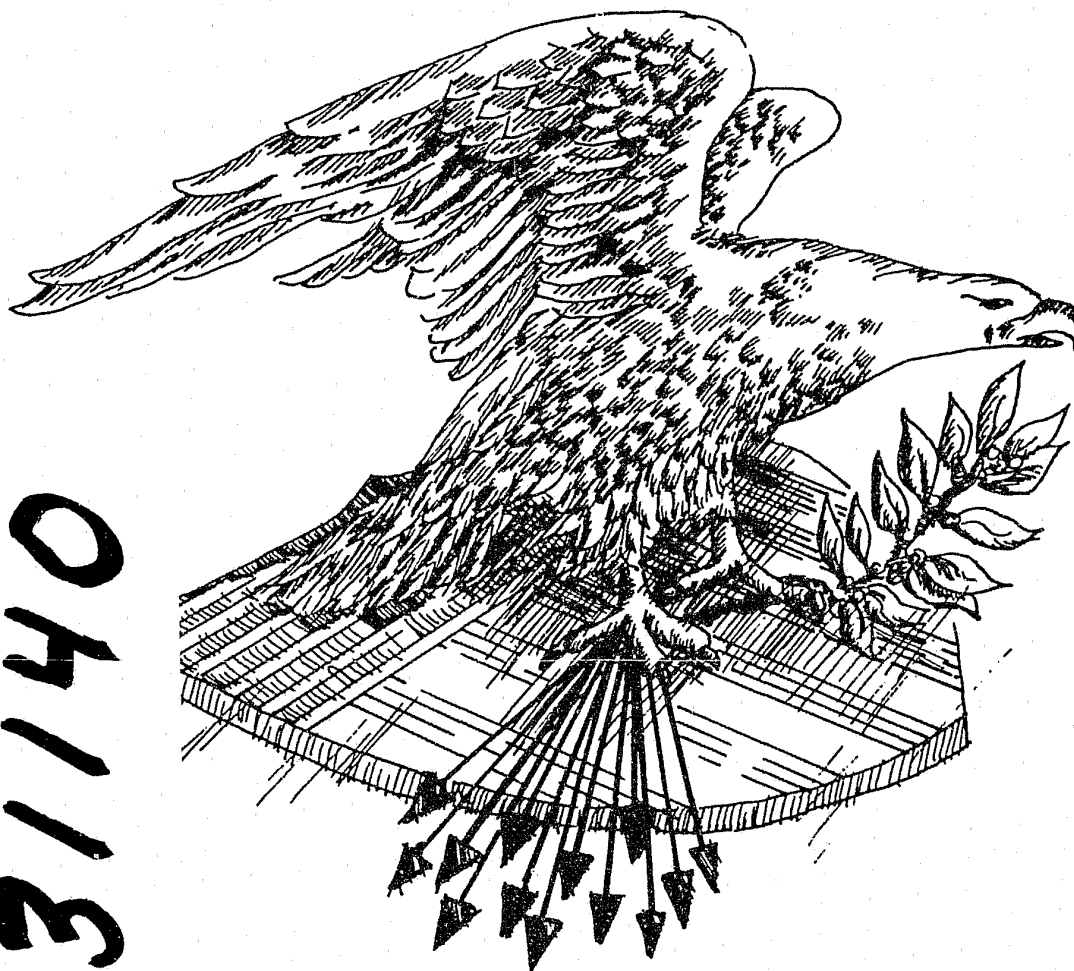


U.S. Department of Justice
Office of Justice Programs



131140



Report of the Assistant Attorney General

Office of Justice Programs

Fiscal Year 1988

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U.S. Department of Justice
National Institute of Justice

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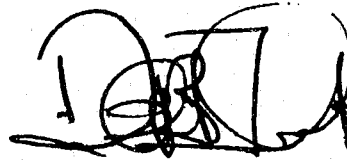
TO THE PRESIDENT AND THE CONGRESS OF THE UNITED STATES

It is an honor to present to you the Report of the Assistant Attorney General for the Office of Justice Programs for Fiscal Year 1988. This Report is submitted in accordance with Sec. 102(b) and 810 of the Omnibus Crime Control and Safe Streets Act of 1968, as amended (42 USC 3711 et seq). The 1984 Amendments to the Act established an Office of Justice Programs (OJP), headed by an Assistant Attorney General, to help foster the cooperation and coordination needed to make the Nation's criminal justice system function more effectively.

The Office of Justice Programs is comprised of five major Bureaus or Offices: the Bureau of Justice Assistance (BJA), the Bureau of Justice Statistics (BJS), the National Institute of Justice (NIJ), the Office of Juvenile Justice and Delinquency Prevention (OJJDP), and the Office for Victims of Crime. While each program bureau or office retains independent authority in awarding funds to carry out programs it sponsors, together these components constitute a single agency whose goal is to implement innovative programs and to promote improvements in the Nation's criminal and juvenile justice systems.

This Report describes some of the accomplishments during the four-year history of OJP (1984-1988). During this period, under the leadership of three Attorneys General--William French Smith, Edwin Meese III, and Dick Thornburgh--the financial and technical assistance provided by OJP significantly advanced Federal, State, and local initiatives to fight crime and drug abuse and uphold crime victims' rights.

These accomplishments would not have been possible without the partnerships forged within OJP's research and development components, and between State and local officials across the country. The OJP achievements of the past four years are a prime example of what can be accomplished through the federalism concept. By working together, Federal, State, and local governments can reduce crime and improve enforcement of the laws that protect our citizens and keep our Nation strong.

A handwritten signature in black ink, appearing to read 'Richard B. Abell', with a horizontal line drawn underneath it.

Richard B. Abell
Assistant Attorney General

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INTRODUCTION

The Office of Justice Programs (OJP) was established on 12 October 1984, when President Reagan signed into law the Justice Assistance Act of 1984, which was part of the comprehensive Crime Control Act of 1984. OJP was created to coordinate the eight support offices and five program bureaus that work with State and local law enforcement and the criminal justice community. By bringing together the Department of Justice's research and assistance components under a single Assistant Attorney General, the Congress and the President made top priorities of Federal partnerships with State and local governments that focus attention on shared national criminal justice problems and fight crime and drug abuse.

By statute and delegation of authority from the Attorney General, the Assistant Attorney General for the Office of Justice Programs coordinates policy, focuses efforts on major national priorities, and is responsible for the general management of the five OJP Bureaus/Offices: the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime. While each Bureau/Office retains independent authority in awarding funds for sponsored programs, these five components form a partnership whose goals are to assure the implementation of cost-effective and innovative programs, promote information sharing, and foster improvements in the Nation's criminal and juvenile justice systems.

The Bureau of Justice Assistance (BJA) administers grant programs to improve State and local criminal justice systems. In addition, BJA provides assistance to State and local units of government for programs that improve the apprehension, prosecution, adjudication, and incarceration of drug offenders. BJA also provides support or direct assistance for programs such as the National Crime Prevention Campaign, Commission on Accreditation for Law Enforcement Agencies, Public Safety Officers' Death Benefits Program, Emergency Federal Law Enforcement Assistance Program, Federal Surplus Property Program, and the Prison Industry Certification Program.

The Bureau of Justice Statistics (BJS) collects, analyzes, publishes, and disseminates statistical information on crime, criminal offenders, victims of crime, and the operations of justice systems at all levels of government. In addition, BJS assists State governments in developing capabilities in criminal justice statistics. It also gathers, analyzes, and publishes statistical information on crime and criminal justice, and investigates information policy on such issues as the confidentiality and security of data. The national Data Center & Clearinghouse for Drugs & Crime is also maintained by BJS.

The National Institute of Justice (NIJ) sponsors and generates research and development on crime and its control to help Federal, State, and local criminal justice systems, and evaluates the effectiveness of various kinds of criminal justice programs. In addition, NIJ demonstrates promising new approaches, provides training and technical assistance, assesses new technology for criminal justice, and disseminates its findings to State and local practitioners and policymakers. NIJ, through the National Criminal Justice Reference Service (NCJRS), operates a centralized national clearinghouse of criminal justice information.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) helps State and local governments and agencies improve their juvenile justice systems and prevent delinquency through its discretionary and formula grant programs. In addition, OJJDP awards grants and contracts for research, demonstration, and service programs related to juvenile delinquency and missing and exploited children. OJJDP also provides a clearinghouse for preparing, publishing, and disseminating information about juvenile justice. Special emphasis is directed to areas such as chronic juvenile offenders, youth at high-risk for drug abuse, school crime, and victimization of children.

The Office for Victims of Crime (OVC) serves as the Federal focal point for improving the treatment of crime victims and assuring that victims continue to have a role in the criminal justice system. Through its victim assistance and compensation grant activities, the Office develops and directs programs to encourage implementation of the recommendations of the President's Task Force on Victims of Crime, the Attorney General's Task Force on Family Violence, and the President's Child Safety Partnership. OVC operates the National Victims Resource Center and helps States improve their response to crime victims by providing technical assistance and managing demonstration grants of national significance that promote and advance services to crime victims and their families. In addition, OVC supports training and service programs to improve the treatment of victims of Federal crime.

ACCOMPLISHMENTS 1984-1988

Through the Federal, State, and local partnerships fostered by the OJP components, criminal justice programs, anti-drug activities, and victims of crime initiatives, overall, have attained higher visibility and made greater strides than ever before in history. The following sections of this Report highlight OJP's accomplishments since the enactment of the Justice Assistance Act in 1984.

War against drugs

When the President and First Lady launched the national crusade against drug abuse, they called on all sectors of society to join together to attack this insidious problem. The response has been overwhelmingly supportive. Parents, schools, churches, businesses, criminal justice practitioners, and Federal, State, and local governments--through various initiatives--are working in partnership to increase awareness of the dangers of drug use and to bring drug users and traffickers to justice.

OJP has taken a key role in this national crusade and moved forward with its message: zero tolerance for drug use and strong, effective enforcement against drug abusers and traffickers. Under the policy direction of the Attorney General (through his chairmanship of the National Drug Policy Board) and the Assistant Attorney General of OJP (as a member of two coordinating groups within the National Drug Policy Board that represent both supply and demand), all five OJP components have worked together to help win this war against illegal drug use. The emphasis on Federal drug law enforcement is at an all-time high.

A first-time State and Local Drug Enforcement Assistance Program is in place that assists States in enforcing State and local drug laws. In Fiscal Years 1987 and 1988, \$294.5 million in block and discretionary grant funds were made available to States and units of local government under the Anti-Drug Abuse Act of 1986. In keeping with federalism goals, States devised their own strategies in cooperation with local jurisdictions, while the Federal Government sought to minimize Federal intrusiveness and red tape. OJP served as a vital link between the National Drug Policy Board and State and local policymakers, and provided the tools needed to distribute funds and technical assistance. Joint efforts among OJP components helped focus state-of-the-art criminal justice research on State and local drug abuse problems.

The Drug Use Forecasting System (DUF) was launched, which, for the first time, offered a useful approach for detecting and

tracking trends and changes in drug use among those suspected of serious crime. Because the estimates of drug use are based on urinalysis results rather than on a person's self-report, the DUF System provides the most objective information available regarding recent drug use by offenders. Overseen by two OJP components, BJA and NIJ, the DUF System enables each of its 16 sites to gather information useful for early detection of drug epidemics; for planning and allocating law enforcement, treatment, and prevention resources; and for measuring the impact of efforts to reduce drug abuse and crime.

To combat the use of crack, a virulent form of cocaine, anti-drug abuse enforcement discretionary grant funds were used to establish crack task forces in Denver, Detroit, Houston, Los Angeles, and Minneapolis. This program tests the effectiveness of the task force approach as a means of controlling and reducing the use of crack. Program implementation was enhanced by the participation of the United States Attorneys and the Drug Enforcement Administration (DEA). DEA is providing both staff and technical assistance to the task force program.

In a cooperative effort between two OJP components, BJS and BJA, the Data Center & Clearinghouse for Drugs & Crime was established to provide easier access to existing data on drug law enforcement and the justice system's treatment of drug offenders and nondrug offenders who are drug users. The center operates a toll-free number, determines specific needs for policymakers, assembles and publishes drug enforcement data reports, responds to requests for drugs and crime data, and fills requests on specific drug enforcement topics.

OJP provided financial assistance and staff support to the White House Conference for a Drug Free America. OJP is benefiting from the indepth experience and expertise its staff members gained in this important area of concern to all OJP components.

In an effort that provided assistance to State and local governments in enhancing and improving the functioning of the criminal justice system throughout the country, Justice Assistance Block Grant Program funds were allocated to the States, subject to appropriations. Allocations were made on the basis of population, with a minimum of \$250,000 per State. In keeping with this Administration's federalism policies, funding priorities were set by the designated State administrative agency within the purpose areas defined by the Justice Assistance Act. These areas are: crime prevention; property crime; arson; organized/drug crimes and white-collar crimes; career criminals/court delay; victim-witness assistance; alternatives to incarceration; drug treatment; prison/jail crowding; training and technical assistance; prison industry; information systems; serious juvenile offenders; crimes against the elderly; crime in rural areas; and criminal apprehension.

During its first four years, OJP worked to advance State and local interests within the Federal Government. For example, OJP spearheaded Administration support for continued funding of the seven **Regional Information Sharing System (RISS)** projects. Six RISS projects aid State and local law enforcement agencies throughout all 50 States in identifying, targeting, investigating, and prosecuting multijurisdictional organized crime, drug trafficking, and white-collar crime. The seventh RISS project targeted oil, gas, and coal fraud in the Appalachian region until recently, when it expanded its scope to include securities and precious metals fraud to keep pace with changing times. RISS projects also provide training and technical assistance, and have other services and sophisticated equipment available to their 2,100-plus member agencies.

OJP presented testimony in support of an increase in the **Public Safety Officers' Benefits Program** from a \$50,000 payment to \$100,000. The program benefits survivors of the dedicated men and women who sacrifice their lives in the fight against criminal and illicit drug activities. It provides a tax-free benefit to eligible survivors of all Federal, State, and local public safety officers (law enforcement officers, firefighters, prison guards, probation and parole personnel, judicial officials, volunteer firefighters, and reserve police officers) killed in the line of duty.

The **McGruff Crime Prevention Program** was introduced in the Administration's effort to curb drug abuse among children. Following in the footsteps of the First Lady's efforts to reach young people through the more than 10,000 "Just Say No" clubs, McGruff, the crime-fighting dog, provides information to children as well as parents. McGruff tells parents how to teach their children about drugs and what they need to know about strategies to cope with the social pressures that often lead to drug use. Other efforts include information, school kits, and puppets to teach children about crime prevention, safety, and substance abuse. McGruff public service announcements were designed and produced annually for children's viewing periods.

In addition, national youth membership organizations, such as the Boys Clubs of America, Girl Scouts, and 4-H, were solicited for inclusion in the National Crime Prevention Coalition, chaired by the OJP Assistant Attorney General, to further reach America's youth with crime and substance abuse prevention messages. The coalition is a 119-member organization that includes public and private sectors through citizen, law enforcement, and criminal justice groups.

In cooperation with the Federal Bureau of Investigation (FBI), a five-minute version of the McGruff video, "Users are Losers. . .Winners Don't Use, and Users Don't Win," is being shown to visitors touring FBI headquarters. The FBI tour is taken by more than 500,000 visitors annually, and is one of the most popular attractions in the Nation's capital.

Research conducted by one OJP component, NIJ, which documented the success of the Drug Abuse Resistance Education (DARE) project in Los Angeles, California, prompted another OJP component, BJA, to provide funding to DARE project demonstration sites across the country in Phase I of a unique program. Phase II established DARE Regional Training Centers in Virginia, Illinois, Arizona, and California. The DARE project targets children before they are likely to experiment with drugs, alcohol, and tobacco. This approach attempts to prevent drug use and to reduce drug trafficking by eliminating the demand for drugs. Veteran uniformed law enforcement officers are trained to teach a structured curriculum in school classrooms, an effort that also enhances the image of police officers within the community.

Victims of crime initiatives

Proper recognition of the legitimate rights of crime victims was a major priority for President Reagan from the beginning of his Administration. The President's commitment, as well as that of the Attorney General, to helping victims of crime was a testament to our success in focusing public debate in a constructive way on how society should better address the needs of crime victims and deal with criminal perpetrators. President Reagan and the Attorney General provided national leadership to redress the imbalance in the scales of justice for crime victims. All OJP components are committed to programs to study innovative responses and to develop new initiatives to meet the needs of millions of Americans and their families who are victimized by crime each year.

As the chairman of the President's Task Force on Victims of Crime stated so eloquently in the Task Force's Final Report, "If we take the justice out of the criminal justice system, we leave behind a system that serves only the criminal." In short, that is what the Task Force discovered--instead of changing a system that had shown itself incapable of dealing with crime, society had altered itself. The report painted a tragic picture of how victims were treated and provided recommendations for the criminal justice community and others to aid innocent victims of crime. To date, action has been taken in almost every part of the country on the majority of the 68 recommendations of the Final Report, and State implementation of these recommendations continues to be monitored.

The Department of Justice established the Office for Victims of Crime (OVC) in 1984 within the Office of Justice Programs to provide Federal leadership, assistance, and compensation to States for improving the treatment of crime victims.

As a result of the work of the Task Force on Victims of Crime, major legislation has been passed at Federal, State, and

local levels to assist crime victims. The Federal Victim and Witness Protection Act of 1982 guarantees broad protection for victims of Federal crimes. Some of the changes at the Federal and State levels are: providing victims with information or available medical assistance; prosecutors' and courts' acceptance of victim impact statements; mandating restitution; notifying victims when defendants are released on bail, have secured a plea bargain, or are otherwise allowed back into society; promptly informing victims and witnesses of court dates and changes to minimize inconvenience to them; providing separate waiting rooms at court to segregate victims from their attackers; and taking other necessary steps to prevent harassment of victims. These are commonsense practices, but, prior to Federal leadership in this area, far too few prosecutors and courts had adopted such protections for victims.

