liaison	9	Public & Congressional Info.
Comptroller	7	Public & Congressional Info.
Operations Support	98	Financial & Administrative Services
Equal Employment Opportunity	44	Financial & Administrative Services
	3	Financial & Administrative Services
OJARS Subtotal	274	
<u>LEAA</u>		<u>LEAA</u>
Administrator's Office	3	Administrator's Office
Comptroller/PSOB	5	PSOB
OCJP/Assistant Administrator	16	OCJI/Administration (includes Arson Desk & Critical Issues Team)
OCJP/Program Development and Evaluation Standards	4	Program Support
OCJP/Policy and Management	7	Program Support
OCJP/CJAD's	39	State/Local Assistance Div.
OAI/Program Review	13	State/Local Assistance Div.
OCJP/Divisions	45	National Programs Division
OCJP/Corrections PMT	4	National Programs Division
OCJET	13	National Programs Division
OOS/External Training	5	National Programs Division
OAI/Program Review	10	National Programs Division
OCACP	13	OCACP
OJJDP/Associate Administrator	4	OJJDP/Associate Administrator
OJJDP/Programs	26	OJJDP/Programs
OAI Program Review	3	OJJDP/Programs
OJJDP/NIJJDP	11	OJJDP/NIJJDP
OAI/Program Review	7	OJJDP/NIJJDP
LEAA Subtotal	228	

TABLE PA-II (cont'd)

<u>LEAA</u>		<u>NIJ</u>
NILECJ	67	NIJ
OAI/Program Review	3	NIJ
NIJ Subtotal	70	
<u>LEAA</u>		<u>BJS</u>
NCJISS	27	BJS
OAI/Program Review	3	BJS
BJS Subtotal	30	
GRAND TOTAL	602	

Allocations Based on FY 80 beginning and end of year ceilings. In determining recommended personnel allocations for FY 80, the Task Force was guided by the desire to protect program units to the greatest extent possible. The need to adequately staff OJARS so that it can perform the services and support functions mandated by the Justice System Improvement Act (JSIA) of 1979; and, the resource allocations contained in the separate budgets (OJARS/LEAA and NIJ/BJS) placed a constraint upon the Task Force's flexibility in making recommended allocations.

The heaviest cuts in the OJARS staff are sustained by the Office of Financial and Administrative Services (OFAS) and the Office of Public and Congressional Information (OPCI). This is consistent with long standing policy and budget recommendations that the type of functions performed by these offices should bear a disproportionate share of any personnel reductions. On the other hand because of the importance placed upon audit and civil rights functions in the legislation, these offices actually gain some positions over current levels.

The majority of the program units in LEAA, NIJ and BJS remain at the current level or increase even while the agency as a whole is undergoing a staff reduction. In LEAA the juvenile justice function is increased in recognition of its continued legislative and budgetary stability. The community anti-crime function is increased in recognition of its expanded responsibilities in the new legislation. The PSOB function is reduced slightly. The cut in the education and training function reflects the policy decision to transfer the Law Enforcement Education and Internship programs to the new Department of Education which resulted in no funds or positions for these programs in the FY 80 budget. The reduction in criminal justice improvements reflects the anticipated simplification of the grant and technical assistance processes embodied in the JSIA.

The National Institute of Justice and Bureau of Justice Statistics are each provided three additional positions to assist in the program review and other functions required by the new legislation.

Table PA-III compares LEAA full-time permanent personnel actually on board one month prior to FY 80 (August 30, 1979); one month after the commencement of FY 80 (November 3) and personnel allocations based on FY 80 beginning and end of year ceilings. It is readily apparent that should the current attrition rate remain constant the end of year ceiling will be met and that selective hiring will have to occur, shortly.

TABLE PA-III
PERSONNEL ALLOCATIONS

	On Board 8/30/79	On Board 11/3/79	FY 80 Allocation	FY 80 End of Year Ceiling
<u>Office of Justice Assistance, Research and Statistics</u>				
Office of the Director	10	9	8	8
Office of General Counsel	12	12	10	10
Office of Planning and Management Coordination	23	18	19	19
Office of Civil Rights Comp.	20	18	20	19
Office of Public and Congressional Information	17	16	8	8
Office of Financial and Administrative Services	153	145	105	101
Office of Audit and Investigation	<u>58</u>	<u>56</u>	<u>68</u>	<u>66</u>
Total	293	274	238	231
<u>Law Enforcement Assistance Administration</u>				
Administration & Support Staff Public Safety Officers'	17	14	14	13
Benefit Program	5	5	4	4
*Office of Juvenile Justice Delinquency & Prevention	53	51	66	64
Office of Community Anti-Crime Programs	13	13	20	19
*Office of Criminal Justice Improvements	129	127	110	105
Education and Training	<u>18</u>	<u>18</u>	<u>2</u>	<u>9</u>
Total	235	228	223	214
<u>*National Institute of Justice</u>	70	70	73	69
<u>*Bureau of Justice Statistics</u>	<u>34</u>	<u>30</u>	<u>37</u>	<u>35</u>
Total	104	100	110	104
GRAND TOTAL	632	602	571	549

*Includes Programs Review positions formerly allocated to OAI.

