

U.S. Department of Justice  
Office of Justice Programs



# Office of Justice Programs Annual Report

Fiscal Year 1998

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**OFFICE OF  
JUSTICE PROGRAMS**

**ANNUAL REPORT TO CONGRESS**

**FISCAL YEAR 1998**

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To the Congress:

I am pleased to present the *Office of Justice Programs Annual Report* for Fiscal Year 1998. FY 1998 marked another year of growth for OJP, as our budget grew to more than \$3.7 billion and we added several new programs.

An important new initiative in FY 1998 was helping states and local communities prepare to respond to terrorist incidents. OJP is administering funding to emergency response agencies to purchase personal protection, decontamination, weapons detection, and communication equipment for first responders. OJP is also training first responders in handling incidents where biological, chemical, or radiological weapons are used. In June 1998, part of Fort McClellan in Alabama was rededicated as the Center for Domestic Preparedness, the first facility in the country where emergency response personnel can train using live chemical and biological agents.

OJP inaugurated several other new programs in FY 1998 to address timely issues. In the wake of incidents of school violence, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) cooperated with the Education Department to produce a publication on school safety that was distributed to every school in the country. OJJDP also teamed with the Office of National Drug Control Policy to administer the Drug-Free Communities Support Program, a new grant program that funds community coalitions working against youth drug use. The importance of international cooperation was recognized by the establishment of an International Center within the National Institute of Justice, as well as continued development of the Office for Victims of Crime (OVC) program to assist American victims of terrorism abroad. OVC played a key role in the U.S. government response to the embassy bombings in East Africa.

The Violence Against Women Office awarded Civil Legal Assistance grants to an organization in each state to represent victims of domestic violence in civil legal proceedings, such as child custody hearings, related to domestic abuse. The Bureau of Justice Assistance worked with the National Association of Attorneys General to target health care fraud for prosecution. The Bureau of Justice Statistics awarded grants to states to establish a national registry of convicted sex offenders. And all of our bureaus and offices came together to begin an Integrated Information Technology Initiative to foster the planning, development, and implementation of integrated criminal justice information systems.

Although we added several new programs in FY 1998, the core mission of OJP remained unchanged – to help communities prevent and control crime. Indeed, OJP continued to support programs such as the Weed and Seed strategy, Strategic Approaches to Community Safety, community courts, and community prosecution that handle crime control at the community level. The common thread that binds all community-based crime control programs is cooperation among

federal, state, and local agencies – criminal justice and otherwise – to address the particular needs of a neighborhood.

This *Annual Report* is just one tool that OJP uses to inform Congress and the public about its programs. Throughout this report, we have included lists of publications to consult for in-depth information on particular issues. To receive additional information on programs described in this Annual Report, you can visit OJP's Website at [www.ojp.usdoj.gov](http://www.ojp.usdoj.gov), or contact one of the OJP clearinghouses or offices using the contact information provided at the end of this report.

I am proud of OJP's accomplishments in FY 1998, and I look forward to continued cooperation with the Congress towards our common goal of safety in America's neighborhoods.

Laurie Robinson  
Assistant Attorney General

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# 1 FEDERAL LEADERSHIP IN CRIME CONTROL

Since 1984 the Office of Justice Programs has provided federal leadership in developing the nation's capacity to prevent and control crime, improve the criminal and juvenile justice systems, increase knowledge about crime and related issues, and assist crime victims. OJP's senior management team – comprised of the Assistant Attorney General (AAG), the Deputy Assistant Attorney General (DAAG), and the five bureau heads – works together with dedicated managers and line staff to carry out this mission.

The **Assistant Attorney General** is responsible for overall management and oversight of OJP. The AAG sets policy and ensures that OJP policies and programs reflect the priorities of the President, the Attorney General, and the Congress.

The AAG promotes coordination among the bureaus and offices within OJP. The bureaus are 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.

OJP also includes the Violence Against Women Office, the Executive Office for Weed and Seed, the Corrections Program Office, the Drug Courts Program Office, the Office for

## OJP'S MISSION

To provide federal leadership in developing the nation's capacity to prevent and control crime, administer justice, and assist crime victims.

## OJP GOALS

- ▶ To identify, define, and promote the understanding of critical crime, delinquency, and justice issues.
- ▶ To develop, support, and evaluate promising and innovative strategies for ensuring safe and just communities and assisting victims of crime.
- ▶ To build partnerships that strengthen federal, state, and local government and community capacities.
- ▶ To ensure a fair workplace that maximizes each employee's contribution to the overall mission and goals of OJP.