In addition, the Victims of Crime Act (VOCA), signed by President Reagan in October of 1984, established a program of Federal financial assistance that reflects the Administration's federalism policy. The Act established a Crime Victims Fund in the U.S. Treasury that can receive up to \$110 million in criminal fines, forfeited bail bonds, penalty fees, and forfeited literary profits. Significantly, this money comes from fines of Federal criminals--not from American taxpayers. These funds are made available to each State, the District of Columbia, and six Territories to support expanded and improved State victim assistance and compensation programs. Under the Victims of Crime Act, each State and Territory establishes its own policies and procedures for responding to victims' emotional, medical, and financial needs. As of the end of Fiscal Year 1988, more than \$208 million collected in Federal criminal fines and penalties has been redirected to victim assistance and compensation programs. All States and five Territories operate victim assistance programs, and 44 States and two Territories operate victim compensation programs.

Since 1981, President Reagan has each year proclaimed National Victims of Crime Week during the month of April to draw national attention to the plight of victims. During this week, victims are honored at special ceremonies and conferences across the country.

A National Victims Resource Center was established to encourage continued progress in the victims rights movement and to create an inventory of programs for and research concerning crime victims. The center maintains a data base that describes more than 2,000 victim assistance and family violence programs throughout the country. This information is disseminated on request to victims, law enforcement personnel, health professionals, and the public.

OJP works closely with the Executive Office of United States Attorneys (EOUSA) to develop ways of mutually enhancing both

victim and witness services and coordination efforts with United States Attorneys. A number of procedures were implemented by all OJP components to share information on program activities and to foster cooperation. For example, conferences were cosponsored with EOUSA to provide training to Law Enforcement Coordinating Council (LECC) coordinators and victim/witness coordinators. In addition, States are encouraged to work with U.S. Attorneys' offices, and particularly with LECC coordinators. U.S. Attorneys are strongly encouraged to participate in OJP's planning process. Grant award notifications and various reports and information are provided to U.S. Attorneys on a regular basis.

The needs of victims of Federal crimes, who previously had no access to victim assistance services, have been identified, and an effort is in place to help States develop new programs to serve geographically isolated victims. In particular, a new grant program has been initiated to develop a victim assistance program for Native Americans.

Model legislation was developed for States to provide fair and sensitive treatment of crime victims by all segments of the criminal justice system.

OJP has considered several aspects of the issue of victims of crime and AIDS--Acquired Immunodeficiency Syndrome. Although deliberations are not yet complete, it is important that the rights and needs of crime victims be considered and supported during the public debate.

At the request of the Attorney General, the AIDS Clearinghouse was created by NIJ to address the various issues and problems created by this epidemic. The clearinghouse is now in full operation at the National Criminal Justice Reference Service. It provides a telephone line staffed by an information specialist who answers questions relating to the impact of AIDS on the criminal justice system. Several publications and AIDS Bulletins have been produced by the clearinghouse to give law enforcement professionals the current facts about AIDS and how it affects criminal justice agency policies.

Families and youth

One of the critical elements in winning the war against drug abuse and crime is to preserve traditional family values and strengthen the family unit. This effort must include stronger focus on the moral, ethical, and civic principles that have made our Nation great. Traditional family values are key weapons in our national assault on crime and drug abuse. In keeping with the President's Executive Order on the Family, OJP is ensuring that the autonomy and rights of the family are considered in formulating and implementing policies.

In order to understand the scope and characteristics of family violence in America, the Attorney General established the **Attorney General's Task Force on Family Violence**. The task force issued its report in September 1984, presenting its findings and 63 recommendations for action by all sectors of society. OJP continues to help implement these recommendations.

Through the **Family Violence Intervention Program**, BJA has established demonstration sites to reduce the incidence of future violence through arrest and a coordinated response to domestic violence. Research has shown that repeated abuse is less likely if an arrest is made than if police attempt to mediate or order the abuser to leave. In further response to one of the recommendations of the Attorney General's Task Force on Family Violence, research continues in six jurisdictions to determine which arrests and other police responses are most effective in spouse assault situations.

The **Missing Children's Program**, administered by OJJDP, supports the National Center for Missing and Exploited Children that serves as a national clearinghouse for information. The center works with private firms and Federal agencies to distribute pictures of missing children and continues to operate a toll-free hotline. The center also provides direct technical assistance in investigating cases of child molestation, child pornography, and child prostitution. In addition, 39 States and the District of Columbia have established clearinghouses (usually located in the State capital) that serve as the focal point within the State for missing children issues. The clearinghouses assist local law enforcement agencies in investigating cases, maintain data bases with statistics on missing children within the State, and publish and disseminate missing children publications.

Research programs, spearheaded by OJJDP, are being conducted to determine promising approaches for prevention, intervention, and treatment of juvenile drug and alcohol abuse among high-risk youth. The concept of strict accountability and zero tolerance for illegal drug use by youth, their families, and communities is stressed. Prevention and control of youth gang drug trafficking also is a major focus. In addition, communitywide strategies are being designed to promote system coordination, and research will continue to increase our understanding of risk factors for youth involvement in illegal drugs to help communities in combating the problem. The **Committee on High-Risk Youth**, formed by the Drug Prevention and Health Coordinating Group of the National Drug Policy Board, is implementing a national strategy aimed at high-risk youth, again stressing accountability and zero tolerance for illegal drug use.

Many private efforts to curb drug abuse also are underway. For example, local chapters of the Boys Clubs of America operate

a delinquency prevention program aimed at at-risk and delinquent youth. This program, "Smart Moves," recognizes the importance of the family through its efforts to prevent drug and alcohol abuse and treat chemical dependency.

The President's Child Safety Partnership was established by President Reagan to address growing national concern for the safety of our children. Twenty-six members representing the corporate, private nonprofit, and public sectors (including three Cabinet members) gathered information and testimony from people across the country. The Final Report includes recommendations for private and public activities to make America safer for its children.

The highly successful McGruff-"Take A Bite Out of Crime" program provides American families with practical and innovative information on how to make themselves, their children, homes, and neighborhoods safe from crime. Research has shown that McGruff, the Crime Dog, and his message to help "Take A Bite Out of Crime" are recognized by well over half the adults and millions of children throughout the United States.

In addition, the Law Enforcement Crime Prevention Program has integrated crime prevention activities into the daily operations of police departments in three cities. Its systemwide approach incorporates law enforcement services, general governmental services, social services, land use, traffic flow management, and education into a coordinated method of crime prevention.

Prison and jail privatization and improvement

The Attorney General and the Assistant Attorney General of OJP (as a member of both the Board of Directors of the Federal Prison Industries, Inc. and the National Institute of Corrections Advisory Board) have focused public attention on prison capacity, construction issues, and alternatives such as utilizing the private sector. Consequently, new corrections construction initiatives are in place, and private sector involvement is being addressed.

An exploratory study, Corrections and the Private Sector, examined the participation of private industry in prison work programs, the use of private sector alternatives for financing prison and jail construction, and the involvement of private contractors in facility management. It analyzed the legal, political, and administrative issues in each type of involvement. In addition, two studies of private sector involvement in prison industries found that all 50 States have industry programs in one or more prisons, although only about 9 percent of all State inmates are employed in them.

At the end of Fiscal Year 1988, eight states had been certified to participate in the **Private Sector/Prison Industry Enhancement Certification Program**, and several States have expressed an interest in participating. Inmates employed in such programs earned almost \$5 million in wages and paid more than \$2.3 million in taxes, room and board, and family support between 1981 and 1986.

The **Construction Information Exchange (CIE)** was created by NIJ to help State and local officials make informed decisions and exchange practical ideas and information on innovative methods of building or expanding correctional facilities. The CIE allows Federal, State, and local officials to exchange lessons learned from jail and prison construction projects. In addition, a series of Construction Bulletins, case studies of facilities' construction where officials have reported substantial time and cost savings, are published regularly.

NIJ has also explored new modular techniques of prison construction that have been used experimentally to build a facility for \$30,000 per bed space, well below the national average. This method also can be used to add new space to existing facilities.

Tracking crime in America

The President has focused public attention on crime in America, and, under the leadership of the Attorney General, OJP is working toward a safer Nation by providing law enforcement officials and the criminal justice community with some of the most comprehensive statistics and research available.

Two editions of Report to the Nation on Crime and Justice have been issued. This report provides statistical information to Federal, State, and local officials, as well as the public.

A total redesign of the National Crime Survey is planned, as well as the first of two phases of redesign implementation. In addition, the most comprehensive data on probation, jails, prisons, and parole was assembled and disseminated to law enforcement officials throughout the country. The Law Enforcement Management and Administration Statistics report will be published in late 1988.

Throughout each of the past four years, all five OJP components published bulletins, special reports, and other materials that presented state-of-the-art information on pressing criminal justice issues facing the Nation.

Automation and improved management practices

OJP centralized support services to streamline management, save money, and avoid duplication. Two types of services--direct program and administrative--are shared by the five components, which range in size from 25 to 62 employees (total staff for OJP ranged from 329 to 334). Direct services include civil rights compliance, financial monitoring of grantees, and program coordination. Administrative support provides general counsel representation, congressional and public affairs activities, personnel assistance, management analysis, contracting, budgeting, accounting, information services, and administrative services (space, supplies, etc.)

During the past four years, several management initiatives were undertaken that have resulted in better coordination and cost-effective services. A new audit process and tracking improvements were instituted for all OJP components. The audit control and compliance system tracks grantee compliance with audit requirements in the Office of Management and Budget Circular A110 and A128. The electronic fund transfer system, implemented in 1984, has decreased payment response time to two days, saved interest (approximately \$200,000 annually) due to reduced float time, and provided better tracking of grantees' excess cash in hand.

The reconciliation of letters-of-credit (LOC) and general ledger accounts reduced potential liability, improved internal controls, and resulted in a reduction of 59,000 records and recoveries of \$4,809,564 between 1984 and 1988. This required the review and validation of more than 64,000 line items in the master file and an additional review of supporting files covering approximately \$8 billion. The contract close-out backlog also was eliminated. A total of 119 contracts were closed, resulting in the deobligation of \$883,265 and reduced liability by \$1,979,454 during the same period.

In addition to these initiatives, the Office of Justice Programs provided cross-servicing to the Commission on the Bicentennial of the United States Constitution for its financial and administrative activities, representing approximately \$17 million in grants over a two-year period. In order to avoid duplication of Federal efforts, and to ensure a high level of fiscal integrity, the Office of Management and Budget asked OJP to provide this cross-servicing.

The Program Accountability Library system (PAL) is used by OJP's management to monitor the administrative process of all phases of grant processing by providing administrative and programmatic information on the Agency's grant awards. PAL is also used by the program staff to monitor activity and to respond to external requests for information concerning current

or historical programs. In addition, PAL was expanded to be accessible to employees through approximately 200 workstations.

The **Financial Capability System (FINCAP)** tracks and reports on grantee financial status and capability. FINCAP is a single, integrated system that combines such fiscal information as active assistance awards, payment records, audit schedules, and reporting histories. The implementation of this system reduces the potential for waste and fraud.

To communicate research results, the OJP multiagency-funded **National Criminal Justice Reference Service (NCJRS)**, a centralized information clearinghouse, provides quick answers to policymakers' and practitioners' questions about criminal justice issues. In compliance with this Administration's emphasis on cost-effectiveness, cost-recovery fees were implemented. Funds from these fees are returned to the Federal Government to help defray the operating cost of NCJRS. This consolidated effort at NCJRS saves the Federal Treasury more than \$400,000 annually.

The Department of Justice Research and Development Review Board, for which the Assistant Attorney General for Justice Programs is the Vice Chairman, was initiated as part of the Attorney General's Integrated Management System. The board is intended to provide a continuous process that focuses on improving the use of science and technology in criminal justice through information sharing. The board has compiled an inventory of past, ongoing, and proposed research and development projects and issues within the Department of Justice. Various board committees address such issues as AIDS, drug abuse prevention, courts, and corrections.

Conclusion

Under the leadership of President Reagan, OJP played an important role through its numerous programs and technical assistance activities that advanced governmental initiatives in fighting crime, combating drug problems, and improving treatment for victims of crime. By working in partnership, OJP and its research and development components, side by side with other Federal, State, and local governments and officials, have proven once again that the whole is greater than the sum of its parts.

Great strides toward a safer and drug-free America have been made during the past four years. Only by continuing this partnership can we ever hope to rid our streets of crime and our communities from the destruction that results from illicit drug abuse and trafficking.

The remainder of this report will describe more fully the programs and activities of the OJP components, particularly during Fiscal Year 1988.

OFFICE OF THE ASSISTANT ATTORNEY GENERAL

The Office of Justice Programs is under the general authority of the Attorney General, who has delegated to the Assistant Attorney General for the Office of Justice Programs policy coordination functions and general authority over the Office of Justice Programs and its components: the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, and the Office of Juvenile Justice and Delinquency Prevention. In addition, the Assistant Attorney General has authority over the Office for Victims of Crime, which is responsible for administering the Victims of Crime Act of 1984, as amended.

Subject to the general authority and policy control of the Attorney General, the Assistant Attorney General for the Office of Justice Programs has been delegated the authority to award grants to eligible states and administer the State Reimbursement Program for Incarcerated Mariel Cubans vested in the Attorney General by the provisions of the Department of Justice Appropriations Act. Under the general authority of the Attorney General, the Assistant Attorney General also is authorized to: administer the Regional Information Sharing System (RISS) program and promulgate such regulations as are necessary for the effective administration of the program; determine that Federal surplus real and related personal property is required for correctional facility use by a State or local unit of government or Territory under a program approved by OJP; and provide staff assistance for implementation of the Emergency Federal Law Enforcement Assistance grant functions vested in the Attorney General by the Justice Assistance Act of 1984.

The Assistant Attorney General also serves as Chairman of the Crime Prevention Coalition and Vice Chairman of the Department's Research and Development Board, and is a member of the Board of Directors of the Federal Prison Industries, Inc., the National Institute of Corrections Advisory Board, and two coordinating groups within the National Drug Policy Board.

During Fiscal Year 1988, the Assistant Attorney General continued working to forge partnerships among the OJP components as well as Federal, State, and local government agencies to control and prevent crime and illegal drug use and trafficking and to improve the treatment of crime victims by the criminal justice system and other sectors of society. The Assistant Attorney General also worked with OJP offices and the Department with regard to legislation to reauthorize OJP, OJJDP, and OVC, as well as bills related to anti-drug and other criminal justice initiatives. In addition, during the year, the Assistant Attorney General continued to improve and streamline management of OJP and its components.

PROGRAM SUPPORT OFFICES

OFFICE OF GENERAL COUNSEL

The Office of General Counsel (OGC) provides legal advice to the agencies authorized by the Omnibus Crime Control and Safe Streets Act, as amended, the Victims of Crime Act of 1984, as amended, and the Juvenile Justice and Delinquency Prevention Act of 1974, as amended. The Office represents these agencies in administrative hearings, including grant denial hearings, Merit System Protection Board hearings, civil rights compliance appeals, and grievance arbitrations.

The Office advises on legal questions arising under grants, contracts, and the statutes and regulations governing the expenditure of Federal grant or contract funds. The Office also is responsible for drafting agency regulations and reviewing audit findings.

In addition to advising on and helping implement previously enacted legislation administered by OJP, the Office of General Counsel became actively involved during the year in reauthorization legislation, new issues related to the Anti-Drug Abuse Act of 1986, increased FOIA and labor issues, and normal juvenile justice and Victims of Crime Act issues.

OFFICE FOR CIVIL RIGHTS

The Office for Civil Rights (OCR) monitors compliance with the civil rights responsibilities of the recipients of criminal justice system financial assistance under the Omnibus Crime Control and Safe Streets Act of 1968, as amended, the Juvenile Justice and Delinquency Prevention Act of 1974, as amended, and the Victims of Crime Act of 1984, as amended.

This includes enforcement of Title VI of the Civil Rights Act of 1964; Section 809(c) of the Justice Assistance Act of 1984; Section 504 of the Rehabilitation Act of 1973, as amended; the Age Discrimination Act of 1975, as amended; Title IX of the Education Amendments of 1972; and the regulations promulgated to implement these statutes (28 CFR Part 42).

Although 157 allegations of civil rights noncompliance were received during the fiscal year, only seven were docketed for investigation. The balance were referred to other Federal agencies, where appropriate, closed because no funding from the Office of Justice Programs was involved, or jurisdiction was otherwise lacking.

The Office also is responsible for oversight of the internal Equal Employment Opportunity (EEO) Program.

Equal Employment Opportunity Officer

The Equal Employment Opportunity (EEO) Officer is the principal adviser to the Assistant Attorney General of OJP for all matters pertaining to internal equal employment opportunity, and is responsible for overall management of the EEO Discrimination Complaint Processing System. The EEO Staff, comprised of employees from other OJP offices who volunteer for this collateral duty, works with the EEO Officer to administer the Federal Affirmative Action Programs for minorities and women, handicapped persons, and disabled veterans.

During Fiscal Year 1988, the EEO Staff arranged and provided extensive EEO training for managerial and supervisory personnel concerning their responsibilities in the implementation of the EEO Program. The Staff also prepared the Multiyear Affirmative Employment Program Plan for Minorities and Women, and prepared and disseminated to all OJP employees the Sexual Harassment Policy Statement. In addition, the EEO Staff maintained a system for processing informal and formal complaints of discrimination, and participated in seven conferences that focused on issues concerning minorities, women, and handicapped persons.

OFFICE OF CONGRESSIONAL AND PUBLIC AFFAIRS

The Office of Congressional and Public Affairs (OCPA) is responsible for promoting effective communications with the Congress, the news media, and the general public, and for advising the OJP agencies in intergovernmental affairs.