Notes on Personnel Allocations Chart

The figures shown on the Personnel Allocations chart reflect the following:

Column 1 and 2: On Board

Full-time permanent employees on the payroll as of August 30, 1979 and November 3, 1979 were placed in those offices that will perform current LEAA functions in the new organizations. In most instances there is a direct shift. There are some instances, however, where functions and personnel were moved, these include:

- a. five positions in the Budget Division shown in the Office of Planning and Management Coordination rather than the Office of Financial and Administrative Services
- b. five positions in PSOB shown in LEAA
- c. five positions formerly performing external training in the former Office of Operations Support shown in LEAA's Education and Training unit
- d. thirty-nine (39) positions currently in OAI shifted to LEAA-LEAA (33), NIJ (3), and BJS (3) to reflect the shift in Program Review functions. (The LEAA positions are split between OCJI (23) and OJJD (10))

Column 3: FY 80 Allocation

Allocations reflect the functional shifts of Column 1 and at the reduced level of 571. The full-time permanent allocations for NIJ and BJS are based on the FY 80 congressional budget allocation of 70 and 34 respectively, plus three positions to each for program review. The Education/Training reduction reflects the budget decision to eliminate LEEP. Whenever possible cuts were taken in service and support units.

Column 4: FY 80 Ceiling

Allocations reflect the functional shifts of Column 1 and 2 at the reduced level of 549. As in Column 3 cuts were taken in service and support activities in order to benefit program operations wherever possible. The NIJ and BJS allocations reflect a reduction of six positions in the NIJ/BJS budget.

TRANSITION TIMETABLE

AUTHORITY OF:

To be Completed:*

Attorney General

- appoint acting heads of LEAA, NIJ, BJS, and OJARS Immediately

LEAA

- appoint acting office heads Immediately

- appoint acting division heads Immediately

- establish PSOB program as an LEAA staff office Immediately

- establish OCJET within LEAA/OCJI Immediately

- transfer external training function of OOS/TD to LEAA/National Programs Division Immediately

- establish functional structure of National Programs Division 30 days

- complete memorandum of understanding with BJS concerning systems development function transfer for FY 81 60 days

NIJ

- appoint acting office heads Immediately

- appoint acting division heads Immediately

- initiate design of evaluation program to replace the NEP Immediately

- establish procedures for the transfer of the Graduate Research Fellowship program from OCJET to NIJ 30 days

- initiate development of an Information Policy and Management function 30 days

- initiate, in coordination with the OJARS Director, a review of the NCJRS program 30 days

*From date of legislative enactment.

AUTHORITY OF:

To be Completed:*

- initiate review of equipment standards testing program 30 days
- complete transfer of International Activities function from OOS to NIJ 60 days
- implement Civil Justice research activity 60 days

BJS

- appoint acting office heads Immediately
- appoint acting division heads Immediately
- complete memorandum of understanding with LEAA concerning systems development function transfer for FY 81 60 days
- complete memorandum of understanding with NIJJDP concerning juvenile justice statistics programs 60 days
- complete plan and timetable for transfer of Uniform Crime Reports program to BJS 150 days

OJARS

- appoint acting office heads Immediately
- appoint acting division heads Immediately
- complete personnel transfers required by statutory organizational structure Immediately
- prepare transfer of program authority to LEAA for Ad Council campaign, Institutionalization, and State MIS grants (OPMC) Immediately
- establish necessary delegations of authority (heads of OJARS, BJS, LEAA, NIJ and OPMC) Immediately
- initiate effort to centrally locate all OJARS personnel (Director and OFAS) 15 days
- announce DF, NPP, SPA, and Financial Management guidelines in Federal Register for public comment (OPMC) 30 days

*From date of legislative enactment.

AUTHORITY OF:

To be Completed:*

- complete personnel transfers required by administrative consolidations 30 days
- prepare comprehensive personnel roster (OFAS/PD) 30 days
- establish Personnel Management Committee (OPMC) 30 days
- assess findings and recommendations of LEAA Management Advisory Task Force relevant to (OPMC) 30 days
- identify subjects for immediate and short-term management study (JPMC) 30 days
- initiate preliminary budget planning and program pyramid development for FY 82 (OPMC) 60 days
- coordinate the completion of a detailed definition of roles for OJARS, LEAA, NIJ, and BJS in development of 816b report (Director and OPMC) 60 days
- develop directives system for LEAA, NIJ, BJS, and OJARS (OPMC, OFAS) 90 days
- complete revision of guidelines and issue final version in Federal Register (OPMC) 90 days
- initiate program planning process for FY 81 (OPMC) 90 days
- initiate all necessary management studies identified earlier (OPMC) 90 days
- complete program review staff reassignment (OFAS) 90 days
- complete memorandum of agreement among OJARS, LEAA, BJS, NIJ concerning program development process (Director) 90 days
- coordinate the completion of a memorandum of agreement between NIJ and OJJDP/NIJJDP concerning research activities (OPMC) 90 days
- complete planning with states and entitlements for reporting requirements for 816b report (Director and OPMC) 150 days
- close Atlanta, Chicago, and Denver OAI field offices and reassign personnel (OFAS/PD, OAI) 180 days

*From date of legislative enactment.