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State and Local Domestic Preparedness Support, the Office of the Police Corps and Law Enforcement Education, and the American Indian and Alaska Native Affairs Office.

OJP continued working in FY 1998 to help states and local communities implement comprehensive approaches to aggressively address crime problems. Through grant funding, training and technical assistance, and other specialized help, OJP and its bureaus and offices helped communities curb violent crime, keep weapons out of the hands of those who should not have access to them, change the pattern of drug use and crime that rules too many lives, and provide young people with positive alternatives to crime, gangs, and drug use.

## **THE OJP BUREAUS**

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The **Bureau of Justice Assistance** (BJA) provides funding, training, and technical assistance to state and local governments to combat violent and drug-related crime and help improve the criminal justice system. It administers the Edward Byrne Memorial State and Local Law Enforcement Assistance, the Local Law Enforcement Block Grants, State Criminal Alien Assistance, Public Safety Officers' Benefits, Regional Information Sharing Systems, and other grant programs.

The **Bureau of Justice Statistics** (BJS) is the principal criminal justice statistical agency in the nation. BJS collects and analyzes statistical data on crime, criminal offenders, crime victims, and the operations of justice systems at all levels of government. It also provides financial and technical support to state governments in developing state capabilities in criminal justice statistics, improving criminal history records, and implementing crime identification technology systems.

The **National Institute of Justice** (NIJ) is the principal research and development agency in the Department of Justice. NIJ supports research and development programs, conducts demonstrations of innovative approaches to improve criminal justice, develops and tests new criminal justice technologies, evaluates the effectiveness of justice programs, and disseminates research findings to practitioners and policymakers. NIJ also provides primary support for the National Criminal Justice Reference Service, a clearinghouse of criminal justice-related publications, articles, videotapes, and online information.

The **Office of Juvenile Justice and Delinquency Prevention** (OJJDP) provides federal leadership in preventing and controlling juvenile crime and improving the juvenile justice system at the state and local levels. OJJDP provides grants and contracts to states, local communities, and Indian tribes to help them improve their juvenile justice systems and sponsors innovative research, demonstration, evaluation, statistics, and technical assistance and training programs to improve the nation's understanding of and response to juvenile violence and delinquency. OJJDP also administers the Missing and Exploited Children's program, four programs funded under the Victims of Child Abuse Act, and the Coordinating Council on Juvenile Justice and Delinquency Prevention.

The **Office for Victims of Crime** (OVC) provides federal leadership in assisting victims of crime and their families. OVC administers two grant programs created by the Victims of Crime Act of 1984 (VOCA). The Victim Assistance Program gives grants to states to support programs that provide direct assistance to crime victims. The Victim Compensation Program provides funding to state programs that compensate crime victims for medical and other unreimbursed expenses resulting from a violent crime. OVC also sponsors training for federal, state, and local criminal justice officials and other professionals to help improve their response to crime victims and their families.

## **THE PROGRAM OFFICES**

OJP has three offices that administer major programs authorized by the 1994 Crime Act:

- ▶ The **Corrections Program Office** (CPO) administers two major grant programs and provides technical assistance to state and local governments to help them with the implementation of the Crime Act's corrections-related programs.
- ▶ The **Drug Courts Program Office** (DCPO) administers the Crime Act's discretionary drug courts grant program. This program provides support for the development, implementation, and improvement of drug courts through grants to local and state governments, courts, and tribal governments, and through technical assistance and training.
- ▶ The **Violence Against Women Office** (VAWO) administers programs designed to help protect, detect, and stop violence against women, including domestic violence, sexual assault, and stalking. VAWO administers formula and discretionary grant programs authorized by the Violence Against Women Act, part of the 1994 Crime Act. In FY 1998, these grant programs were administered by the Violence Against Women Grants Office, which merged with the Violence Against Women Office in March 1999. VAWO also coordinates the Department's other initiatives relating to violence against women, including interdepartmental activity.