The Office works with Members of Congress, committees, and their staffs on legislative matters affecting OJP and the criminal justice community. It is responsible for preparing testimony and reports on legislation before Congress affecting criminal justice matters and OJP, and for tracking legislation of interest in the Senate and the House of Representatives.

The Office also works with the news media to keep them and the general public fully informed about OJP programs and activities. It responds to questions and prepares news releases about programs and reports of general and special interest. In addition, the Office arranges news conferences and briefings to announce and explain the details of significant research findings, statistical reports, and important new program initiatives. It also prepares speeches, articles, briefing papers, and policy statements for the Assistant Attorney General

and other OJP officials, and drafts responses to Presidential, Congressional, and public correspondence.

As the Freedom of Information Act (FOIA) Office, OCPA is responsible for making all grants and other nonexempt documents available for inspection or possible reproduction. OCPA also is responsible for keeping public interest groups informed of activities of interest to their members.

During the year, OCPA was involved in activities regarding reauthorization of the OJP agencies, anti-drug legislation, and several large FOIA requests.

OFFICE OF THE COMPTROLLER

The Office of the Comptroller (OC) is the principal adviser to the Assistant Attorney General on resource management, information systems, and financial controls.

OC provides policy guidance, control, and support services for OJP in accounting, grants management, procurement, claims collection, internal and external automated data processing and telecommunications, property, facilities and space management, including safety and security, and records, mail, graphics, and printing. It also assists OJP grantees with financial management, and provides technical assistance regarding audit control and tracking for compliance with the Single Audit Act of 1984 to other components of the Department of Justice.

During Fiscal Year 1988, OC continued to strengthen grantee cash management and fiscal integrity by providing financial management training to 200 state and local officials. This entailed 59 site visits and 658 financial reviews. Some \$4,234,886 was made available by deobligating grant funds, and \$537,402 was recovered through grantee refunds.

To replace the old grant management system, OC developed and installed the Program Accountability Library (PAL), an automated management information storage and retrieval system for OJP assistance awards and contracts. PAL can be accessed from approximately 200 individual workstations to allow employees to directly update and retrieve information and prepare reports regarding OJP grants and contracts.

In addition during the year, OC completed a number of hardware improvements, including: upgrading NBI equipment to a personnel computer network for the Office for Victims of Crime; installing a trunk line to connect all existing OJP networks; installing network coverage in NIJ and to budget staff; and installing the PAL file server. Users of OJP's Local Area

Network (LAN) can now share data, files, and statistical information through the trunk line, resulting in better correspondence control and tracking, task tracking, word processing, electronic spread sheets, as well as data base management software.

In Fiscal Year 1988, OC authorized disbursements of more than \$326 million, primarily through electronic fund transfer to letter of credit accounts. OC processed 356 categorical grants totaling more than \$86 million, 212 block grants totaling approximately \$174 million, and awarded and administered 59 categorical grants totaling more than \$13 million under a cross-servicing agreement with the Commission on the Bicentennial of the United States Constitution. OC is providing accounting, financial management, and administrative services for 1,026 active grants totaling more than \$696 million.

OFFICE OF PLANNING, MANAGEMENT, AND BUDGET

A new Office of Planning, Management, and Budget (OPMB) was established as a result of a reorganization approved by the Attorney General on 15 July 1988. This reorganization combined two small OJP staffs--the Budget Planning Staff and the Planning and Management Staff--into one Office.

OPMB has the authority and responsibility for planning, developing, and coordinating budget formulation, execution, and control. It assists in directing OJP planning, coordination, and management activities and advises the Assistant Attorney General on policy strategies and priority options for achieving OJP goals and objectives. The duties of the Office are divided between two staffs--the Planning and Management Staff and the Budget Planning Staff.

Planning and Management Staff

The Planning and Management Staff (PMS) provides support and assistance to OJP in its planning, coordination, and management. During the year, PMS was involved in the following significant activities:

- * Coordinated OJP Internal Control activities, including all required reports to the Department, OMB, and GAO and risk assessments for 24 assessable units and tracking corrective actions.
- * Coordinated and prepared briefing material for the quarterly program management briefings presented by each of the five OJP components for the Assistant Attorney General. The briefings were established to enhance OJP coordination.

- * Completed two OJP reorganization proposals for approval by the Attorney General.
- * Coordinated OJP's Management and Productivity Improvement Program. This involved preparation of all required reports as well as representing OJP at Departmental meetings.
- * Established an OJP Planning Coordination Committee, comprised of the OPMB Director, the PMS Director, and a representative from each OJP Bureau.

Budget Planning Staff

The Budget Planning Staff (BPS) plans, develops, and coordinates all phases of budget formulation, execution, and control. This includes preparation of multiyear financial plans, annual budget submissions, and justifications of OJP budget requests.

BPS assists and counsels management in assessing resource needs for preparing budget requests and prepares briefing material to prepare management for budget hearings. The Staff also analyzes budget requests from the OJP components, and advises the Assistant Attorney General concerning allocation amounts. In addition, BPS helps control available funds by issuing operating plans to OJP components and monitoring obligations, and it develops apportionment and reapportionment schedules, including reimbursements and allocations from other Federal agencies.

OFFICE OF PERSONNEL

The Office of Personnel (OP) provides the full range of operation and staff services for all OJP components, including recruitment and staffing, position management and classification, employee relations, labor-management relations, and employee development.

During Fiscal Year 1988, the Office implemented the new Thrift Savings Plan Program, expanded Office use of the Department's improved Human Resources Management Information System, and conducted labor negotiations on smoking regulations and employee drug testing.

BUREAU OF JUSTICE ASSISTANCE

The Bureau of Justice Assistance (BJA) was established within the Office of Justice Programs on 12 October 1984 when the Justice Assistance Act of 1984 amended the Omnibus Crime Control and Safe Streets Act of 1968.

During Fiscal Year 1988, the BJA administered two major programs that provided funds and technical assistance to States and units of local government to control crime and drug abuse and to improve the Nation's criminal justice system. The Justice Assistance Program provided grants for programs of proven effectiveness, particularly programs that addressed violent crime and serious offenders. The State and Local Law Enforcement Assistance Program, established by the Anti-Drug Abuse Act of 1986, provided assistance in enforcing State and local drug laws.

In addition, the Public Safety Officers' Death Benefits, Emergency Federal Law Enforcement Assistance, Regional Information Sharing Systems, Mariel-Cuban Reimbursement, Federal Surplus Property Transfer, Prison Industry Certification, and Crime Prevention programs are administered by the Bureau.

Through its programs, BJA serves as an agent for change in State and local criminal justice systems. BJA demonstration programs test and implement research findings of OJP's National Institute of Justice and other organizations, together with successful criminal justice programs from across the country.

The Bureau also provides training and technical assistance on program development, implementation, and evaluation to help State and local agencies adopt innovative criminal justice narcotics control programs. The Bureau and the States have initiated many programs that are expected to significantly improve the functioning of the criminal justice system and reduce the level of crime in project jurisdictions. Mechanisms to assess the impact of these programs are in place to identify successful practices and programs. BJA encourages jurisdictions throughout the country to adopt these successful programs so that limited criminal justice resources can have maximum impact on the crime problem.

JUSTICE ASSISTANCE PROGRAM

Block Grant Program

Eighty percent of the Justice Assistance funds appropriated to the Bureau in Fiscal Years 1984-87 were awarded to the States, the District of Columbia, Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Northern Mariana Islands in the form of block grants.

The funds were allocated to the States on the basis of population, with a minimum allocation of \$250,000 per state. Block grant funds are subgranted by the States to State agencies and units of local government for programs to improve the functioning of the criminal justice system. Priorities for funding are set by each State administrative agency within the 18 purpose areas defined by the Justice Assistance Act. High priorities for State funding have been crime prevention, career criminal and court delay programs, information systems, victim assistance programs, and prison/jail capacity programs.

Although no funds were appropriated for the Justice Assistance Block Grant Program in Fiscal Year 1988, the Bureau continued to monitor grants awarded through Fiscal Year 1987 that continued into Fiscal Year 1988. States are allowed three years to expend each block grant.

Discretionary Grant Program

The Justice Assistance Act allocates 20 percent of the total appropriation for BJA discretionary grants. Congress appropriated \$5 million for the Discretionary Grant Program in Fiscal Year 1988, which, added to carryover funds, provided a total of more than \$8 million for the fiscal year. The Discretionary Grant Program provided assistance to public agencies and private nonprofit organizations for:

- * Demonstration programs that, in view of previous research or experience, are likely to be successful in more than one jurisdiction.
- * Educational and training programs for criminal justice personnel and technical assistance to States and units of local government.
- * Projects that are national or multistate in scope, and that address the 18 authorized purposes of the Act.

Thirty-eight discretionary awards in 29 different program areas were made in Fiscal Year 1988. Of particular note are the following:

Demonstration Programs

The Expert System for Residential Burglaries Program is testing the effectiveness of computer programs that use the expert knowledge of investigators to solve residential burglaries. The expert system is built by extracting from experienced burglary investigators their procedures, strategies, and rules of thumb for solving burglaries. It provides the investigator with a list of known offenders based on their usual behavior at the scene of a crime.

BJA is testing this program in four jurisdictions: Baltimore County, Maryland; Tucson, Arizona; Charlotte, North Carolina; and Rochester, New York. The system was developed by the Jefferson Institute for Justice Studies in conjunction with the Devon and Cornwall Constabulary in Exeter, England, with funding from OJP's National Institute of Justice.

Family Violence Program demonstration sites are testing the effectiveness of the family court in handling family violence cases. The goal of this demonstration project is to perform and coordinate a wide range of services to redress criminal and civil violations resulting from physical abuse, and to restore the family unit through timely and comprehensive sanctions and programs. Each site has developed interagency coordination mechanisms, instituted procedures to enhance criminal prosecution of abusers, and identified and increased resources to help the justice system resolve these cases as well as the families touched by violence. A program brief, which describes the program elements critical to an effective family violence program, is being prepared for dissemination to jurisdictions interested in implementing this type of program.

The Effective Prosecution of Child Physical and Sexual Abuse Cases Program was initiated in Fiscal Year 1986 as the result of recommendations of the Attorney General's Task Force on Family Violence and increased national attention to child sexual and physical abuse. The goal of this program is to establish effective mechanisms for screening and prosecuting persons accused of abusing children, while reducing the trauma to child victims and their families.

Each demonstration project has established a special prosecution unit to handle child abuse cases. Vertical prosecution, in which one prosecutor handles a case from beginning to end, is an important element of these projects. The projects also use interdisciplinary teams, comprised of police, child protection services, and mental health workers. To allow BJA to assess the effectiveness of various methods, each project has a different focus or operational structure designed to meet the particular needs of each jurisdiction.

The Comprehensive Community Crime Prevention Program is implementing in four sites a comprehensive, cost-effective crime prevention model in which law enforcement works in cooperation with local governmental agencies, business, community organizations, and citizens. The partnership is demonstrating how law enforcement, local government, and other sectors of the community can best address crime patterns and effectively involve citizens to help reduce crime, the fear of crime, and drug abuse and trafficking.

The Prison Capacity Project helps States experiencing prison capacity problems. State departments of correction, State legislatures, and special policy commissions or task forces in

fourteen States are being provided with a broad range of technical assistance, training, and financial support to explore ways of relieving prison capacity problems.

Training and Technical Assistance

BJA provides training and technical assistance to Block Grant recipients to assist with program development and implementation and to transfer information on new programs and techniques. Assistance is provided in all 18 purpose areas for which Block Grant funds may be used, including crime prevention, victim assistance, court delay reduction, information systems, drug abuse resistance training, and prison capacity programs.

BJA also provides assistance to demonstration programs to ensure successful implementation of model programs. Such training and technical assistance, in conjunction with BJA's programs briefs, are designed to improve the quality of BJA-supported programs and increase their impact on the criminal justice system, while reducing program development and startup time.

National/Multistate Programs

Through this program, BJA builds on State and local efforts under the Block Grant Program to support programs authorized by the 18 purposes of the Act that can be more effectively implemented on a national or multistate level.

The Demand Reduction-Drug Prevention Program is a joint effort among the Drug Enforcement Administration (DEA), the Federal Bureau of Investigation (FBI), and BJA. Training and technical assistance in demand reduction are provided to all DEA/FBI field officers. The program also sponsors a national conference that trains school officials to participate in a Sports and Drug Awareness Program. In addition, DEA and the FBI worked with BJA and its McGruff campaign to develop a series of "sports heroes" anti-drug public service announcements.

Through a cooperative agreement with the National Crime Prevention Council, BJA supports the National Citizens' Crime Prevention Campaign. The Campaign develops and disseminates crime prevention materials, provides technical assistance and training, and operates a clearinghouse for information on crime prevention programs, publications, and workshops. This program also helps coordinate the activities of the Crime Prevention Coalition's 124 member organizations throughout the country.

The Impact Analysis of the National Crime Prevention Campaign is analyzing the numerous crime prevention materials published by the National Citizens' Crime Prevention Campaign to determine their impact on citizens, organizations, local governments, States, Federal agencies, and coalition members.

Support for Law Enforcement Accreditation is viewed as one of the most significant developments in law enforcement. BJA has supported the Commission on Accreditation for Law Enforcement Agencies to enable it to continue to help law enforcement agencies pursue accreditation.

The Law Enforcement Policy Resource Center develops and disseminates model policies for law enforcement agencies, as well as program briefs and model legislation regarding issues of interest to law enforcement policy makers. The center also serves as a conduit for information-sharing among law enforcement agencies on their experiences in policy development and implementation.

In cooperation with OJP's Office for Victims of Crime, BJA is implementing a number of Victim Assistance Programs to increase the criminal justice community's awareness of victims rights and to improve its treatment of crime victims.

STATE AND LOCAL LAW ENFORCEMENT ASSISTANCE PROGRAM

Subtitle K of the Anti-Drug Abuse Act of 1986 authorizes BJA to provide assistance to States and units of local government through the State and Local Law Enforcement Assistance Program. The total allocation for this program for Fiscal Year 1988 was \$70 million. Approximately 80 percent of the funds are designated for distribution to the States through the Block Grant Program; the remaining funds are allocated through discretionary funding.

Block Grant Program

BJA block grants may be used by States and units of local government to enforce State and local laws that establish offenses similar to offenses established in the Controlled Substances Act. Block grant funds also may support programs that improve the apprehension, prosecution, adjudication, detention and rehabilitation of drug offenders. In addition, eradication programs, treatment programs for offenders, and programs that target major drug traffickers also are eligible for funding.

In Fiscal Year 1988, \$55.6 million was available to the States under the Block Grant Program. States could use the Federal funds to pay for up to 75 percent of a program's total cost. States used almost two-thirds of block grant funds to implement apprehension programs, most of which included multi-jurisdictional task forces. Approximately 15 percent of funds were used for programs to enhance the prosecution of drug cases, including upgrading crime laboratories where drugs are analyzed. Eight percent of the funds were used for treatment programs for drug offenders, and the balance of the funds was allocated among the remaining purpose areas.

Discretionary Grant Program

Priorities for the State and Local Law Enforcement Assistance Discretionary Grant Program are based, in part, on recommendations from criminal justice practitioners at the Federal, State, and local levels.

BJA solicited recommendations from several thousand Federal, State, and local law enforcement, prosecution, judicial, corrections, and treatment practitioners to help develop discretionary grant program priorities. Working groups of practitioners and national experts reviewed recommendations from the field, identified effective programs to respond to those recommendations, and helped set funding priorities.

BJA's program priorities are designed to enhance State and local drug control efforts and to achieve the following goals:

- * Define the drug problem and assess the impact and effectiveness of drug control efforts.
- * Develop programs that focus on key areas of criminal justice concern.
- * Develop and test the effectiveness of new programs and practices.
- * Disseminate programs of proven effectiveness to jurisdictions in need.
- * Provide training and technical assistance to help implement effective programs and practices.

Fifty-one awards in 33 program areas were made in Fiscal Year 1988, including:

Under the **Organized Crime/Narcotics Trafficking Enforcement Program**, eight projects begun with Justice Assistance Act funds were expanded to 13 additional jurisdictions. The goal of the program is to enhance the ability of Federal, State, and local criminal justice agencies to break up major narcotics trafficking conspiracies through cooperative investigation, arrest, prosecution, and conviction.

Each project is comprised of various law enforcement agencies, including a State or local law enforcement agency, a prosecuting agency (local, State, or Federal), and the U.S. Drug Enforcement Administration. In calendar year 1987, the projects handled 59 cases, arrested almost 1,000 high-level criminals, and seized more than \$88 million in cash, drugs, and property. More than \$86 million in seizures were of drugs, 88 percent of which were cocaine.

The Utilization of RICO Statutes to Interrupt Criminal Enterprises Trafficking in Illegal Drugs and Narcotics Program is conducted under a grant to the National Association of Attorneys General (NAAG). NAAG studied statutes, procedures, and techniques in Attorneys General offices in Arizona, Florida, New Jersey, and Washington State and concluded that well-drafted and aggressively applied State civil RICO statutes were an effective investigative and litigative tool against traffickers in illegal drugs. Although 27 States have civil RICO statutes, few use them to a significant degree. Under this BJA program, NAAG is providing expert technical assistance, information, and training to help State Attorneys General effectively use State civil RICO statutes to interrupt drug trafficking enterprises.

The Drug Abuse Resistance Education (DARE) Program teaches elementary and high school students ways to resist peer pressure to experiment with illegal drugs. The program, taught by veteran police officers, emphasizes self-esteem and the consequences of one's own behavior. Seven States implemented DARE projects in their schools in the 1987-88 school year. In addition, BJA funded regional training centers in Arizona, California, Illinois, and Virginia to train representatives from other jurisdictions how to establish DARE projects.