APPENDIX 1

FY 1980 Program Budget Allocations

The FY 1980 Program Budget Allocations are described on the following charts. The charts are organized by major program offices and subdivided by functional unit and MBO code.

Prepared by OPM 11/6/79

Table #1. FINAL FY 1980 SUBPROGRAM ALLOCATIONS: PARTS E, F AND G; CARRYOVER C, E AND TA
(\$ in thousands)

MBO Code	Subprogram Title	Part E	Part F	Part G	Carryover			Subprogram Totals
					Part C	Part E	TA	
<u>OCJP</u>								
1.201	Career Criminal	\$4,000	\$	\$	\$	\$	\$	\$4,000
1.209	Arson		6,409		2,341			8,750
1.209	STING	4,000						4,000
1.209	Organized/White Collar Crime		3,900	250	2,484			6,634
1.209	Fraud Against Government		1,000				32	1,032
1.210	Corrections-Incarceration	500	1,250			2,400		4,150
1.210	Alternatives to Incarceration	2,500				3,100		5,600
1.210	Standards and Accreditation	2,000	1,000			600		3,600
1.211	Court Delay Reduction	1,350						1,350
1.211	Fundamental Court Improvement	1,000	1,500					2,500
1.211	Jail Overcrowding					1,800		1,800
1.211	Courts Training and TA		3,100		410		450	3,960
1.211	Juror Utilization and Management	1,300						1,300
1.212	ICAP	2,754	2,246					5,000
1.212	MCI	500						750
1.212	Police Accreditation		1,100				250	1,100
1.212	Terrorism			500				500
1.212	Police Improvement		200		1,765		285	2,250
1.214	Indian Justice		600					600
1.215	Family Violence	1,000	2,000		270			3,270
1.216	Victim/Witness		2,300		150			2,450
2.201	Evaluation TA (TARC's)		300				400	700
2.203	PIG's		600					600
<u>OCJET</u>								
1.205	Education Development		200	500	545			1,245

Table #1. FINAL FY 1980 SUBPROGRAM ALLOCATIONS: PARTS E, F AND G; CARRYOVER C, E AND TA
(\$ in thousands)

MBO Code	Subprogram Title	Part E	Part F	Part G	Carryover			Subprogram Totals
					Part C	Part E	TA	
<u>NCJISS</u>								
1.107	PROMIS	\$3,000	\$	\$	\$	\$	\$	\$ 3,000
1.108	Victimization				1,930			6,288.5 ¹
2.207	CDS	1,000			20	42		4,562 ²
<u>OCACP</u>								
1.215	CCCP				1,600			1,600
1.215	Community Anti-Crime Programs			(10,000 FY 80 Part A funds)				10,000
<u>OJJDP</u>								
--	New Pride					9,686		9,686
--	Maintenance of Effort	5,000						5,000
--	Juvenile Justice Programs			(25,250 FY 80 JJ funds)				25,250
<u>OPM</u>								
1.215	National Crime Prevention Strategy		1,000					1,000
2.203	Institutionalization				800			800
<u>OOS</u>								
2.200	Capacity Building Training (CJTC's)			1,300				1,300
<u>OC</u>								
2.104	Financial Management Training		200					200
2.207	SPA/MIS		600					600
<u>OAI</u>								
2.200	State and Local Auditor Training						150	150

¹Includes 2100 from Census Bureau and 2258.5C from BJS allocation.

²Includes 3500C from BJS.

Table #1. FINAL FY 1980 SUBPROGRAM ALLOCATIONS: PARTS E, F AND G; CARRYOVER C, E AND TA
 (\$ in thousands)

MBO Code	Subprogram Title	Part E	Part F	Part G	Carryover			Subprogram Totals
					Part C	Part E	TA	
<u>OCRC</u> 2.108	Civil Rights Grant Program	\$	\$ 400	\$	\$	\$	\$250	\$ 650
TOTAL		29,904	29,905	2,550	12,315	17,628	1,817	

TABLE 2. Final FY 80 PROGRAM ALLOCATIONS FOR NIJ: Part B and
 Carryover Part D Funds
 (\$ in thousands)

<u>MBO Code</u>	<u>Program Title</u>	<u>Allocation</u>	
1.100A	Evaluation of Program Tests	600	
1.100B	Eval. of Demonstration Prog.	400	
1.100C	Priority Evaluations	2,000	
1.101A	Methodology Development	804	
1.101B	Deterrence	850	
1.101C	Performance Measurement	1,200	
1.103A	Police Research	1,448	
1.103B	Adjudication Research	1,850	
1.103C	Corrections Research	1,750	
1.103D	Community Crime Prev. Research	1,925	
1.103E	Crime Correlates and Determinants Research	2,470	
1.103F	Civil Justice Research	-0-	
1.103G	Juvenile Justice Research	-0-	
1.103H	Special Programs	1,500	
1.202A	Model Program Development	1,800	
1.202B	Training & Testing	3,260	
1.202C	Reference & Dissemination	5,037	
1.199	Program & Admin. Support	-0-	
	TOTAL ALLOCATION	26,894	
FY 80	Appropriation	25,000	Part B
FY 79	Carryover (Part D)	<u>1,894</u>	
	TOTAL AVAILABLE	26,894	