The following offices are also located within OJP:

- ▶ The **Office of State and Local Domestic Preparedness Support** (OSLDPS) is responsible for enhancing the capability of state and local jurisdictions to prepare for and respond to incidents of domestic terrorism involving chemical and biological agents, radiological and explosive devices, and other weapons of mass destruction. It awards grants for equipment and provides training and technical assistance for state and local first responders.
- ▶ The **Office of the Police Corps and Law Enforcement Education** (OPCLEE), which in November 1998 transferred to OJP from the Justice Department's Office of Community Oriented Policing Services (COPS), provides college educational assistance to students who commit to public service in law enforcement and scholarships, with no service commitment, for dependents of law enforcement officers who died in the line of duty.
- ▶ The **American Indian and Alaskan Native Affairs Office** (AI/AN) improves outreach to federally recognized Indian tribes. AI/AN works to enhance OJP's response to Indian tribes by coordinating funding, training, and technical assistance and providing information about available OJP resources.
- ▶ The **Executive Office for Weed and Seed** (EOWS) coordinates the Weed and Seed strategy, a community-based, multi-disciplinary approach to combating

crime. EOWS works closely with United States Attorneys to implement Operation Weed and Seed in communities throughout the country.

Six offices within OJP provide agency-wide support. They are the Office of Congressional and Public Affairs (OCPA), the Office of General Counsel (OGC), the Office of Administration (OA), the Office for Civil Rights (OCR), the Office of Budget and Management Services (OBMS), and the Office of the Comptroller (OC).

## **OJP'S FY 1998 BUDGET**

OJP's budget has experienced unprecedented growth since FY 1995. OJP's FY 1998 budget of more than \$3.7 billion supported federal leadership in crime control efforts and assistance to state and local communities and Indian tribes in preventing and controlling crime. The table on the next page highlights the appropriations for OJP's major programs.

### **OJP Programs...**

- ....make them accessible
- ....make them responsive to the needs of our community
- ....and don't make them bureaucratic!

Feedback from the field,  
posted throughout OJP's building

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## FY 1998 Appropriations *in millions of dollars*

### CRIME ACT PROGRAMS

#### Violence Against Women

Law Enforcement and Prosecution Grants .....	172
Grants to Encourage Arrest Policies .....	59
Rural Domestic Violence Grants .....	25
Drug Courts .....	30
Prison Construction Grants .....	555.5
State Prison Drug Treatment .....	63
Criminal History Records Upgrade (BJS) .....	45
SCAAP (BJA) <sup>1</sup> .....	585
Other Violent Crime Reduction Programs .....	32.4

### BUREAU OF JUSTICE ASSISTANCE

Local Law Enforcement Block Grants .....	523
Byrne Formula Grants .....	505
Byrne Discretionary Grants .....	46.5
RISS .....	20
White Collar Crime Center .....	5.4
Public Safety Officers' Benefits .....	33
Firefighter and EMS Training .....	5
Terrorism Training .....	2

**EXECUTIVE OFFICE FOR WEED AND SEED .....** 33.5

**BUREAU OF JUSTICE STATISTICS .....** 21.5

National Sex Offender Registry .....

25

**NATIONAL INSTITUTE OF JUSTICE .....** 41.1

Counterterrorism Technology Development .....

12

### OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

Formula and Discretionary Grants .....	226
Missing Children's Program .....	12.3
Victims of Child Abuse Act .....	7
Juvenile Accountability Incentive Block Grants .....	250

**OJP MANAGEMENT AND ADMINISTRATION .....** 35.0

**OFFICE FOR VICTIMS OF CRIME <sup>2</sup> .....** 362.9

1/ Reflects \$165 million earmark from the prison construction grant program.

2/ Program funds are not appropriated. OVC is funded by collections of fines, penalty assessments, and bond forfeitures from defendants convicted of federal crimes.

# 2

## EMPOWERING COMMUNITIES TO ADDRESS CRIME

Although crime is a national problem, it is more immediately and more directly a community problem. The Attorney General is committed to fighting crime at the local level by calling on all the resources of a community, not just those traditionally associated with criminal justice matters. The phrase “community justice” has been used to embrace a number of criminal justice initiatives that have vital elements in common – a focus on problem-solving and a strong set of linkages to the community. Community justice builds on the problem-solving ethic of community policing, and expands that approach through community prosecution, neighborhood-based community courts, and community corrections activity. Community justice also includes a strong emphasis on making amends to victims and linking the justice system to drug treatment and other social services resources.