BJA and the International Association of Chiefs of Police (IACP) are examining **Police Drug Corruption** in Miami. The program is designed to identify effective procedures and policies to ensure police integrity against corruption related to illegal drug activities. The program will publish and disseminate guidelines for law enforcement executives in planning, implementing, managing, and evaluating corruption control procedures. Police departments in New Orleans, Los Angeles, San Diego, Houston, and the District of Columbia also are participating in the study.

BJA's Drug Testing and Intensive Supervision Program is helping courts expedite and more appropriately handle drug cases. The program uses urinalysis to quickly identify arrestees who are using drugs, thus providing the judicial officer the necessary information to determine an arrestee's pretrial disposition. Arrestees released from custody pending trial are monitored through periodic urinalysis and intensive supervision. By the end of the fiscal year, 6,825 felony arrests had been screened, and 3,000 defendants had been conditionally released into the pretrial drug monitoring and supervision program.

The Comprehensive Treatment Strategy for Drug Abuse Program helps State departments of corrections develop state-of-the-art, comprehensive drug treatment and rehabilitation facilities in institutions as part of a statewide correctional strategy for dealing with drug offenders. Alabama, Connecticut, Delaware, Florida, New Mexico, and New York are participating in the project.

The **Court Capacity Program** promotes improvements in court operations, especially in large jurisdiction trial courts, to facilitate the fair and efficient adjudication of drug offenders. Courts in more than 25 large jurisdictions are being analyzed to identify those that have implemented effective procedures to expedite case processing. Successful jurisdictions--including the Montgomery, Ohio, Court of Common Pleas, the Maricopa County, Arizona, Superior Court, and the Detroit, Michigan, Recorder's Court--serve as host-sites where other courts can learn sound management practices.

A National Commission on Trial Court Performance Standards has been established under this program. Members include a State chief justice, four Federal and local trial court judges, three State court administrators, two trial court administrators, one court clerk, and one academic. By August 1990, the Commission plans to recommend standards for effective court management.

In January 1988, BJA, through a cooperative agreement, created a **Consortium to Evaluate the State Drug Strategies**. The program is developing and implementing in 15 States a drug strategy evaluation model to facilitate uniform collection of data and to enhance States' ability to assess the drug problem and programs and develop effective, comprehensive anti-drug strategies.

BJA is making available **Drug-Related Technical Assistance and Training** to State and local criminal justice agencies through cooperative agreements with national criminal justice organizations. Assistance in program development and state-of-the-art practices is provided in enforcement, prosecution, adjudication, treatment, and corrections.

Typical of such technical assistance is the **Adjudication Technical Assistance Program**. By the end of Fiscal Year 1988, the program, begun in 1986, had provided services to 116 jurisdictions in 40 States and Territories. Program results are impressive. With expenditures averaging less than \$2,500 per assignment, BJA has helped implement programs and system changes that would have cost an estimated \$6.5 million if federally funded.

The focus of the **Adjudication Technical Assistance Program** has been on court delay, jail capacity problems, jury management, and prosecution of career criminals. With increased attention to drug control, the program has broadened to include assistance in developing drug testing and monitoring projects, enhancing court security, and introducing advanced technology for managing court caseloads, such as information systems, video, and electronic monitoring.

DIRECT ASSISTANCE PROGRAMS

The Bureau of Justice Assistance continued during the year to administer several programs of direct assistance to law enforcement and corrections agencies.

The Public Safety Officers' Benefits Program, which provides a tax free benefit to the eligible survivors of public safety officers killed in the line of duty, paid approximately \$9.3 million in benefits to the survivors of 186 officers during Fiscal Year 1988. Of the claims approved, 120 were police officers, 48 fire fighters, 10 correctional officers, and 8 were other public safety officers such as judges, ambulance and rescue squad members, etc.

The Emergency Federal Law Enforcement Assistance Program provides assistance to States and units of local government facing law enforcement emergencies. No funds were awarded under this program in Fiscal Year 1988.

The Regional Information Sharing Systems (RISS) Program supports six regional projects with a membership of 2,075 State and local and 125 Federal agencies. The RISS projects, which operate on a regional basis to provide services to all 50 states, enhance the ability of State and local criminal justice agencies to identify, target, investigate, and prosecute multijurisdictional organized crime, white-collar crime, and drug trafficking. A seventh project, LEVITICUS, helps investigate and prosecute coal, oil, and gas fraud in the Appalachian region. RISS services include information sharing, intelligence analysis, "buy" money to purchase evidence or information, loans of sophisticated equipment, training, communications technology, and technical assistance.

The Mariel Cuban Reimbursement Program provides funds to States to defray expenses associated with the incarceration of Mariel Cubans in State facilities following their conviction for a felony after having been paroled into the United States by the Attorney General in 1980. In Fiscal Year 1988, 38 States were reimbursed a total of \$5 million for expenses related to the incarceration of 2,760 Mariel Cuban inmates.

Since it began in 1985, the Surplus Federal Property Transfer Program has assisted in the transfer of 13 surplus Federal properties to State and units of local government for use as correctional facilities.

BJA's Prison Industry Certification Program provides for the limited deregulation of Federal prohibitions affecting the movement of State prisoner-made goods in interstate commerce and purchases by the Federal Government. During the year, BJA awarded a grant to the American Correctional Association to encourage more States to participate in the program. As of 31

October 1988, 14 States with 28 projects were participating. Inmates employed in these programs have earned more than \$8.4 million in wages and contributed almost \$3.9 million in taxes, room and board, and family support.

The success of the Bureau's program depends upon the cooperation and participation of the criminal justice community in designing programs, developing strategies, and identifying program priorities. The high level of interest and cooperation exhibited thus far by Federal, State, and local criminal justice agencies has resulted in major improvements in the administration of this Nation's criminal justice system.

BUREAU OF JUSTICE STATISTICS

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

In the nine years since its creation, BJS has developed a program that responds to the diverse requirements of the 1979 Justice System Improvement Act and the 1984 Justice Assistance Act. The Acts addressed more than half a century of recommendations calling for an independent and objective national center to provide basic information on crime to the President, the Congress, the judiciary, State and local governments, the general public, and the media.

DATA ANALYSIS AND DISSEMINATION

BJS maintains an ongoing internal analytic capability to provide the Administration, the Congress, and the public with timely and accurate data concerning crime and the administration of justice in the Nation. BJS prepared and disseminated 41 reports, data releases, and user guides during Fiscal Year 1988. Those reports for which press releases were issued received extensive coverage in the Nation's electronic and print media.

Also during the fiscal year, Report to the Nation on Crime and Justice: Second edition was published. Like the first edition, which was a landmark document in that it was the first attempt to describe comprehensively crime and the justice system in a nontechnical format, the second edition was enthusiastically received by the criminal justice community. Each edition was a major work effort of BJS. A "technical appendix" to the second edition was also published in 1988; this 93-page document provides detailed information on the multitude of data sources used in the report.

Two additional statistical overviews, BJS Data Reports, 1986 and BJS Data Reports, 1987, were prepared and printed during the fiscal year.

DATA ON DRUGS AND CRIME

Many BJS programs produce data on drugs, drug offenders, and drugs and crime. For example, the court processing studies present data on sentences drug offenders receive compared with

other offenders; and reports on prison and jail inmates and incarcerated youth include data on their drug use histories. In addition, the second edition of the Report to the Nation on Crime and Justice contains drug statistics not covered in the first edition.

During Fiscal Year 1988, BJS produced four Special Reports containing information on drug use. The first, Profile of State Prison Inmates, 1986 (BJS Special Report, January 1988), revealed that more than a third of State prison inmates had been under the influence of a drug at the time of the offense for which they were committed. The second, Drug Law Violators, 1980-86: Federal Offenses and Offenders (BJS Special Report, June 1988), reported that there had been a 134 percent increase from 1980-86 in the number of defendants convicted of Federal drug law violations in Federal courts. The third, entitled Drug Use and Crime: State Prison Inmate Survey, 1986 (BJS Special Report, July 1988), reported on the progression over time of inmates' drug and criminal careers. The fourth report, Survey of Youth in Custody, 1987 (BJS Special Report, September 1988), found that half of the drug-using offenders in State juvenile institutions began their drug use at age 12 or earlier.

In 1988, BJS, with funding from the Bureau of Justice Assistance, established a Data Center & Clearinghouse for Drugs & Crime to provide policy makers and others with ready access to understandable information on drug law violations and drug-related law enforcement. The Data Center serves as a centralized source of data from diverse Federal, State, and local agencies, as well as the private sector.

The Center coordinates with, and refers persons to, the National Clearinghouse for Alcohol and Drug Information (NCADI) established by the Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA), U.S. Department of Health and Human Services. NCADI focuses on the epidemiological, prevention, and treatment aspects of the substance abuse problem.

The Data Center & Clearinghouse for Drugs & Crime has two major components: Data user services, and data analysis and evaluation. The Center will prepare a comprehensive report (modeled on BJS's Report to the Nation on Crime and Justice) that will assemble drug data from various sources into a single, easy-to-understand, comprehensive, and readily available, reference volume.

During the fiscal year, the Clearinghouse:

- * Prepared BJS Data on Drugs and Crime (February 1988), which presented existing BJS data on the subject from diverse BJS reports.

- * Developed a conference display for use at professional meetings.
- * Produced a brochure describing the Data Center & Clearinghouse.
- * Mailed letters announcing the opening of the Clearinghouse to all governors, State attorneys general, State criminal justice planning and statistical agencies, criminal justice editors, and public interest groups.
- * Held meetings of potential Clearinghouse users and drug and crime researchers and statisticians.
- * Began work on the Drug National Report.

The Data Center began operations on 1 October 1987, and is funded for two years. Its toll-free telephone line, 800/666-3332, was operational in early January 1988.

VICTIMIZATION DATA

BJS's largest statistical series is the National Crime Survey (NCS)--the Nation's only systematic measurement of crime rates using national household surveys. The NCS measures the amount of rape, robbery, assault, personal larceny, household burglary and larceny, and motor vehicle theft experienced by a sample of the U.S. population. It provides detailed data about the characteristics of victims, victim-offender relationships, and the criminal incident, including the extent of loss or injury and whether the offense was reported to the police.

In March 1988, BJS released preliminary victimization rates for 1987 that were basically unchanged from 1986, remaining at the lowest level in the 14-year history of the NCS. This report was released on the accelerated schedule, adopted in Fiscal Year 1985, that has reduced the time between reference year and the release of data by five months. This earlier release results from methodological work aimed at rapid publication of the data. The American Statistical Association evaluated this method during the year and endorsed the statistical methodology upon which the estimates are based.

Also during Fiscal Year 1988, BJS released for the eighth year, an NCS indicator that measures the proportion of American households touched by crime, Households Touched by Crime, 1987 (BJS Bulletin, May 1988). This indicator has revealed that victimization by crime is one of the most common negative life events that a family can suffer, with 24 percent of U.S. households touched by crime in 1987.

Regional data are now being presented for both the rate indicator and the households touched by crime indicator. Both indicators show that those in the West were affected the most by crime, whereas those in the Northeastern United States were the least vulnerable to crime.

During the year, BJS continued implementation of the National Crime Survey Redesign. In July 1986, interviewers began using a new questionnaire that contains several questions designed to elicit victims' experiences with the criminal justice system. Preliminary data from the revised questionnaire have been received and are being analyzed for a report to be published in late 1988. Information will then be available for the first time from NCS on victims' experiences with the criminal justice system. Two detailed reports describing the entire redesign project will be published in late 1988.

A total of seven reports on criminal victimization were produced in Fiscal Year 1988, including: Elderly Victims (BJS Special Report, November 1987); Violent Crime Trends (BJS Special Report, November 1987); Motor Vehicle Theft (BJS Special Report, March 1988); and The Seasonality of Crime Victimization (BJS Technical Report, May 1988). These reports frequently combine data over a number of years to provide enough sample cases to allow more indepth analysis than would be possible with a single year's data.

Also released during the year were final 1986 NCS estimates in Criminal Victimization, 1986 (BJS Bulletin, October 1987), and Criminal Victimization in the U.S., 1986 (BJS Final Detailed Report, August 1988).

UNIFORM CRIME REPORTING PROGRAM REDESIGN IMPLEMENTATION

The Bureau of Justice Statistics continued to play a critical role in implementing the redesigned Uniform Crime Reporting program during the fiscal year. States that were not already the recipients of BJS cooperative agreement awards were invited to apply for redesign funding. Seven States were selected for awards ranging from \$100,000 to almost \$390,000. BJS expects 10 to 15 States to apply for funding for implementation in Fiscal Year 1989, and that, by June 1989, BJS will be supporting implementation in at least 30 States.

BJS also continued its involvement with the Federal Bureau of Investigation (FBI) in defining the data specifications of the new program, now officially identified as the National Incident Based Reporting System (NIBRS). These specifications, released in September 1988, set the stage for substantial activity in the States during the next several years.

LAW ENFORCEMENT MANAGEMENT AND ADMINISTRATIVE STATISTICS (LEMAS)

This program is intended to fill a gap in justice statistics by providing national data on various subjects of importance in police management and administration. Preparations for data collection included a study to examine existing data in police management and administration; the need for additional data; the ability of police departments to provide the desired information; and the utility of these data for the police, researchers, and policy makers. A necessary precursor to launching a survey was updating the master list of law enforcement agencies to obtain current mailing addresses and agency characteristics needed to draw an efficient, stratified, nationally representative sample.

LEMAS is expected to be a recurring survey, collecting core information every few years from a sample of approximately 3,000 law enforcement agencies, supplemented by questions on specific topics, such as lockup use, use of deadly force, and police chief longevity. Data collection for the first survey began in Fiscal Year 1987, and results will be released in late 1988.

Among the topics included in the first survey are: number and type of patrol shifts; number of calls for service; number of adults and juveniles held in lockups; equipment provided to officers; numbers and types of police vehicles, as well as policies regarding their use; types of and uses made of computers; numbers and characteristics of personnel; salaries and other expenses; unionization; agency policies (residency requirements, education requirements, training, differential pay, etc.); types of programs (victims assistance, missing children, career criminal, child abuse, drug screening, drug education, etc.).

PRETRIAL STATISTICS

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

Data were collected in each jurisdiction for a sample of between 100 and 500 defendants who had been released pending trial. Sixty percent had been charged with felonies; the others had been charged with misdemeanors. Each defendant is tracked for nine months after pretrial release or until disposition. Pretrial rearrests and failures to appear in court were recorded, as well as the outcome of each case at disposition.

In the final phase of the project, now in progress, data are being collected in 40 jurisdictions, selected to provide a statistically representative sample of the 75 largest counties in the U.S. (which account for more than half of the Nation's criminal justice activity). A statistically representative sample of defendants in each county is being tracked for up to 12 months or until disposition. The data being collected include: the offense; the person's prior criminal record; the type of pretrial release, including financial and nonfinancial conditions; failure to appear in court; rearrests while on pretrial release; and disposition and sentencing (for the original charge and for any charges resulting from rearrests).

ADJUDICATION

The United States is one of only a few developed countries that has no national court statistics. There are police statistics compiled annually that show the number of persons arrested in the U.S., and there are national prison statistics compiled annually on the number sent to prison. But there are no nationwide statistics that show what happens between arrest and imprisonment.

The BJS National Judicial Reporting Program is a statistical series designed to close this gap in American criminal justice statistics. The program compiles representative statistical data on samples of persons convicted of felonies in State courts. These data make it possible to answer numerous questions about felony courts that cannot now be answered, such as:

- * Nationwide, how many persons were convicted of felonies last year?
- * How many convicted felons received a jury trial?
- * What percentage of convicted felons were sentenced to prison?
- * What was the average prison sentence for drug trafficking?

During the fiscal year, the National Judicial Reporting Program completed data collection for the first national survey of felony sentencing in the United States. The survey compiled data on nearly 55,000 persons convicted in 1986 of felonies in 100 county court systems throughout the Nation. A BJS report presenting complete results will be published in 1989.

The BJS Prosecution of Felony Arrests Project obtains case processing data from prosecutor management information systems in several jurisdictions across the country. It collects information on case attrition, guilty pleas, final dispositions, and

case processing time. In Fiscal Year 1988, The Prosecution of Felony Arrests, 1982 was published. It contains the full detail of felony case processing data for 37 jurisdictions. The number of jurisdictions participating in the project has grown from 13 supplying 1977 data to 28 providing 1980 data and 37 submitting 1982 data.

A third BJS adjudication project is a major study of burglars and robbers brought to the attention of local prosecutors in 16 of the Nation's largest counties. Data collection continued in 1988. The study will describe the impact of different policies and practices on the disposition and sentencing outcomes of robbery and burglary cases.

During the year, results of BJS's second national survey of indigent criminal defense programs were published in Criminal Defense for the Poor, 1986 (BJS Bulletin, September 1988). This report contains detailed tabulations on the costs and caseloads of indigent defense programs throughout the 50 States and the District of Columbia. It also examines the changes, since the last national survey in 1982, in how States have implemented public defense systems and how they are organized and funded.

State Court Organization, 1987, which updates information compiled in 1980, was completed in Fiscal Year 1988. The survey provides detailed descriptions of the organizational settings of trial and appellate courts throughout the country. Topics covered include: characteristics of felony jurisdiction in State trial courts; capital and noncapital sentencing procedures; methods of selection and terms of State trial court judges; types of appeals in trial courts; jury size and required votes for verdict; use and availability of sentencing commissions; and the budget and fiscal authority of the judiciary.

FEDERAL JUSTICE DATA

A major activity during Fiscal Year 1988 was continued maintenance and expansion of the Federal Justice Data Base. The data base, which includes data from the Executive Office for United States Attorneys, the Administrative Office of the United States Courts, the Bureau of Prisons, and the United States Parole Commission, describes case processing from prosecution through adjudication, sentencing, and corrections. This is the first time that Federal data are available from a single resource.