CONTINUED

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Prepared by OPM 11/8/79

Table #3. FINAL FY 1980 SUBPROGRAM ALLOCATIONS: BJS PROGRAMS

MBO Code	Program Title	FY 80 Part C	FY 80 Part E	Reverted SS	Reverted Part C	Subprogram Total
1.107	PROMIS		3,000			3,000
1.107	Enforcement Systems	700				700
1.107	Corrections Systems	100				100
1.107	Court/Prosecutor Systems	400				400
1.107	Program Support & Evaluation	800				800
1.108A	Victimization	2,258.5		2,100	1,930	6,288.5
1.108B	Corrections Statistics	2,025		795		2,820
1.108C	Courts Statistics	-0-				
1.108D	Juvenile Justice Statistics	-0-				
1.108E	Organization, Resources & Financing Statistics	1,363.5				1,363.5
1.108F	Utilization of Criminal Justice Statistics	547				547
1.108G	State and Local Crime Reporting Systems	150				150
1.108H	Federal Transaction Statistics	50				50
1.108I	Publication Support	424				424
2.207	CDS	3,500	1,000		62	4,562
2.207	State Level Corrections Systems	650				650
2.207	State Level Judicial Systems	800				800
2.207	Privacy and Security	525				525
2.207	Computer/White Collar Crime Reserve	425				425
		282				282
	TOTAL ALLOCATIONS	15,000	4,000	2,895	1,962	23,887

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Prepared by OPM 11/16/79

Table 4. FINAL FY 1980 SUBPROGRAM ALLOCATIONS: OJJDP - PARTS A(JJ) AND E; CARRYOVER C, E AND JJ
(\$ in thousands)

MBO Code	Subprogram Title	Part A(JJ)	Part E	Deobligations and Carryover			Subprogram Totals
				JJ	Part C	Part E	
1.104	Evaluation	\$3,150					\$3,150
1.104	Research	2,800		19			2,819
1.104	Standards	1,000					1,000
1.104	Training	1,000					1,000
1.104	Information Development & Dissem.	3,050					3,050
	Subtotal						11,019
1.207	<u>Discretionary Programs:</u>		2,217				2,217
	Restitution	542					542
	SPA Conference	70					70
	<u>Multi-Component Projects:</u>						
	Interagency Task Force on Youth	1,000					1,000
	HEW Homeless Youth Project	1,500					1,500
	Interagency Agreement	1,000		35			1,035
	HUD Crime Prevention			1,000			1,000
	Capacity Building	4,788		1,231			6,019
	Rural Separation Program	3,000					3,000
	<u>Prevention Initiatives:</u>						
	School Resource Network (Cont.)	2,800					2,800
	Youth Skills Developm't (Cont.)	250					250
	Alternative Education	4,000		4,000			8,000
	Youth Advocacy			7,312			7,312
	Prevention Rsch & Demonstration	2,300					2,300
	Diversion (Cont.)				458		458
	Project New Pride					9,686	9,686
	Legis 50		700				700
	Serious Offender		4,300				4,300
	Subtotal						52,189

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Table 4. FINAL FY 1980 SUBPROGRAM ALLOCATIONS: OJJDP - PARTS A(JJ) AND E: CARRYOVER C, E AND JJ
(\$ in thousands)

MBO Code	Subprogram Title	Part A(JJ)	Part E	Deobligations and Carryover			Subprogram Totals
				JJ	Part C	Part E	
2.106	Concentration of Federal Effort:						
	NAC Support	\$ 300		\$ 477			\$ 477
	Coordinating Council Support	300					300
	Evaluation of HEW Homeless Youth	250					300
	National Academy of Sciences	150					250
	Subtotal						150
							1,477
2.201	Technical Assistance:						
	Alternative Responses to			215			215
	Delinquent Behavior	1,750					1,750
	Prevention	1,000					1,000
	Advocacy	250					250
	Subtotal						3,215
TOTALS		<u>36,250</u>	<u>5,000</u>	<u>16,506</u>	<u>458</u>	<u>9,686</u>	<u>67,900</u>