When we talk about implementing community justice, there's no road map, no federal blueprint, and there shouldn't be. OJP and local communities are drawing the road map together and learning from each other what works and what doesn't.

Assistant Attorney General Laurie Robinson

Two OJP-funded programs that exemplify the principles of community justice were recognized under the 1998 Innovations in American Government Program, a joint effort of the Ford Foundation, the John F. Kennedy School of Government at Harvard University, and the Council for Excellence in Government. The Center for Court Innovation provides targeted technical assistance to jurisdictions across the country that are interested in planning and implementing community justice programs. The Vermont Reparative Probation Program allows ordinary citizens to make sentencing decisions about adult criminal offenders, meet with offenders and victims, and resolve their disputes by providing offenders with the opportunity to acknowledge their wrongdoing, apologize to their victims, and make amends to their community. Both of these programs receive funding through the Bureau of Justice Assistance (BJA).

### SUPPORTING COMMUNITY JUSTICE PROGRAMS

#### Weed and Seed

Weed and Seed – the Department’s flagship neighborhood-based program – is a community-based, multi-disciplinary approach to combating crime. The Weed and Seed program supports law enforcement initiatives to weed out drug dealing, gang activity, and

### **Community-based Crime Control: The Dyersburg Story**

Dyersburg, a rural city of 20,000 in West Tennessee (85 miles north of Memphis), is an example of the difference federal funding can make when it is channeled to target neighborhoods and is coordinated with state and local resources. Since 1990, Dyersburg has received nearly \$2 million in grants from OJP and the Justice Department's COPS Office. The effect of the grants, especially funding for Weed and Seed, is seen in sharply declining crime rates. For the six-month period ending in June 1998, Dyersburg reported 25 percent fewer serious violent crimes than in the last three months of 1997 alone.

In 1989 and 1990, Dyersburg Police were fighting a major war with crack cocaine dealers nightly. In the neighborhood known as "Crack Alley," police cars were being fired on as they drove down streets where drug dealers thrived, and a state law enforcement helicopter that was called in to help was shot as it hovered over officers as they patrolled. In 1992, both the overall crime rate and the violent crime rate were more than twice the national average for cities of comparable size.

The turnaround began with an 18-month joint operation. The Dyersburg Police Department (DPD) worked with the FBI, DEA, Tennessee Bureau of Investigation (TBI), and the U.S. Attorney for the Western District of Tennessee to quash Dyersburg's drug dealing operations by sending 15 individuals to federal prison. Around the same time, Dyersburg began community policing.

The first community policing mini-precinct was established in Bruce, a residential neighborhood that in 1994 had the highest crime rate in the city. A local resident donated an old rental house, and for ten weeks, members of the community donated labor and materials to renovate the building for use as a community police station. The week after it opened, the new station was burned down, presumably by drug dealers in the neighborhood. The community fought back. Three hundred people marched through the neighborhood, chanting that the drug dealers must go. Then they spent the next ten weeks rebuilding the station. Since the station reopened, there have been no acts of vandalism against the mini-precinct in Bruce. Now the crime rate in Bruce ranks eighth among the twelve precincts in Dyersburg.

Since the drug dealing problem abated, Dyersburg has used funding from the Weed and Seed program to keep drugs and gangs from returning to the area. Weed and Seed eliminated a six-month backlog in the juvenile court system by funding a Juvenile Court Referee, who can dispose of juvenile cases through guilty pleas and alternative sentencing. When juvenile cases were heard only two days a month, some juvenile arrestees would reoffend two or three times before they faced a court date for their original offense. Now the Juvenile Court Referee sits every Wednesday, so juvenile offenders make their first court appearance within a week of their arrest.

Weed and Seed funds also support a community service program for juvenile offenders, which teaches youths respect and responsibility as they make restitution for their offenses. Every sentence for juvenile offenders in Dyersburg includes at least 50 hours of community service. One community service program project was building picnic tables for the city parks. Not only did this benefit the community, but the youths involved also learned about the carpentry trade.

Weed and Seed funds support programs to prevent children from entering the criminal justice system in the first place. The Bruce Bulldogs is a club for children 12 and under, formed by a group of concerned grandmothers in the community. In the after-school program, children get help with homework and learn about their community's heritage. Children who help adults clean up the neighborhood on Saturday work days are rewarded with trips to the zoo and museums in Memphis.