During 1988, three reports were issued using the Federal data. Pretrial Release and Detention: Bail Reform Act of 1984 (BJS Special Report, February 1988) analyzed the impact of the Bail Reform Act, particularly regarding the numbers of defendants detained pretrial and the length of pretrial detention.

Another report, Drug Law Violators 1980-86: Federal Offenses and Offenders (BJS Special Report, June 1988) updated an earlier report on Federal drug violators and described rates of prosecution, conviction, and reincarceration of drug violators.

In addition, the first compendium of Federal criminal justice statistics was prepared during Fiscal Year 1988. The compendium includes tables and text describing all aspects of Federal criminal case processing, at both the national and district court levels. It will be issued annually.

Investigation of Federal civil case processing continued during the fiscal year. Reports on civil data will be published in 1989.

In addition to these ongoing activities, major plans were initiated to expand the Federal program to produce more real-time data for use by Department of Justice and other criminal justice practitioners. Initial steps were undertaken during 1988 to obtain data on a more current basis, and formats were designed for quarterly reports to be issued regularly starting in early 1989. Agreements also have been negotiated to obtain data from additional Federal criminal justice agencies to increase the comprehensiveness of the Federal data program.

CORRECTIONS

The BJS corrections statistics program provides systematic data on correctional populations and agency workloads covering probation, parole, and persons under sentence of death.

In 1986, the Bureau conducted a survey of nearly 14,000 inmates of State prisons throughout the Nation. This representative sample of prisoners was asked to describe their criminal histories, demographic characteristics and family situations, use of alcohol and drugs, and, for violent offenders, the characteristics of their victims. The first report, Profile of State Prison Inmates, 1986 (BJS Special Report, January 1988), provides detailed information on the criminal backgrounds of State prisoners. A second report, Drug Use and Crime: State Prison Inmate Survey, 1986 (BJS Special Report, July 1988), examines in detail the patterns of drug use of State inmates.

In late 1987, BJS conducted a survey of 3,000 juvenile offenders in 26 State institutions. Similar to the adult prison survey, these juvenile offenders were queried about their criminal and drug use histories. The first report from this survey, Survey of Youth in Custody, 1987 (BJS Special Report, September 1988), contributed new information on the backgrounds of the most serious offenders in the juvenile justice system.

Additional analysis was performed of data collected during the quinquennial National Jail Inmate Survey conducted in 1983. A major study of DWI (driving while intoxicated) offenders in local jails, Drunk Driving (BJS Special Report, February 1988), was completed. The study examined the amount and type of alcohol consumed by DWI offenders held in local jails.

Jail Inmates, 1986 (BJS Bulletin, October 1987) was published, releasing data from the annual jail sample survey that provides basic counts of jail populations in years when the jail census is not conducted.

The National Prisoner Statistics (NPS) series dates back to 1926. It provides yearend and midyear counts, by jurisdiction, of prisoners confined in State and Federal institutions. Prisoners in 1987 (BJS Bulletin, April 1988) and a September 1988 press release documented the continued growth in the Nation's prison population. During the year, the number of persons in State and Federal prisons reached a record high of 604,824 by 30 June 1988. Also released during the year was the detailed report, Correctional Populations in the U.S., 1985 (BJS Final Report, December 1987). A third major report, Historical Statistics on Prisoners in State and Federal Institutions, Year-end 1925-86 (May 1988), provided the first complete compilation of prisoner counts by State covering the 60-year history of the program.

The National Probation Reports series provides annual data, by State, on the number of admissions to probation supervision and the yearend total of persons under such supervision. The Uniform Parole Reports Program, begun in 1965, provides data on the populations and characteristics of persons admitted to and released from parole supervision. This program also gathers information from States annually on legislative and administrative changes likely to affect the length of sentences and the time served in correctional institutions.

In December 1987, the annual Probation and Parole, 1986 (BJS Bulletin) was released. At yearend 1986, more than two million adults were on Federal or State probation, and close to a third of a million were on parole.

The National Corrections Reporting Program (NCRP) gathers information on the characteristics of offenders admitted to or released from prisons. It has been integrated with the Uniform Parole Reports to provide a complete overview of sanctioning across the States--from prison industry through termination of parole for each offender.

In Fiscal Year 1988, data from the NCRP were analyzed and published in Time Served in Prison and on Parole, 1984 (BJS Special Report, December 1987). This report provides, for the

first time, the total time an offender serves on a court sentence and what proportion of that time is actually spent in confinement. Overall, individuals released from prison in 33 States in 1984 served a median sentence of 17 months, or 45 percent of their original court-ordered sentence.

Capital Punishment, 1987 (BJS Bulletin, July 1988) provided a detailed overview across the States, a review of Supreme Court activity during the year, and information on persons sentenced to death and executed during the year. The report showed a total of 93 executions in 12 States since January 1977, and a total of 1,984 persons under sentence of death in 34 States.

RECIDIVISM

With the help and encouragement of State departments of correction and law enforcement, and the FBI Identification Division, a program has been designed to link BJS corrections data with State and FBI criminal-history information. This National Recidivism Data Base, for the first time, enables BJS to derive representative samples of persons released from State prisons, follow these samples for several years, and produce estimates on the incidence, prevalence, and seriousness of later arrests and dispositions.

Work continued on the National Recidivism Data Base during the fiscal year. A report on recidivism in 11 States, covering 18,000 offenders released from prison in 1983, is planned for late 1988.

PRIVACY, SECURITY, AND CONFIDENTIALITY OF CRIMINAL JUSTICE DATA

Increased reliance on criminal justice data for public and private sector uses has highlighted the need for accurate, complete, and timely criminal justice records. Policies that govern the collection and maintenance of such data and legislation that regulates the release of such data for different purposes are also of prime concern to the criminal justice community. In response to these concerns, a major part of BJS activity during the year in the area of privacy, security, and confidentiality focused on the issue of data quality.

During Fiscal Year 1988, BJS funded a major national conference on juvenile justice records. Speakers addressed the use of juvenile records in the adult system, the quality of juvenile records, and problems of access to juvenile data. Proceedings of the conference are being prepared for release in 1989. A report on an overview survey of existing State and local juvenile justice systems also is being prepared for publication in Fiscal Year 1989: Juvenile Records and Record Keeping Systems.

BJS also is preparing for Fiscal Year 1989 publication, proceedings of an earlier conference on open-record policies and procedures. The report explores all aspects of the open versus confidential record debate, with particular emphasis on practical implications for legislative requirements regarding pre-employment screening and licensing.

Recognizing the key role that courts play in developing complete criminal-history records, BJS made a special effort to ensure higher levels of court disposition reporting. Discussions were initiated during the year with national court organizations to further explore the legal, technical, and policy issues relating to disposition reporting.

Other reports prepared and/or published during the fiscal year were:

- * Public Access to Criminal-History Record Information, which describes legislation, regulations, and case law defining the public's right to obtain criminal-history record information and identifies issues relevant to such policies.
- * A report on identification fraud and the possible approaches to and implications of developing national standards in this area.
- * The Compendium of State Privacy and Security Legislation; 1987 Update, An Overview, which summarizes State privacy legislation. Complete text of the State privacy statutes was sent to the National Criminal Justice Reference Service.
- * A report describing the specific techniques that can be implemented to increase record accuracy and completeness. The report, which is designed to help record managers and policy makers upgrade data quality, is scheduled for publication in early Fiscal Year 1989.

BJS also continued during the year to oversee activities to ensure the confidentiality of statistical and research data. This included developing and reviewing appropriate data maintenance and transfer procedures to support BJS's Federal, State, and national programs.

STATE STATISTICAL PROGRAMS

The twofold purpose of the Bureau's State statistical program is to enhance the capabilities of the States in developing policy-relevant statistical information to meet their own needs, and to make State-level data available to BJS for national compilation and studies.

State-level statistical analysis centers (SACs) for criminal justice in 45 States, the District of Columbia, Puerto Rico, the Virgin Islands, and Northern Mariana Islands have been established over the years through BJS support. The SACs provide statistical services and policy guidance to governors, executive branch agencies, legislators, State and local criminal justice agencies, the judiciary, the press, and the public. They also provide data to BJS for multistate statistical compilations and analyses.

In Fiscal Year 1988, grants and cooperative agreements were awarded to two States and the Commonwealth of the Mariana Islands to continue developing new SACs. Partial support was given to 23 established SACs to conduct objective analysis to meet critical planning needs and to address statewide and systemwide policy issues. BJS also entered into 10 cooperative agreements with individual SACs for specific projects in statistical analysis and research on topics of critical importance to the States.

The Criminal Justice Statistics Association (CJSA), in conjunction with BJS, continued operating a computerized index to State statistical data sources. CJSA also provides technical assistance, computer software, workshops, and publications for State SAC directors.

During the year, seven States that had not previously received BJS grants to begin implementing the reporting standards of the redesigned Uniform Crime Reporting Program were funded. Thirteen States were given such awards in Fiscal Year 1987.

BJS is increasing its analysis of Offender-Based Transaction Statistics (OBTS) data provided by the States. In OBTS, offenders are tracked through the criminal justice system from arrest to sentencing. During Fiscal Year 1988, Tracking Offenders, 1984 (BJS Bulletin, January 1988) was published. The report used data from 11 States--Alaska, California, Delaware, Georgia, Minnesota, Missouri, Nebraska, New York, Ohio, Pennsylvania, and Virginia. Work began on four additional topics: drug trafficking, the child victim, violent and property crime, and 1980-1985 disposition trends. These BJS reports and other programmatic efforts have increased State involvement from 10 in Fiscal Year 1987 to 14 in Fiscal Year 1988, with an additional two States anticipated for Fiscal Year 1989.

NATIONAL INSTITUTE OF JUSTICE

Criminal justice research sponsored by the Office of Justice Programs' National Institute of Justice (NIJ) in Fiscal Year 1988 continued to bring critical information to bear on crime control policy choices. On issue after issue--drugs and crime, family violence, career criminals, sentencing, probation and incarceration--research sponsored by the National Institute of Justice is helping reshape policies with greater potential for diminishing the impact of crime on individuals and on society as a whole.

DRUGS AND CRIME

Americans rank control of drugs and related predatory crime as one of the highest priorities for governmental action. National Institute of Justice research has broadened understanding of the link between drugs and crime and methods to reduce crime and protect communities. Studies have confirmed the "accelerator" effects of drugs: addicts committed six times as many crimes when they were using narcotics heavily than when they were relatively drug free.

Information from the National Institute of Justice's Drug Use Forecasting System documents the widespread use of drugs among those arrested for serious felonies. Urinalysis of samples of arrestees in major cities across the country in mid-1988 shows that from 54 percent to 90 percent of those arrested tested positive for cocaine, phencyclidine (PCP), heroin, marijuana, or amphetamines.

Many drug-abusing suspects are charged with serious, predatory crime: In Los Angeles, for example, 85 percent of those charged with robbery and 90 percent of those charged with burglary tested positive for drugs. In New York, the figures were 88 percent and 78 percent, respectively.

The Drug Use Forecasting (DUF) System has expanded to 21 cities across the Nation, providing an early warning system on drug-use trends. Samples of arrestees volunteer for anonymous interviews and urinalysis. Certified laboratories analyze all urine samples. All arrest, demographic, and urinalysis testing data are collected and analyzed by NIJ staff, and findings are reported periodically. Information is provided directly to participating jurisdictions and other Federal, State, and local officials to help set enforcement, treatment, and prevention priorities. The DUF program, cofunded by the Bureau of Justice Assistance, is expected to expand in Fiscal Year 1989.

NIJ research in New York City found a significant correlation between recent drug use and both failure to appear and pretrial arrest. Other studies indicate that only about half of arrestees

with positive urine tests actually admit to drug use. And even for trained observers, drug use is often difficult to detect: the number of probationers in a New York City program testing positive was five times higher than probation officers estimated.

To test the value of objective information about drug use, NIJ sponsored an experiment in Washington, D.C., that integrated drug testing into the pretrial release decisionmaking process. Independent evaluation of the program showed that defendants who stayed with the testing program for four or more tests had significantly lower rates of pretrial arrest and failure to appear than those who dropped out of the program. And empirical evidence indicated that drug test results can signal to judges those defendants who represent the greatest risk to the community.

Drug testing of arrestees is now an integral part of the District of Columbia's pretrial release process, supported by the City's budget. In partnership with NIJ, the Bureau of Justice Assistance is supporting experiments with similar approaches in several jurisdictions, including Portland, Oregon; Tucson and Phoenix, Arizona; Milwaukee, Wisconsin; Wilmington, Delaware, and Prince Georges County, Maryland.

Recent research reveals that crime rates for individuals not heavily involved in crime prior to addiction decreased dramatically as their drug consumption decreased. Intervening early within such offenders to prevent addiction could mean substantial crime reduction benefits.

In Washington, D. C., juveniles arrested for serious crimes are being screened for drug use through urinalysis to learn the extent and types of drug abuse among young offenders. Continued testing for those on pretrial release or probation is being compared to traditional treatment to determine which approach is more effective in breaking the cycle of drugs and crime among juveniles.

NIJ research is also exploring ways to strengthen treatment and reduce demand for drugs. Drug abusers referred to treatment by the criminal justice system stay in treatment longer and are less likely to commit predatory crime after treatment. Court-ordered programs can be more effective when coupled with surveillance. Parolees in California's civil addict program who underwent routine urinalysis along with legal supervision and treatment had lower rates of crime and drug use and somewhat higher rates of employment, compared to those supervised without testing or not supervised at all.

During 1988, the Institute published an Issues and Practices report pulling together research findings on drug treatment and recidivism. The report, "A Criminal Justice System Strategy for Treating Cocaine-Heroin Abusing Offenders in Custody," outlines what works for drug-abusing offenders under what circumstances.

Urinalysis can detect drug use over the previous 24 to 48 hours. But absorption of drugs by the hair is readily detectable. NIJ is funding an initial study comparing the RIAH (radioimmunoassay) technique to urinalysis techniques in the Los Angeles Federal parole-probation program. Interim results indicate that hair analysis offers a wider window of detection that reveals probationers' noncompliance with release requirements that are missed by the shorter window provided by urinalysis. Standardizing the technique and making it available to the criminal justice system are the next steps.

Research is also exploring the impact of street-level enforcement on drug trafficking. An earlier study found that drug crack-downs can be a useful approach to coordinating action against drug trafficking, curbing both dealing and drug-related crimes such as robbery and burglary in the target area. Research now underway in Oakland, California, and Birmingham, Alabama, is evaluating how police, local citizens, and community organizations can work together to increase risks for local dealers and stem both availability and demand for drugs. Among the tactics being assessed are a "door-to-door" campaign by police to increase contact with citizens and alert them to local signs of drug trafficking, and a "drug hotline," which alerts specially-trained police to respond quickly to citizen reports of suspected drug activity in their neighborhoods.

In many cities, narcotics have spawned a wave of violence. The District of Columbia has recorded the highest homicide rate in more than 20 years, and officials say some 60 percent of the murders are drug related. Currently, definitions of "drug-related" crimes vary from jurisdiction to jurisdiction. As a result, information needed for strategic planning may be lost. OJP's NIJ research in New York has led to new criteria now being used by police there to gather data on the presence of drugs in the victim or offender, drug paraphernalia found at the scene, known drug connections, and other information that will help explain the role drugs play as a catalyst for violence.

Research continues on more accurate methods for estimating the number of drug users and patterns of abuse. Using health and criminal justice system data for 1982-1987, researchers at UCLA are developing and assessing models to estimate cocaine use both locally and nationally and to help forecast trends in use of the drug. In another partnership to stretch resources and inform policy, NIJ is coordinating this project with a study by the National Institute on Drug Abuse, which uses similar techniques to estimate heroin use.

In the San Diego area, researchers are comparing DUF data to a variety of other local indicators, including hospital emergency room and treatment trends, criminal justice data on drug-related offenses, and surveys of drug use trends in the general population. The study will establish interrelations among these indica-

tors to bolster local monitoring of drug abuse and control of drug-related crime. Another project is comparing the methods used in all 50 States and representative jurisdictions to assess their potential as a tool for State and local planning and resource allocations and models for similarly-sized jurisdictions with similar types of problems, needs, and resources.

Objective drug tests, such as urinalysis, permit the criminal justice system to identify "hidden" drug-using offenders who otherwise would not be readily identifiable, since they had not been arrested on drug charges, did not admit to drug use, and had no official record of previous drug charges or treatment of drug-related problems. Undiscovered, they represent increased risks to the community. A study in Washington, D.C., is exploring and comparing the characteristics of those "hidden" drug-using offenders. The results are expected to help local jurisdictions refine estimates of the number of criminally-active drug users.

PUNISHMENT AND CONTROL OF OFFENDERS

Research is providing better information to criminal justice policymakers and administrators to help them manage scarce correctional resources. The majority of convicted offenders--some 2.5 million persons--are on probation or parole. To minimize the risk of future crime by these offenders, NIJ research has explored a variety of supervision methods and punishments. An assessment of Intensive Supervision Probation in New Jersey, for example, found that the program saved a modest amount of prison space without increasing the risk of recidivism. Compared to the costs of traditional imprisonment, the program was cost-effective, and also served society by allowing offenders to work, pay taxes, and contribute to a fund for victims.

Another innovative sanction, "shock incarceration," is receiving attention as an option that may be effective and less costly than prison for certain offenders. An Issues and Practices report details results from a 50-state survey that found that shock incarceration programs are expanding rapidly. In January 1987, only four existed. By the end of 1988, 14 programs were operating in 14 jurisdictions, with another three scheduled to begin in 1989. In addition, nine additional States were developing or considering the programs. In assessing existing programs, the report noted the pros and cons of the approach and factors that appear to strengthen or weaken program operations. However, more definitive conclusions about shock incarceration must await completion of research such as an Institute study of the Louisiana Department of Corrections' program that is assessing whether the program reduces recidivism and what is required for effective management.