FY 1980 FUNDS

Formula \$63,750
 Discretionary 36,250
 MOE (Part E) 5,000
 TOTAL 105,000

CARRYOVER FUNDS

JJ 16,506
 Part C 458
 Part E 9,686
 TOTAL 26,650

GRANT TOTAL OJJDP \$129,517

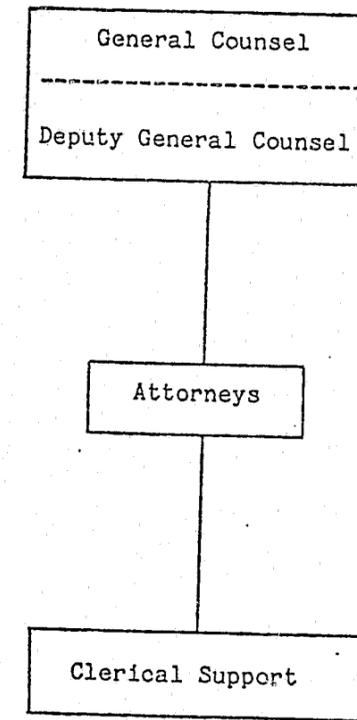
APPENDIX 2

PROPOSED OJARS Organizational Display by Division Level

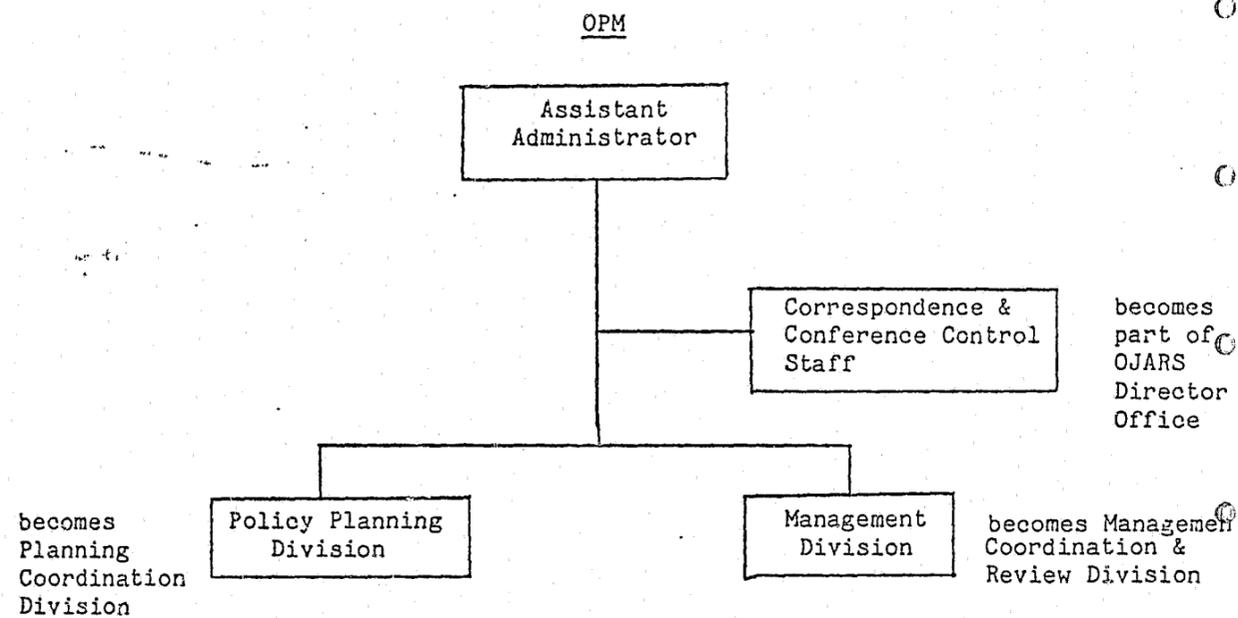
The following charts have been developed to display the changes that will occur at staff offices division level upon approval of this reorganization. Each office is displayed on a single page along with the current LEAA staff office or offices that it replaces. The activities shown under the PROPOSED ORGANIZATIONS are NOT proposed organizational units. They are FUNCTIONS to be performed by the proposed division to which attached.

Current/Proposed
Office of General Counsel (OGC)

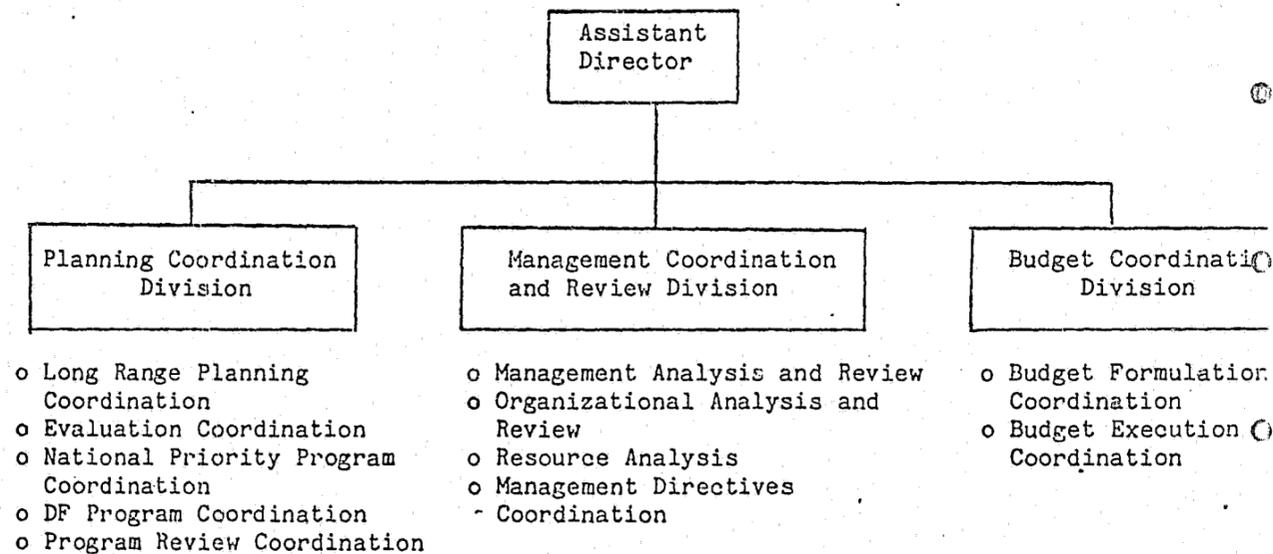
No internal organization change is expected to occur with the addition of the legislative development function.