Electronic monitoring also has potential for improving offender supervision without increasing the number of labor-intensive site visits of traditional supervision. These telemetry devices allow officials to verify that an offender is at home during curfew hours. NIJ has tracked the development of electronic monitoring. A 1988 survey found that officials in 32 States are now using monitoring devices to supervise nearly 2,300 offenders, about three times the number reported last year. Other NIJ research in progress is assessing how well electronic monitoring of offenders protects the community.

During the year, NIJ continued its Construction Information Exchange, designed to help State and local jurisdictions expand the Nation's prison and jail capacity more quickly and economically. The second edition of the National Directory of Corrections Construction, which compiles information on construction methods and costs for jails and prisons built since 1978, was developed last year by OJP's National Institute of Justice and published by the American Correctional Association. Case studies of such efforts are described in NIJ Construction Bulletins, five of which were published during the year. A computerized data base, maintained at the National Criminal Justice Reference Service, gives local officials answers to their specific building concerns and puts them in touch with other jurisdictions that have solved similar problems with more efficient construction techniques.

Private sector involvement in corrections has grown over the past several years, NIJ studies have found. During the year, the Institute reported that 38 private-sector prison industries were operating in 26 prisons in 24 State correctional systems and two county jails. The study found benefits for everyone involved: for inmates, a chance to earn real-world wages and job skills; for the private sector, access to a labor force that can meet rapidly changing production and service needs; and for taxpayers, inmate wage deductions that offset the costs of incarceration, compensate crime victims, help support inmates' families, and contribute to government revenues through State and Federal taxes.

CRIME CONTROL AND CRIMINAL CAREERS

Resources available to combat crime are not unlimited; so a fundamental problem facing criminal justice is how to use them where they will do the most good. Findings from a study examining effects of official sanctions on serious criminal offenders in 181 American cities suggest that proactive policing has direct impact on robbery rates, independent of known determinants of crime--poverty, inequality, region, family disruption. Aggressive policing and increasing the risk of incarceration reduces robbery and violence.

OFFENDER CLASSIFICATION AND PREDICTION OF CRIMINAL BEHAVIOR

Promising NIJ research on developing and testing new classification and prediction systems for specific types of offenders--such as rapists--and offenders who commit a variety of serious crimes are having a direct impact on sentencing, probation and parole, and jail and prison management.

Research has developed and evaluated criteria for identifying violent, persistent, and high-rate offenders so they can be targeted for priority prosecution. Using self-reports of criminal activity, researchers identified a number of practical criteria that could be used in criminal cases to help identify these dangerous criminals. The research also identified factors now being used that seem less effective for this purpose. The results will be detailed in a future NIJ report.

Research has also revealed that different subgroups exist among both rapists and child molesters, each having its own unique but identifiable characteristics and potential for treatment. Using the classification systems developed, criminal justice officials will be better able to decide which sex offenders must be incarcerated to protect the community, and which can be sanctioned and treated under specific kinds of supervision.

Jail crowding is a major problem in most jurisdictions. Research is completing development and evaluation of a prediction model to screen pretrial offenders. The model will include the use of a variety of release conditions, including remaining drug free, participating in drug rehabilitation programs, education and/or training programs, and intensive supervision. Criteria for judging the success of release will include both failure-to-appear rates and rearrest rates.

VIOLENT CRIMINAL BEHAVIOR

Research has examined the relation between early child abuse, neglect, and subsequent violent criminal behavior. Criminal records of substantiated cases of persons abused as children were compared with criminal records of a matched group of non-abused persons. The results to date suggest that those who were abused as children did commit more violent offenses as adults than those non-abused as children. However, the differences, though significant, were not as large as expected. Further research will continue to delve into this important topic.

PUBLIC SAFETY AND SECURITY

Traditionally, police have primarily responded to individual calls for service. NIJ research has found that more comprehensive

and "proactive" police strategies hold more potential for stretching limited resources and increasing community safety and security. Efforts to marshal resources beyond the criminal justice system--community groups and other agencies and public and private sector organizations--are underway to bolster safety and solve specific crime problems.

NIJ research has shown that crime patterns and recurrent problems can be isolated, enabling police to operate more efficiently and effectively. A study of repeat calls to police in Minneapolis found that 64 percent came from just 5 percent of addresses in the city. By identifying chronic callers and the underlying problems that give rise to the repeated need for police services, police can go a long way to reducing this drain on their limited resources and assign police officers where they are most needed.

In Chicago, police and community groups have developed and used computer-made maps of crime and disorder in specific neighborhoods to help them detect and work together to resolve the most pervasive problems and community factors that prompt crime and fear. Through the research, police themselves found crime patterns that had been obscured in more traditional crime reports.

NIJ will also examine an innovative police/community project in Seattle that brings together police, citizens, other governmental agencies, and even the city council in a major effort to reduce crime and halt the flow of drugs at the neighborhood level.

Experiments that objectively weigh the impact of existing police policies have produced real progress in protecting citizens. For example, victims of spouse assault have long suffered repeated violence and even death. NIJ's domestic violence experiment in Minneapolis tested traditional police responses to spouse assault (counseling or sending the assailant away from the home for a brief period) compared to arresting offenders. The results showed that arrest cut the percentage of repeat violence in half. Prompted in large part by these findings, more than half of urban police departments have changed their policies regarding misdemeanor spouse assault cases. The original experiment is now being replicated in six cities across the Nation to provide more data on the effectiveness of arrest and other practices for stemming family violence.

Research also tested problem-oriented policing, which is not just new techniques but a philosophy of policing as well. Rather than regarding calls for help or services as separate individual events, problem-oriented policing analyzes groups of incidents or patterns of crime, such as a continuing problem of auto thefts in a neighborhood or a pattern of burglaries in an area. Then police can use their experience and creativity and act as catalysts in mobilizing a variety of public and private sector resources to prevent and control problems relating to crime and fear. Problem-

oriented approaches have been tried with success in Newport News, Virginia; Baltimore County, Maryland, and several communities in Florida.

NIJ research is also working on making police patrols more effective and efficient. Computer-assisted patrol allocation is a tool that allows police administrators to match police resources to citizen calls for service and to manage citizen "emergency" demands in ways that save labor resources.

Research on detective work is centered on improving case quality. For example, NIJ research has shown that detectives often act conservatively with respect to the exclusionary rule, and that more training in search and seizure could decrease case attrition.

Practitioners report that the number of drunk driving trials increases when evidence is limited to blood tests. NIJ research will show the arresting officer how to make higher-quality DWI arrests using crucial information obtained in the field that augments blood tests evidence. Efficiencies are also being achieved by computer-assisted police reports. Institute research in St. Petersburg, Florida, indicates that the expensive police "paper mill" can be significantly reduced.

The Institute is also drawing on the experience of international experts on terrorism, to provide practical "know-how" for U.S. detectives who may be called upon to deal with such threats.

FORENSIC SCIENCE AND CRIMINAL JUSTICE TECHNOLOGY

National Institute of Justice research facilitates scientific innovation throughout the criminal justice system to save lives, improve crime clearance rates, reduce apprehension and conviction times, and deter future crime by increasing the likelihood of detection.

In a scientific breakthrough, NIJ-funded research has produced a new technique for identifying a criminal suspect by analyzing DNA in hair, blood, and other body fluids. The FBI is using the technology, which is expected to dramatically increase success in investigating violent crimes such as rape and murder.

Another important breakthrough has shown that it is possible to determine blood group types from bone fragments left at the scene of a crime or accident. The research is working on a reliable procedure for grouping ABO antigens (blood groups) in bone. This research will eventually expand into testing for DNA in skeletal remains.

To investigate the validity of polygraph examinations in criminal investigations, an NIJ study compared the accuracy of

human examiners to that of a computer program in assessing the truth of answers to specific questions. The computer program, designed under an NIJ grant, was found to be as reliable as that of the original examiners. The computer program has gained wide support and is currently being used by the Secret Service to check their examiners in the field.

PROSECUTION AND COURTS

There is a consensus that the criminal justice system is costly and sometimes falls short in providing prompt justice and protection of the innocent. Research is aiding the system by providing better means of identifying offenders and their risk to the community in guidelines that help judges make pretrial release decisions. NIJ is funding a bail guidelines study in Phoenix and Miami that gives magistrates an assessment of the probability of a defendant's failure-to-appear or to commit crimes while on release. Among release conditions being tested is use of urine monitoring to assure that defendants remain drug free while on release.

Other research is finding better ways to gather evidence. In Seattle, NIJ-funded researchers are developing a model statewide homicide information system, identifying critical "solvability" factors and salient characteristics of homicides. Over 1,200 solved and unsolved Washington State homicide cases occurring between 1981 and 1986 make up the data base. The research will give police managers new data for allocating personnel and investigative resources more efficiently. Research is also examining the merits of hypnosis and improved interviewing techniques for enhancing eyewitness recall. The study is focusing on witnesses who have experienced varying degrees of memory loss in stressful situations.

Sentencing research underway in New Jersey is merging files on over 15,000 cases with State police criminal history files and corrections information. The analysis will track offenders for subsequent crimes, thus providing judges with information on the effects of various sentences on recidivism.

VICTIMS OF CRIME

Criminal victimization in the United States, as measured by the National Crime Survey, has declined from the extraordinary levels of the previous decade. Nonetheless, in 1985 one household in 13 was burglarized and/or had one of its members raped, robbed, or assaulted by a stranger. One household in four suffered at least one crime of violence or theft--a total of more than 22 million households.

Crime and fear thus remain a significant part of American life. The emergence of crime victims as a force in the body politic--both as aggrieved citizens deserving of consideration and justice, and as important elements in the process of criminal apprehension and prosecution--is likely to continue.

Research has been helpful in making us more aware of the needs of crime victims, and of ways to meet those needs. Substantial policy changes in most States provide a unique opportunity for research, experimentation, and evaluation.

Victim harm can be material, medical, or psychological, and can occur during the crime or later at the hands of others, including the criminal justice system itself. NIJ is conducting research on the immediate and long-term effects of sexual assault, robbery, burglary, and homicide. This research will show victim services agencies and the criminal justice system what they can do to ease the burden on victims and speed their recovery. Other research is examining the effects of criminal justice system involvement on child sexual assault victims, to learn how best to prosecute offenders while protecting these vulnerable victims and witnesses.

Numerous States have enacted legislation to make the criminal justice system more responsive to victims. This provides researchers an opportunity to make comparisons and assess the impact of such legislation. Research is examining states with victim "Bill of Rights" legislation, and with legislation allowing victim impact statements at sentencing. These studies will enable us to determine whether such legislation--and the way it is administered--can produce positive effects for victims. NIJ is also examining the results of a program to train police to be more responsive to the emotional needs of victims, and to their need for information concerning the forms of assistance available to them and how to obtain it.

Research is also shedding light on how the individual's characteristics and routine activities combine with the characteristics of the places he or she occupies and visits to result in victimization. Neighborhood factors and employment-related factors are currently receiving special attention. Crime mapping and police dispatcher records are being analyzed to identify what it is about high-crime locations that makes them the site of repeated victimization. This will lead to prevention strategies for police, business and property owners, and community anti-crime groups. Other research is teaching victim counselors to conduct crime prevention orientations for crime victims, and to learn whether this sort of instruction can speed their psychological recovery and reduce their incidence of revictimization.

WHITE-COLLAR AND ORGANIZED CRIME

White-collar and organized crime threaten our economic security, corrupt legitimate institutions, and undermine public trust in government and law. Because of their complexity and covert nature, these crimes pose special challenges for law enforcement agencies charged with their prevention and control.

Recent unprecedented successes in major case investigations and prosecutions, now possible under criminal and civil RICO legislation, have increased public awareness and concern about the growing extent and sophistication of white-collar and organized crime. They also have produced a rich source of data about the nature and patterns of these offenses for analysis.

To take advantage of these new data resources, the Institute initiated a priority research program during the year on controlling white-collar and organized crime. Three major studies have been funded through this program.

The first will examine an innovative strategy for combatting labor racketeering--assessing whether the use of RICO legislation to obtain a court-imposed trusteeship over an organized crime-controlled union--can be effective in eliminating corruption and restoring union democracy. The findings of this study should have important implications for criminal justice and labor officials in their efforts to remove organized crime domination from those particular unions with a history of racketeer corruption.

A second new study will focus on Asian organized crime, highlighting special problems that these violent, predatory groups pose for law enforcement and identifying effective strategies for their control. Finally, a third study funded under NIJ's priority research program will examine the prosecution of corporate crime, in order to provide guidance to local prosecutors in their efforts to more effectively respond to these serious economic offenses.

Advances in ongoing NIJ white-collar and organized crime research were also made during the year. A publication titled, "Illegal Money Laundering: A Strategy and Resource Guide for Law Enforcement Agencies," was disseminated widely to local, State, and Federal enforcement officials. This manual has been in great demand as a technical guide to procedures and resources required for the establishment and administration of effective money laundering enforcement programs, especially at the local level, thus helping to complement Federal efforts and stretch resources.

Still another study will report on strategies for detecting and investigating drug trafficking wholesalers. Based on an analysis of techniques used by DEA and by four local police departments with successful enforcement programs, this report will provide much-needed technical assistance to less experienced local

agencies interested in expanding their traditional focus on street-level drug dealer arrests to more effectively target these higher-level drug wholesalers as well.

NIJ also completed in-house research on the theft of trade secrets in high technology industries, initiated at the request of the American Society of Industrial Security. The feasibility study found that, among its limited sample of high technology companies, almost half reported they had been victims of trade secrets theft, many of them more than once. Most frequently stolen were research and development data and information on new technology, generally by research and technical personnel working for the company.

Although most companies responded to these incidents with internal administrative sanctions only, where cases were referred for criminal or civil court action, they usually resulted in convictions or favorable settlements, and in monetary or other sanctions against the offenders. Study findings also indicate the types of strategies that security directors believe to be most effective in preventing such incidents of trade secrets theft, and could thus be useful in suggesting ways in which high-technology companies might reduce their victimization in the future.

RESEARCH INTO PRACTICE

NIJ conducts an aggressive program to ensure that significant research and developments in criminal justice practice reach practitioners and decisionmakers who carry out the day-to-day work of crime control.

The Research Applications Program, for example, conducts applied research and develops products tailored to the needs of different criminal justice policy and practitioner audiences. The NIJ publication series, Issues and Practices in Criminal Justice, gives criminal justice practitioners information to make informed choices in planning and improving programs and practices. Among the reports published in Fiscal Year 1988 were: "Arresting the Demand for Drugs," which describes a police and school partnership for preventing drug abuse; "Characteristics of Different Types of Drug Involved Offenders;" "Guardians Ad Litem in the Criminal Court," which looked at an effective means of helping child victims through the judicial process; "Community Policing: Issues and Practices Around the World;" and "Work in American Prisons: The Private Sector Gets Involved," which looked at in-prison work programs set up with the cooperation of private sector businesses.

Policy conferences that focus on significant new research findings and operational achievements are another research utilization approach. Recent national conferences include a Judicial

State of the Art Conference attended by 25 judges, researchers, and court personnel. Special conferences assemble small groups of experts to examine the most appropriate research or development approach to a complex problem. One such conference examined the potential of different technologies for developing more effective less-than-lethal weapons for law enforcement.

The Technology Assessment Program helps criminal justice agencies make informed decisions in selecting and purchasing equipment. The program tests commercially-available products such as soft body armor, metallic handcuffs, and portable radios. New tests of commercial body armor revealed that some of the materials used were not performing as well as earlier production lots and were potentially defective. A new standard for this essential equipment, originally developed by NIJ and credited with saving the lives of hundreds of officers, is being issued by NIJ.

Promising results also came from a first-phase investigation of substances suitable for laboratory testing under the less-than-lethal weapons program.

NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE

The National Criminal Justice Reference Service benefits practitioners and policymakers at all levels of government, and the research community as well. Currently, some 75,000 people are registered users, and NCJRS has distributed more than one million documents in response to requests. Subscribers receive the bi-monthly NIJ Reports, which includes feature articles on major research developments and abstracts of the latest additions to the NCJRS collection, which now numbers more than 100,000 documents. In 1988, reference specialists responded to approximately 30,000 special information requests.

Many of the NCJRS products and services are provided on a cost-recovery basis. Profits from the NCJRS fee-for-service program totaled some \$400,000 in 1988, helping to offset the costs of providing criminal justice information.

The AIDS crisis has been a special source of concern in the criminal justice community because of the disproportionate contact criminal justice professionals have with individuals at high risk for developing the disease--mainly prostitutes and intravenous drug users. OJP's NIJ moved quickly to provide information on this emerging crisis, culminating in the establishment of an AIDS Clearinghouse in June 1987 to provide the criminal justice community with a reliable source of information on AIDS. During the year, the Clearinghouse handled 2,585 calls from the field and sent out 137,473 publications. AIDS-related materials were sent to 195 conferences, meetings, and training seminars. More than 270 AIDS-related titles were added to the data base, and the third

edition of AIDS in Correctional Facilities was published. AIDS Research in Briefs published include "Precautionary Measures and Protective Equipment" and "AIDS and IV Drug Use".

NIJ PUBLICATIONS

The National Institute of Justice publishes a wide range of reports and summaries to help criminal justice practitioners grasp complex issues and learn about promising new solutions. In Fiscal Year 1988, 53 new publications were disseminated, including research reports, executive summaries, Issues and Practices, Research in Brief, AIDS Bulletins, and Construction Bulletins. In addition, nine reports were published from the NIJ-supported Executive Session on Policing, examining the nature and implication of major changes for the future of American policing.

Crime and Justice, an annual review of research sponsored by NIJ, has become an important source for policymakers and researchers. In 1988, two new volumes in the series neared completion, one on family violence and another on drugs and crime.

OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

The Office of Juvenile Justice and Delinquency Prevention (OJJDP), a component within the Office of Justice Programs, was created by the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974 in response to national concern about juvenile crime and delinquency. The purpose of the Act was to provide Federal-level direction, coordination, resources, and leadership in this critical area.