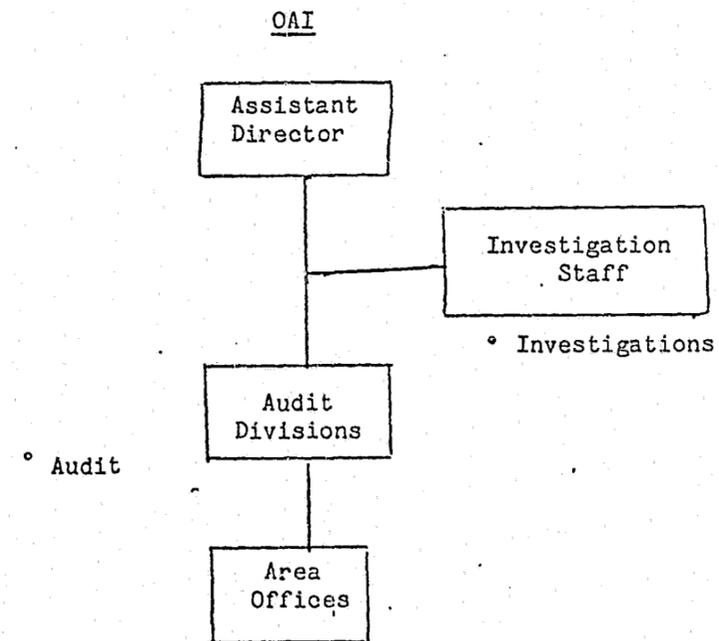
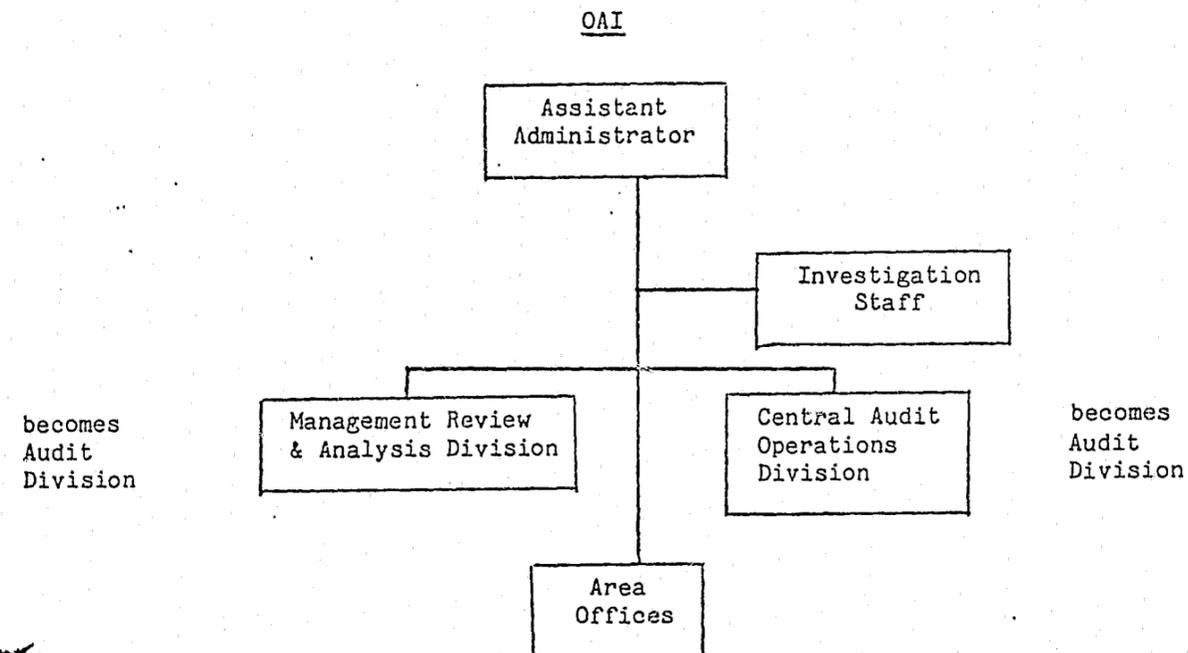
Current: Office of Planning and Management (OPM)