OJJDP provides assistance to State and local governments to improve their juvenile justice systems and to reduce delinquency. It also coordinates activities and directs policy for all Federal juvenile delinquency prevention efforts, and provides leadership for the Coordinating Council on Juvenile Justice and Delinquency Prevention, which is comprised of representatives from Federal agencies dealing with delinquency prevention.

To foster new approaches to delinquency prevention and control, OJJDP provides funds through its Discretionary Grant Program directly to public and private agencies and individuals. OJJDP also provides grants to the States through its Formula Grant Program to help them carry out the mandates of the JJDP Act, which require participating States to deinstitutionalize status and nonoffenders, separate juveniles from adults in detention facilities, and remove juveniles from adult jails and lockups.

Throughout the fiscal year, the Office's National Institute for Juvenile Justice and Delinquency Prevention (NIJJDP) sponsored research on prevention, law enforcement, adjudication, supervision, and missing children. It also sponsored training for juvenile justice practitioners and provided technical assistance in planning, establishing, funding, operating, and evaluating juvenile delinquency programs.

In 1984, the Missing Children's Assistance Act created within OJJDP a Missing Children's Program to provide a central focus for research, data collection, policy development, and information regarding missing and exploited children. The program coordinates the activities of Federal agencies and public and private organizations involving these aspects of missing and exploited children.

Each fiscal year, OJJDP funds programs targeted at those issues deemed most critical in the juvenile justice field. In order to develop well-planned, cost-effective programs, and fiscal accountability, OJJDP used a strategic planning process during Fiscal Year 1988 to garner input from the field, establish program priorities, and ensure that decisions on the allocation of staff and resources reflect the direction of the Office.

OJJDP's 1988 priority program areas are: illegal drug use among high-risk youth, serious juvenile crime, missing and exploited youth, and jail removal.

STATE RELATIONS AND ASSISTANCE DIVISION

Through the State Relations and Assistance Division (SRAD), OJJDP encourages State and local governments and private organizations to plan, establish, operate, coordinate, and evaluate juvenile justice projects by awarding grants and contracts. These grants and contracts are used to develop more effective education, training, research, prevention, diversion, treatment, and rehabilitation programs to prevent delinquency and improve the juvenile justice system.

State participation in the program is voluntary, but in order to be eligible for formula grant funds, States must demonstrate acceptable levels of compliance with Section 223(a) (12)(A), (13), and (14) of the JJDP Act. This Section requires participating States to deinstitutionalize status offenders and nonoffenders, separate juveniles from adults within secure confinement, and remove juveniles from adult jails and lockups. SRAD monitors compliance with these requirements to determine each State's eligibility for formula grant funds. SRAD also provides technical assistance to help States achieve compliance.

Formula Grant Program

Formula grant awards are calculated according to the size of each eligible jurisdiction's population under age 18. The minimum allotment to any of the 50 States, the District of Columbia, and Puerto Rico is \$225,000, while the minimum allotment to the Virgin Islands, Guam, the Commonwealth of the Northern Marianas, and American Samoa is \$56,250. Pursuant to Public Law 99-658, the Republic of Palau, the Marshall Islands, and Micronesia (these jurisdictions were formerly the Trust Territory of the South Pacific) were subject to a decreasing formula for funding.

Of the 59 jurisdictions eligible to participate in the Formula Grant Program, 55 participated during Fiscal Year 1988. These States and Territories received awards totalling \$40,765,000.

The major emphasis of State programs has been alternatives to secure confinement for status offenders and nonoffenders, and the separation of juveniles from adult offenders in institutions, with the goal of completely removing juveniles from adult jails and lockups by 8 December 1988.

In Fiscal Year 1988, 51 of the 52 jurisdictions that have participated in the program for five years or more were in full

compliance with the deinstitutionalization mandate, as required under the Act. Thirty-nine demonstrated compliance with the separation provision of the Act. An additional 13 were making progress.

All States and Territories were required to demonstrate at least a 75 percent reduction in the number of juveniles held in adult jails and lockups in violation of the JJDP Act by December 1985. In order to be in substantial compliance with this provision, States and Territories also had to demonstrate an unequivocal commitment to achieving full compliance by December 1988. However, the Appropriations Act for Fiscal Year 1987 required that OJJDP not withhold any State's Fiscal Year 1988 formula grant because of failure to comply with the jail removal mandate. Therefore, all States in compliance with the deinstitutionalization and separation mandates of the Act were eligible for 1988 formula grants.

Based on the 1986 monitoring reports submitted by each jurisdiction, nine States were in full compliance and 12 States achieved substantial compliance with the jail removal mandate. Of the 31 States failing to achieve substantial or full compliance, six will be eligible for a finding of full compliance with de minimis exceptions once the final de minimis rate is established by OJJDP and published in the Federal Register.

Technical Assistance

During the fiscal year, SRAD continued to provide technical assistance to help States comply with Section 223(a) of the JJDP Act. Some of this assistance was provided by Community Research Associates (CRA), a technical assistance contractor. CRA responded to 55 State requests and provided assistance to the 35 States participating in the Jail Removal I Program.

Audits of State Monitoring Systems

In response to a 1984 Amendment to the JJDP Act, SRAD undertook an audit of each participating State's system for monitoring compliance with the deinstitutionalization, separation, and jail removal mandates. On-site audits were completed for all participating States and Territories, except the Pacific Territories and the newly-established Freely Associated States. Modified audits are being conducted for these jurisdictions because of the cost and staff time that would be required for on-site audits. Audit findings indicate that most States are adequately monitoring juvenile detention centers and adult jails. Thus far, these facilities are cooperating voluntarily, as are the State agencies authorized to monitor them for compliance with State laws.

Jail Removal Initiative I

To ensure that juveniles do not suffer physical and psychological harm from adults or from environmental factors while in confinement, Congress amended the JJDP Act in 1980. The amendment specified that juveniles not be confined in adult jails and lockups, and requires States participating in the Formula Grant Program to take steps to ensure the removal of juveniles from such facilities. A program was designed to assist a selected number of States not in full compliance with this provision. Some \$1 million of 1987 discretionary money was awarded to 20 States to implement a statewide jail removal strategy designed to bring the States into full compliance by 8 December 1988.

The jail removal initiative involves two steps. First, States identified the barriers in their jurisdictions to achieving compliance. They then developed comprehensive strategies to overcome these barriers. Strategies range from support of new legislation to providing alternatives to placement of children in jails and lockups. Second, the 20 states are implementing the strategies, with technical assistance from the OJJDP contractor.

Jail Removal Initiative II

The Appropriations Act for Fiscal Year 1988 directed OJJDP to make \$3,000,000 in discretionary grant funds available to assist States not in substantial compliance with the jail removal mandate. It also limited eligibility to those States in compliance with the deinstitutionalization mandate. Thus, 22 States were determined to be eligible for funding under this initiative, 20 applied, and, of this number, one withdrew. One additional State could not establish eligibility with the deinstitutionalization mandate, and its allotment was allocated among the remaining 17 States and one Territory eligible to receive funds.

Grants ranging from \$115,000 to \$200,000 were awarded by the end of Fiscal Year 1988 to the eligible States, and \$25,000 was awarded to the eligible Territory. Funds are being used to:

- * Develop statewide guidelines for the operation of temporary holding facilities, home detention, intake screening, detention criteria, and the transportation of juveniles;
- * Recruit and train youth attendants to provide support services under the supervision of local juvenile justice agencies;
- * Establish temporary holding facilities; and,

- * Reimburse units of local government and/or appropriate local governmental agencies for the cost of providing youth attendant support services, operating temporary holding facilities, home detention, intake screening, placement services, and transportation.

Funds also may be used for limited planning and staffing, if funds were not received for these purposes under the Jail Removal I initiative.

Formula Grant Program Assessment

OJJDP conducted an assessment of the management and implementation of the Formula Grant Program in OJJDP and in participating States. The assessment examined the processes used by OJJDP and the States to implement the formula grant provisions of the JJDP Act, as well as the impact of the Formula Grant Program on participating States. As a result of information gained from the assessment, a number of technical assistance and training publications are being prepared for dissemination that should help improve Formula Grant Program management.

State Advisory Group Training

During Fiscal Year 1988, OJJDP developed a comprehensive training program to help improve administration of the Formula Grant Program. Two jail removal workshops and conferences were conducted, and training was provided for six State Advisory Groups.

SPECIAL EMPHASIS DIVISION

OJJDP's Special Emphasis Division administers funds to foster new approaches to delinquency prevention and control. It develops and tests programs in such areas as drug abuse prevention and treatment, the serious and chronic juvenile offender, school crime, and child exploitation. During Fiscal Year 1988, the Division began or continued the following major programs:

Youth Drug and Alcohol Abuse: Introduction of Effective Strategies Systemwide was developed to help communities coordinate drug prevention and treatment activities. The grantee held a conference of selected national private nonprofit organizations in an effort to define their constituencies' needs, explain their current and planned responses, and take steps to coordinate with each other and the Federal Government in drug prevention and treatment efforts. The program is developing a planning process communities can use to address juvenile drug abuse; compiling information about the most promising technologies in drug abuse prevention and treatment; and developing and testing a program to help high school students organize drug and alcohol abuse prevention activities in their schools.

The Serious Habitual Offender Comprehensive Action Program (SHOCAP) is providing intensive training and technical assistance to 20 communities to help their juvenile justice systems more efficiently identify, adjudicate, supervise, and incarcerate serious habitual juvenile offenders. SHOCAP enables the juvenile and criminal justice systems to focus additional attention on juveniles who repeatedly commit serious crimes by attempting to provide relevant and complete case information that helps judges make more informed sentencing decisions.

The Private Sector Probation Program is designed to demonstrate the feasibility of private-sector probation services. Six communities are developing and implementing contracts between local public probation and private agencies. Five of these communities have either awarded or are in the process of awarding contracts to private organizations to administer some aspect of their probation service. In addition, the program conducted a series of two-day regional training sessions to disseminate information gained from the initial period.

The Private Sector Corrections Program tests the effectiveness of innovative private sector corrections projects, comparing them to more traditional corrections programs, identifying effective management techniques used by private contractors, and documenting impediments to the effective use of innovative private sector corrections programs for juveniles.

The National Center for the Prosecution of Child Abuse provides technical assistance, training, and clearinghouse services to improve the investigation and prosecution of child abuse cases and the procedures for dealing with children who have been victims of physical and sexual abuse. It is designed to help prosecutors dealing with the particular complexities of child abuse cases to safeguard child victims against further trauma during a criminal justice process designed for adults. The Center produced a manual on the investigation and prosecution of child abuse cases that has been distributed to or purchased by 2,000 prosecutor's offices throughout the country.

Cities in Schools, a public-private partnership that addresses the problems of dropouts and school violence, is supported by OJJDP through an interagency agreement with the Departments of Labor and Health and Human Services. The program is designed to reduce school absenteeism and dropout rates by coordinating services for at-risk youngsters. During Fiscal Year 1988, the Department of Labor's portion of the program was expanded to include development of local Cities in Schools projects in three States. Five regional offices also were established to serve the 26 operating programs throughout the country, provide technical assistance to eight independent operations, and assist other local communities to initiate new Cities in Schools programs.

OJJDP awarded a separate grant to Cities in Schools in Fiscal Year 1988 to develop 10 alternative schools with private industry support.

The National Center for Missing and Exploited Children (NCMEC) operates a national toll-free telephone line (800/THE-LOST) through which individuals can report information about missing children. It also operates a national resource center and clearinghouse that provides assistance to agencies and individuals who work with missing children programs. In addition, the Center coordinates public and private programs that locate, recover, or reunite missing children with their legal custodians, and it disseminates information about innovative and model missing children's programs, services, and legislation.

RESEARCH AND PROGRAM DEVELOPMENT DIVISION

The Research and Program Development Division (RPDD) is one of the two OJJDP divisions comprising the National Institute for Juvenile Justice and Delinquency Prevention (NIJJD). It monitors trends in delinquency, sponsors research to improve the understanding of the causes of delinquency and the development of criminal careers, and evaluates the effects of juvenile justice policies and programs. During Fiscal Year 1988, it focused on such issues as drugs, missing children, serious juvenile offenders, and gangs.

Under the Program of Research on the Causes and Correlates of Delinquency, three interdisciplinary research teams are collaborating on an assessment of a wide range of risk factors faced by children between the ages of six and 17. Researchers are looking beyond established delinquency correlates (such as age, race, and sex) to investigate more practical (mutable) factors such as personality characteristics, drug use, family relationships, school experience, the community environment, peer/gang associations, and juvenile justice sanctions.

Research on Drug Use Among Juveniles was completed during the year. Five research projects funded under this initiative developed information on high-risk factors for drug use among youth, and on the effectiveness of interventions for preventing or controlling illegal drug use. These studies include recommendations for promising prevention and rehabilitation strategies.

OJP's OJJDP and the National Institute of Justice jointly sponsor the investigation of Patterns of Drug Abuse and Delinquency Among Inner-City Youth, which will identify factors that influence involvement in delinquency, drug use, and drug sales among a high-risk population. The study is being conducted in Washington, D.C., among black males attending ninth and tenth

grades in high schools serving primarily inner-city, lower-income areas. Findings from the study will help communities develop appropriate prevention and intervention strategies.

OJJDP and NIJ also jointly funded **Urine Testing of Juvenile Detainees to Identify High-Risk Youths: Follow-Up Phase**. This study will determine the usefulness of urine testing in identifying youngsters who are at risk of future drug use and delinquent or criminal behavior. Researchers have completed initial interviews with 399 juvenile detainees and one year follow-up interviews of 76 percent of the sample. Researchers also have collected official records of delinquency behavior at six, 12, and 18 months after initial interviews to determine rates and patterns of recidivism. Papers produced to date examine the detainees' delinquency and drug abuse in light of their psychological problems, sexual exploitation, physical abuse, and treatment needs.

RPDD and the Training, Dissemination, and Technical Assistance Division (TDTAD) jointly initiated **Drug Testing Guidelines**. The purpose of this program is to develop and disseminate drug testing guidelines for juvenile justice agencies. The guidelines will focus on the criteria for determining who should be tested, how and when to implement test procedures, and how to utilize test results.

The **School Crime and Discipline Research and Development Program** is testing the effectiveness of improved disciplinary policies in reducing crime and disorder in secondary schools. School action teams have developed and implemented revised school policies after a careful analysis of relevant legislation, case law, and litigation against schools. The research includes an evaluation of the revised codes, as well as an assessment of the perceived effects of previous lawsuits on discipline and crime control practices.

RPDD continues to investigate the areas of child abuse, sexual exploitation, runaways, and abduction. Several research projects were funded under the Missing Children's Assistance Act, including a congressionally-mandated **National Incidence Study of Missing Children**. The study aims to provide accurate and valid estimates of the number of children missing annually in the United States. It will determine, for a given year, the number of youths under age 18 who are abducted by strangers or by noncustodial parents and the number of children whose whereabouts are unknown to their legal custodians because they are runaways or missing for other reasons.

In Fiscal Year 1988, design work was completed and all major study components were initiated. Researchers also developed the first national estimates of the number of children kidnapped and murdered annually by strangers using FBI data.

Research on Families of Missing Children: Psychological Consequences and Promising Interventions will assess the dynamics and psychological impact the missing experience has for both the family and the child. It will also document a variety of services currently provided by missing children programs and identify promising treatment alternatives for alleviating the psychological trauma suffered by the family during the period of the disappearance and after the recovery or nonrecovery.

The Child Victim as a Witness Research and Development Program was developed to determine how court procedures could best be reformed to meet the needs of individual child witnesses, while also permitting alleged offenders to be brought to justice. The project entails extensive cooperation among the local courts, prosecutors, judges, law enforcement officers, and protective service workers in planning and implementing innovative techniques. The program team in each of the four study jurisdictions is currently developing and testing strategies that appear most promising for reducing the traumatization of child witnesses in their jurisdictions.

A National Study of Law Enforcement Agencies' Policies and Practices Regarding Missing Children and Homeless Youth is examining how police respond to reports of missing children, what information is needed to aid in case investigations, and how interjurisdictional cooperation furthers the identification and recovery of these children. After completing a national survey of police practices, in Fiscal Year 1988, researchers conducted site visits at selected police departments for more indepth data collection and analysis. Researchers also developed an instrument for interviewing parents who have reported a child or youth missing, as well as returned youth.

Minorities in the Juvenile Justice System is a review of recent research focused on processing minority offenders through the juvenile justice system. The aim is to determine to what extent minority status influences processing decisions. The research will identify gaps in existing knowledge and establish an agenda for future policy and program development in this area.

Work was completed during the year on the **National Juvenile Justice Assessment**, in conjunction with the Bureau of Justice Statistics. This is the first comprehensive examination of the quality and usefulness of existing national statistics on juveniles, both as victims and as offenders. The research report sets forth an Agenda for Action, which includes recommendations to improve national and local data collection systems.

The **National Juvenile Court Data Archive** completed two national reports on juvenile court statistics for 1984 and 1985, and special topical reports on court careers of juvenile offenders, serious juvenile crime, and drugs.

The **Children in Custody Program** provides information on the characteristics and population of the Nation's juvenile detention, correctional, and shelter care facilities. In Fiscal Year 1988, analytical reports were developed based on the biennial censuses completed from 1975 through 1985. Field work was completed on the 1986/1987 census.

RPDD also supports programs involving the treatment of juvenile offenders. Several monographs were developed under the **Evaluation of the Violent Juvenile Offender Research and Development Program**, including a description of how participating sites implemented model treatment programs for violent juvenile offenders and an assessment of the programs' effectiveness.

The **Evaluation of Private Sector Corrections Initiative for Serious Juvenile Offenders** examined the ability of private organizations to operate effective correctional programs for chronic serious juvenile offenders.