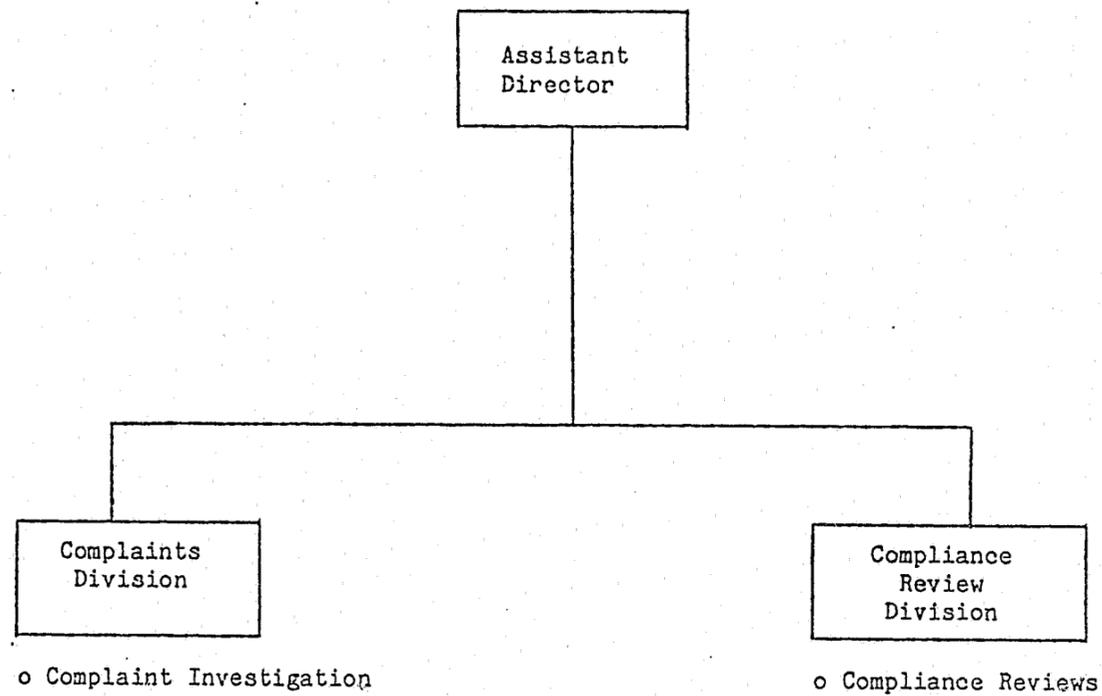
Proposed: Office of Planning and Management Coordination (OPMC)



Office of Audit and Investigation (OAI)



Office of Civil Rights Compliance (OCRC)

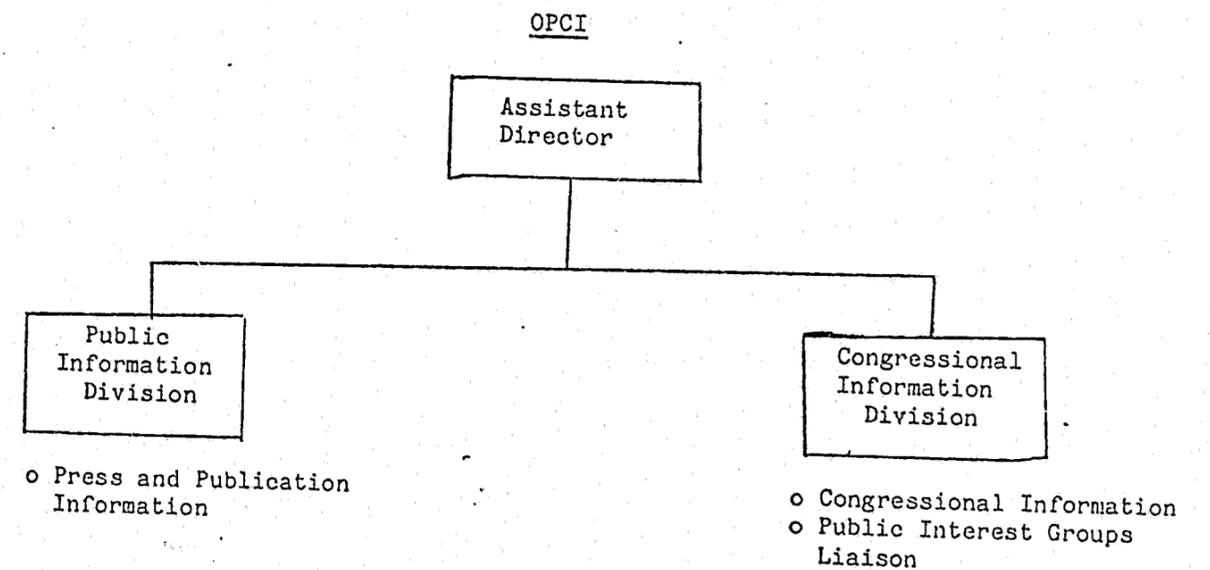


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Current: Office of Public Information (PIO)
and
Current: Office of Congressional Liaison (CLO)

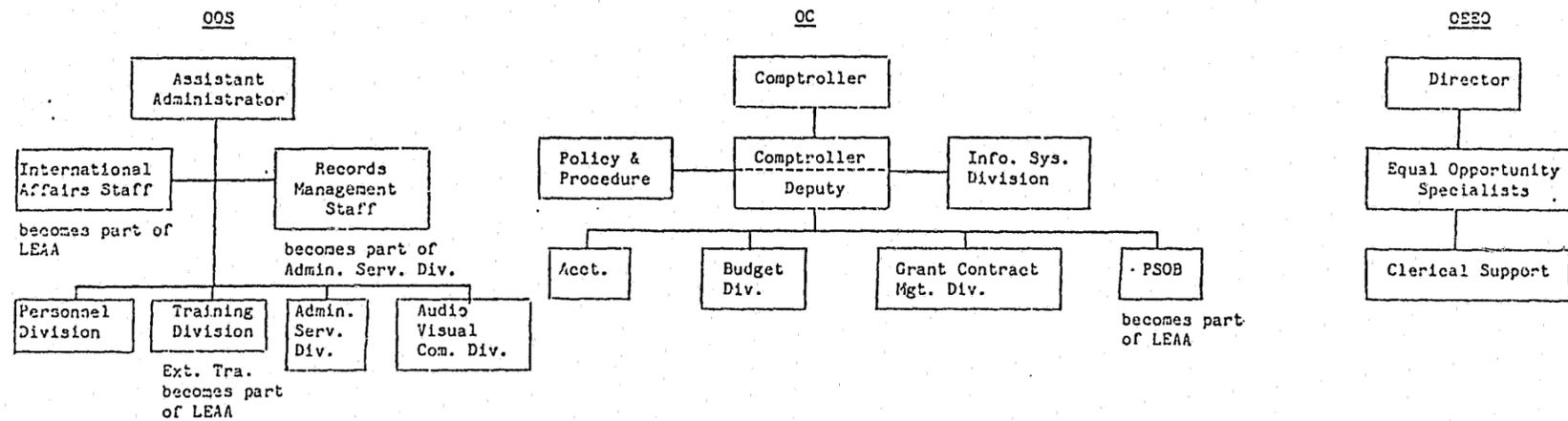


Proposed: Office of Public and Congressional Information (OPCI)



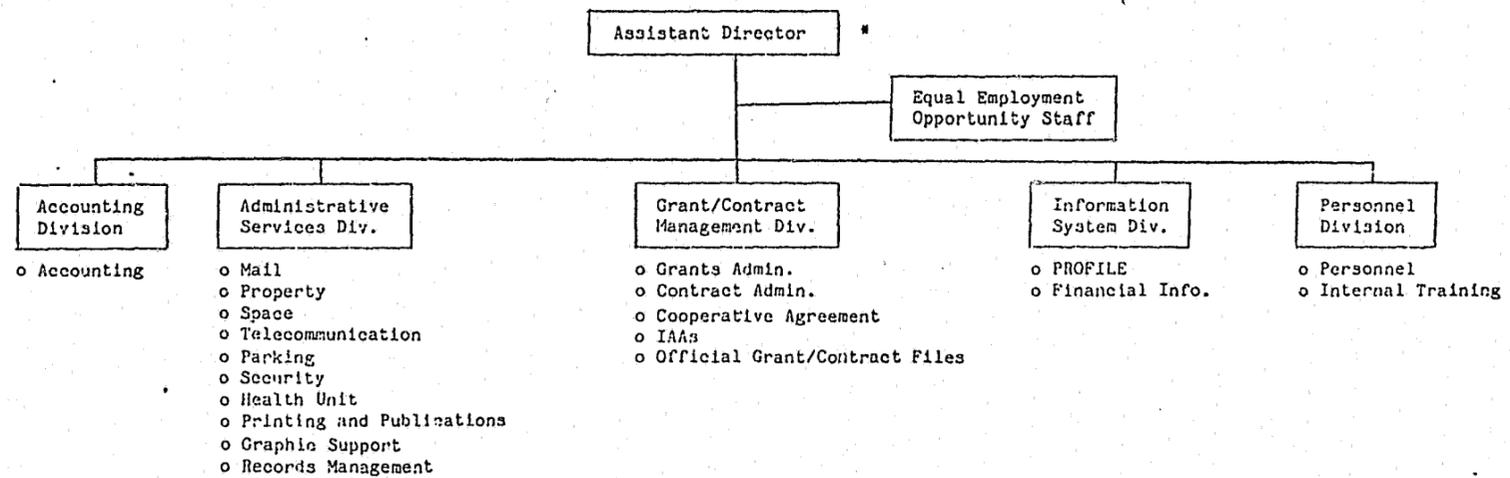
B-6

Current: Office of Operations Support (OOS), Office of the Comptroller (OC), and Office of Equal Employment Opportunity (OEEO)



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Proposed: Office of Financial and Administrative Services (OFAS)



*Assistant Director, OFAS is agency EEO Officer.

END