Also during the year, the final report on the **Evaluation of the Habitual and Serious Violent Juvenile Offender Program** was completed. The report describes how prosecutors' offices can successfully implement programs to target youth defined as habitual serious and violent offenders. Key elements of successful programs include the involvement of more experienced prosecutors, increased resources for case preparation, continuity of prosecution in serious cases, and greater interaction with victims and witnesses.

Other research, the **Effects of the Deinstitutionalization of Status Offenders Program**, will determine what impact the deinstitutionalization of status offenders (DSO) has had on youth, parents, the juvenile justice system, and other youth-serving agencies.

RPDD AND SED JOINT PROJECTS

The Research and Program Development Division and the Special Emphasis Division jointly continued and designed a number of programs in Fiscal Year 1988. Many of these programs are in the assessment phase, whereby they determine the best approaches to deal with the problems addressed by the specific programs. Reports from these assessments will be available in late 1988 and early 1989. Below is a brief description of these joint projects.

Promising Approaches for the Prevention, Intervention, and Treatment of Illegal Drug and Alcohol Use Among Juveniles is designed to help communities with high rates of adolescent drug and alcohol abuse. The project will identify and review promising juvenile drug programs, develop and test program prototypes, and provide training.

Another project is aimed at strengthening parenting skills. The purpose of Identification and Transfer of Effective Juvenile Justice Projects and Services: Effective Parenting Strategies for Families of High Risk Youth is to reduce delinquency and drug abuse in youth by providing community agencies with information and skills to implement special programs for families of high-risk youth. This project currently is assessing existing family-oriented programs that have demonstrated success in decreasing delinquency, drug use, or associated risk factors.

Law Enforcement Handling of Juvenile Offenders addresses the problems police agencies confront in handling serious juvenile offenders. It is developing and testing model procedures to improve law enforcement's ability to identify, screen, and refer serious juvenile offenders who are not involved in drug use.

The National Juvenile Firesetter/Arson Control Prevention Program is designed to improve the ability of public and private institutions to control and prevent juvenile arson. The project is developing and testing model programs to control and prevent juvenile arson and to rehabilitate juvenile arsonists.

The Juvenile Gang Suppression and Intervention Program is developing promising approaches to suppress, control, and treat criminal behavior among both established and emerging youth gangs. An assessment of the nature and scope of the gang problem in cities across the country is near completion. The project also is examining criminal and juvenile justice system responses to illegal gang activity.

In Fiscal Year 1988, a second gang initiative was funded. The Gang Community Reclamation Project will help community residents reclaim their neighborhoods from gang control and illegal activity. This program involves the development and testing of a systemwide strategy for coordinating resources within a locale.

The Juvenile Corrections/Industries Venture project is helping juvenile corrections agencies establish joint ventures with private industry in order to provide vocational training for juvenile offenders. The paid employment offered by such ventures gives juvenile offenders the opportunity to be accountable for their behavior by paying victim restitution or contributing towards a crime victims' fund, and by helping to cover the cost of their own care.

The Demonstration of Post-Adjudication Nonresidential Intensive Supervision Programs is identifying and testing promising post-adjudication intensive supervision programs. The program provides project sites with training and technical assistance to implement effective programs and will disseminate information on promising nonresidential intensive supervision projects for serious juvenile offenders.

OJJDP is sponsoring an Intensive Community-Based Aftercare initiative to assess, develop, test, and disseminate intensive community-based aftercare program models for serious juvenile offenders who initially require residential care. The goal of the program is to reduce crime committed by chronic serious juvenile offenders who are released from secure confinement.

Victims/Witnesses in the Juvenile Justice System is helping juvenile justice agencies establish services to respond to the needs of victims and witnesses. This project will determine what is known about victims and witnesses in the juvenile justice system, select the most promising models for serving them, and develop training and technical assistance for practitioners and policymakers.

TRAINING, DISSEMINATION, AND TECHNICAL ASSISTANCE DIVISION

The Training, Dissemination, and Technical Assistance Division (TDTAD) is the other OJJDP Division that makes up the National Institute for Juvenile Justice and Delinquency Prevention. This Division is responsible for programs that train personnel who work with juvenile offenders and their families. In addition, the Division serves as a clearinghouse for preparing, publishing, and disseminating information on juvenile delinquency. The Division also provides technical assistance for Federal, State, and local governments, as well as for public and private agencies and individuals in planning, establishing, funding, operating, or evaluating juvenile delinquency prevention programs.

Major Fiscal Year 1988 Division activities included:

The Restitution Education, Specialized Training, and Technical Assistance (RESTTA) Program provides information and assistance to juvenile courts and other juvenile justice agencies for developing, implementing, and improving restitution as a juvenile justice disposition. RESTTA has helped about 500 juvenile court jurisdictions with restitution programs. Another 500 jurisdictions have been represented at RESTTA-sponsored training events.

The Permanent Families for Abused and Neglected Children Program focuses national attention on the need for permanent homes for abused and neglected children. Coordinated by the National Council of Juvenile and Family Court Judges, the program is designed to aid judges in their decisions in child abuse and neglect cases. This partnership of juvenile and family court judges, volunteers, and others is expected to reduce the number of children in foster care, reduce delinquency, and enrich the lives of the Nation's abused and neglected children. Permanency planning efforts are estimated to have saved between \$3.8 billion in Federal and State spending for foster care between 1978 and 1982.

A related program recruits and trains volunteers as Court-Appointed Special Advocates (CASAs). In 1988, 11,500 CASA volunteers served as advocates for more than 40,000 children during placement hearings. The CASA project has encouraged the development of 254 permanency planning projects in 43 States, the District of Columbia, and Puerto Rico. The National CASA Association provides a national information clearinghouse, conducts public awareness campaigns, and hosts annual national conferences of CASAs.

The National School Safety Center promotes innovative programs to prevent crime and restore discipline in the Nation's schools. The Center operates a clearinghouse for information on school crime and crime prevention, conducts statutory and case law research, and sponsors and participates in conferences and workshops on school safety.

Law-Related Education (LRE) is a program of instruction designed to provide students with a conceptual as well as a practical understanding of the law and legal processes. Its goal is to equip students with knowledge of both their rights and responsibilities under the law and to foster law-abiding behavior and respect for law enforcement and the justice system. Forty States have implemented LRE statewide.

In Fiscal Year 1988, LRE grantees began placing special emphasis on drugs and alcohol prevention. LRE/drug education lessons are being developed and will be tested in 21 States. If effective, the lessons will become part of the LRE curriculum. In addition, law student chapters of LRE in 10 States are initiating LRE substance abuse prevention programs in their areas.

Exploring Careers in Law Enforcement and Criminal Justice is a part of the Boy Scouts of America's national Explorer program. Law Enforcement Exploring gives America's young people an opportunity to assess their interest in and potential for a career in law enforcement or criminal justice. About 42,000 youths, both male and female, are involved in Law Enforcement Explorer programs, which recently initiated an anti-substance abuse program.

TDTAD supports the Juvenile Justice Clearinghouse. During Fiscal Year 1988, the Clearinghouse distributed more than 70,000 documents to the juvenile justice community, made presentations at national conferences, and prepared 17 new documents for publication. The Clearinghouse also operates an automated calendar of juvenile justice-related events.

The Division also sponsors training and technical assistance programs for:

- * Law enforcement officials, to improve police productivity in juvenile justice. Another training project teaches state-of-the-art techniques for investigating child abuse, sexual exploitation, and child abduction cases.

- * Prosecutors, to improve competence in handling juvenile cases and to promote sound policy in prosecutors' offices pertaining to juvenile justice matters.
- * Court managers and other court personnel, to improve the administration and management of juvenile courts.
- * Judges, to provide them with current information on juvenile and family case law, sentencing options, and juvenile justice issues, such as drug abuse and missing and exploited children.
- * Juvenile corrections and detention facilities personnel, to improve institution management.
- * Missing children's organizations, to improve planning, management, and fund raising efforts.

CONCENTRATION OF FEDERAL EFFORT PROGRAM

Through the Concentration of Federal Effort (CFE) Program, the OJJDP Administrator coordinates Federal juvenile delinquency programs and activities. This includes cofunding projects, sharing information and technical assistance on promising approaches, and conducting quarterly agency briefings to avoid program overlap and duplication.

The core of the CFE Program is the Coordinating Council on Juvenile Justice and Delinquency Prevention, which is administered by OJJDP. The Council is responsible for coordinating Federal juvenile delinquency programs and all Federal programs relating to missing and exploited children. During Fiscal Year 1988, Council meetings focused on: the effects of the media and youth-oriented music on teen behavior; drug abuse; juvenile gangs; and the AIDS virus in adolescents and issues the disease raises for the juvenile justice system.

MISSING CHILDREN'S PROGRAM

The Missing Children's Assistance Act of 1984 created within OJJDP a new program to coordinate Federally-funded programs and other efforts related to missing children. As required by the Act, OJJDP established and announced program priorities for making grants and contracts for the fourth year of the program.

Funding begun in prior years continued during Fiscal Year 1988 for several research and development projects: Police Handling of Missing Children's Cases; Child Victim as Witness; and National Incidence Study on the numbers of missing children.

Other continuing priorities include assistance to State clearinghouses for missing and exploited children and to nonprofit missing children's organizations. OJJDP also continued funding for the National Center for Missing and Exploited Children and the Institute for Nonprofit Organization Management, which serves as a national resource center for and provides training and technical assistance to nonprofit missing children's organizations.

New program priorities include: a model community program; a legal monograph and training for prosecutors on parental kidnapping; training and policy development for judges on missing and exploited children policies and procedures; comparative systems responses to the return of missing children to their families; and, development of school safety curriculum standards.

OFFICE FOR VICTIMS OF CRIME

The Office for Victims of Crime (OVC) was established within the Office of Justice Programs in 1983 to serve as the Federal focal point for victims issues. The Office is responsible for implementing the recommendations of the President's Task Force on Victims of Crime, the Attorney General's Task Force on Family Violence, and the President's Child Safety Partnership.

It also administers the Crime Victims Fund established in the U.S. Treasury by the Victims of Crime Act of 1984 (VOCA). Grants from this Fund are made to the States to provide financial assistance to victim compensation programs and to programs providing direct assistance to crime victims. Monies in the Fund--up to \$110 million each year--come, not from taxpayers, but from criminal fines collected from convicted Federal defendants, penalty assessments, forfeitures, and literary profits resulting from criminal activity.

Funds collected in one year are awarded in the following year. In Fiscal Year 1988, more than \$77 million was distributed from monies collected in 1987. Collections totalling \$85 million are expected in 1988 for distribution in 1989. The Crime Victims Fund is distributed as follows:

- * 49.5 percent is awarded to the States for crime victim compensation grants;
- * 45 percent is awarded to the States for crime victim assistance grants;
- * 4.5 percent is transferred to the U. S. Department of Health and Human Services for State grants to improve the treatment, prevention, and prosecution of child abuse;
- * 1 percent is used to provide training and technical assistance (not more than 0.5 percent) and for Federal victim/witness programs (not less than 0.5 percent).

FEDERAL CRIME VICTIMS PROGRAM

The Office also administers the Federal crime victim assistance program under the Victims of Crime Act, and monitors compliance with the 1982 Federal Victim and Witness Protection Act and the subsequent Attorney General's Guidelines for Fair Treatment of Victims and Witnesses.

Through a series of interagency agreements with the Executive Office for U.S. Attorneys, OVC has provided significant training and technical assistance to staff in U.S. Attorneys

offices, and has supplied emergency funds to Federal crime victims. For example, counseling and treatment services were provided to Native American children who were sexually abused by a school teacher employed by a reservation school.

These efforts have resulted in a special grant program for Native American victims. In Fiscal Year 1988, nine States were awarded grants totalling more than \$1 million to develop assistance services for victims of Federal crimes in Indian country. The purpose of this new program is to address the needs of Native American Indians on Federal enclaves who have limited access to existing victim assistance programs and to assure that existing services are made accessible to this population.

Through an interagency agreement with the Federal Law Enforcement Training Center, OVC is training Federal agents on victims issues. OVC also provided training for Federal prosecutors and victim/witness coordinators.

OVC also works with other Federal agencies with law enforcement or prosecutorial responsibilities to develop guidelines as required by the Federal Victim and Witness Protection Act.

VICTIMS INITIATIVE PROJECTS

OVC has awarded grants and cooperative agreements to a number of organizations to provide training and technical assistance to law enforcement officers, prosecutors, the judiciary, and victim service and medical and mental health providers. The aim of these projects is to improve services to crime victims nationwide and to foster coordinated responses and interagency cooperation in victim programs.

The following programs began or continued during the fiscal year:

The National Victims Center and the National Organization for Victim Assistance provided training and technical assistance for victim service providers on effective crisis intervention and support services for victims.

Training and technical assistance also was provided to State sheriffs' associations and to county sheriff's departments to encourage the development of direct services to crime victims under an OVC grant to the National Sheriffs' Association.

The National Organization of Black Law Enforcement Executives is helping metropolitan police departments develop and implement programs to improve services for inner-city crime victims. In addition, the project trained minority community leaders to help minorities gain access to programs that provide services to crime victims.

OVC sponsors a number of programs to help prevent domestic violence and to improve the treatment of its victims. The Illinois Coalition Against Domestic Violence developed materials to help prevent domestic violence and to educate the public on the extent and consequences of violence in the home.

The Task Force on Families in Crisis is developing and distributing public awareness materials on domestic violence to educate and activate segments of the community not previously involved in the issue. In addition, training is being provided to law enforcement officials on the best policies and procedures for handling domestic violence incidents and to members of the clergy to help them respond to domestic violence issues.

An OVC conference brought together law enforcement and child protective services personnel to develop a consensus document on improved methods for handling child abuse and neglect cases.

The problem of sexual assault is another priority area for OVC. An OVC project is providing technical assistance to forensic, medical, law enforcement, and victim services personnel in implementing a sexual assault evidence collection protocol developed previously under an OVC grant. In addition, a conference was held at the FBI Academy for General Federation of Women's Clubs State and national chairwomen to increase their awareness of sexual assault, help prevent such crimes, and to initiate actions to meet the needs of sexual assault victims.

Other OVC projects include:

- * A grant to the University of South Carolina Medical School to develop a curriculum and sponsor workshops for mental health professionals to improve the assessment and treatment of victims with mental health problems resulting from criminal victimization.
- * Technical assistance and training to help State crime victim compensation programs improve the administration of VOCA funds.
- * A National Victims Resource Center at the National Criminal Justice Reference Service that provides victim-related publications, statistics, research, program referrals, and other information from its computerized data base. The Center collects and maintains information on programs throughout the United States that provide services to victims, on State victim/witness programs that receive funds under VOCA, and on Federal victim/witness programs.

In addition, as in the past seven years, OVC was the lead Federal agency in commemorating Crime Victims Week, which is held each April to recognize the innocent victims of crime and those who work on behalf of victims and their families.

APPENDIX

OFFICE OF JUSTICE PROGRAMS APPROPRIATION HISTORY (In thousands of dollars)

Budget Activity	1984	1985	1986 Less GRH	1987	1988
Research, Evaluation & Demonstration Program.....	\$18,508	\$19,500	\$18,566	\$18,566	\$19,144
Justice Statistical Program.....	16,921	16,776	15,982	18,982	19,278
State and Local Formula Grants.....	51,118	4,400	46,256	35,520	...
State and Local Discretionary Grants.....	<u>15,280</u>	<u>1,100</u>	<u>11,564</u>	<u>8,880</u>	<u>8,000</u> <u>f/</u>
Subtotal, State & Local Assistance.....	66,398	5,500	57,820 <u>b/</u>	44,400	8,000
Juvenile Justice:					
Formula Grants.....	43,095	42,935	41,089	42,960	40,765
State Technical Assistance.....	...	...	...	...	...
Special Emphasis.....	14,365	14,311	13,696	14,320	13,589
Juvenile Justice Institute.....	7,436	7,726	7,394	7,731	7,336
Technical Assistance.....	1,804	1,804	1,726	2,000	1,580
Concentration of Federal Efforts.....	<u>900</u>	<u>824</u>	<u>789</u>	<u>589</u>	<u>530</u>
Subtotal, Juvenile Justice Program.....	67,600	67,600	64,694	67,600	63,800
Public Safety Officers' Benefits Program.....	12,500	8,301	10,810	10,650	9,275
Missing Children.....	...	4,000	3,828	4,000	4,000
Mariel Cuban Program.....	...	5,000	4,785	5,000	5,000
Emergency Assistance.....	...	800	1,048	1,148	...
Regional Information Sharing System.....	...	...	9,474 <u>c/</u>	12,000	12,000
Anti-Drug Abuse:					
Formula Grants.....	...	...	...	178,400	55,600
Discretionary Grants.....	...	...	...	44,600	13,900
Prison Capacity.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>2,000</u>	<u>...</u>
Subtotal, Anti-Drug Abuse.....	...	...	...	225,000	69,500
Management and Administration.....	<u>15,425</u>	<u>18,874</u>	<u>17,304</u>	<u>20,326</u>	<u>22,078</u>
Total.....	<u>197,352</u>	<u>146,351</u> <u>a/</u>	<u>204,311</u>	<u>427,672</u> <u>e/</u>	<u>232,075</u>
Crime Victims Fund.....	...	...	68,313 <u>d/</u>	62,506 <u>d/</u>	77,446 <u>d/</u>
Positions.....	289	334	334	323	329

a/ Includes \$800,000 reprogramming for emergency assistance.

b/ Includes \$9.3 million of JJ carryover funds transferred by the Appropriation Act.

c/ This activity had been funded in the DOJ general administration appropriation since 1981.

d/ Amount collected in previous year.

e/ Includes \$11,640,000 carryover.

f/ Includes \$3 million of JJ carryover funds transferred by the Appropriation Act.

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