Through the Umoja program in the Future City area of Dyersburg, a group of volunteer parents works with primary school children to develop reading skills. For children ages 12 through 16, Weed and Seed funds purchased computers that allowed these young people to start their own business. The teenagers use the computers to design greeting cards, which they sell in the community. One-third of revenues go back into the business and two-thirds are divided among the youths. Half of that money is deposited into savings accounts established for each teen, which can be withdrawn at 18 to pay for education.

Weed and Seed funds also support programs for adults. The Marriage Savers program tries to prevent incidents of domestic violence. Fifty ministers from local congregations have volunteered to provide family and marriage counseling. Weed and Seed also sponsors a parenting skills class at the Safe Haven. Parents attend once a week for six weeks, while their children are supervised in the computer lab.

violent offenders in a geographic area, and social services initiatives to seed that area with education and employment opportunities. Under the leadership of U.S. Attorneys, community officials, residents, law enforcement agencies, businesses, and schools come together to develop comprehensive crime control programs tailored to local needs.

The Weed and Seed strategy has been shown to be effective in reducing the crime rate in communities nationwide:

- ▶ In Seattle, Washington, serious violent crime (homicide, rape, robbery, and aggravated assault) in the Weed and Seed area dropped 54 percent between 1991 and 1996, while crime citywide decreased only 38 percent.
- ▶ In Hartford, Connecticut, the number of serious violent crimes in the Weed and Seed target area decreased 46 percent in 1996 as compared to 1994,

the year before Weed and Seed started. Over the same period, citywide crime declined only 22 percent.

- ▶ And in Las Vegas, Nevada, serious violent crime in the target area dropped 8 percent between 1993 and 1995, while citywide crime increased 3 percent.

In FY 1998, the Executive Office for Weed and Seed awarded a total of \$42.5 million to Weed and Seed sites throughout the country, and expanded the program to 60 new sites, bringing the total number of Weed and Seed sites to 176.

As part of a new Justice Department effort in FY 1998, Indianapolis, Indiana became the first of six cities to receive a new state-of-the-art mobile police outreach station to help reduce crime and revitalize neighborhoods. The other communities receiving the vehicles are New Orleans, Louisiana; Fort Myers, Florida; Oakland, California; Norwalk, Connecticut; and Washington, D.C. The Mobile Community Outreach Police Station (MCOPS) provides police officers the opportunity to have immediate on-site contact with community residents and allows quick dispatch of officers in response to service calls. It also allows for special law enforcement deployment operations and makes it easier for officers to participate in community meetings and forums.

## **Strategic Approaches to Community Safety**

Experience in Boston, New York, and other U.S. cities has shown that communities that come together to attack a specific crime problem often continue to share information even when the problem that brought them together has abated. When criminal justice agencies, community-based organizations, and researchers pool their knowledge, it has a potent effect on crime.

In March 1998, the National Institute of Justice launched the Strategic Approaches to Community Safety Initiative (SACSI) to encourage communities to use information-driven, problem-solving, multi-agency action to reduce a specific crime problem, with the hope that this cooperation becomes a normal way of doing business. In particular, SACSI stresses collaboration with researchers as a key component in identifying local crime problems, specifically through data collection and analysis, and in designing targeted strategies and interventions to prevent and reduce crime. An important part of the SACSI approach is the use of Geographic Information Systems for crime mapping, which enables researchers to predict and analyze crime patterns.

As in the Weed and Seed program, SACSI recognizes the leadership role of U.S. Attorneys in coordinating federal, state, and local government action with community groups. Five U.S. Attorneys have developed plans to create community coalitions to attack specific local crime problems:

- ▶ In Memphis, Tennessee, the community plans to reduce the incidence of sexual assault, including child sexual abuse, date rape, and stranger rape. Research will focus on a target population of teenagers most likely to experience repeat victimization.
- ▶ New Haven, Connecticut will address the perceived high rate of gun possessions and gun violence by impeding gun distribution through gun tracing and deterring gun possession by publicizing major prosecutions. Research will determine the actual prevalence of gun possession for various types of offenses.
- ▶ Marion County, Indiana, which includes Indianapolis, will focus on reducing the level of homicide and serious violence. A working group has reviewed case files to identify the context in which murders occur, and has concluded that homicides differ in type between urban Indianapolis and rural Marion County. The group is developing intervention strategies tailored to rural and urban settings.
- ▶ Winston-Salem, North Carolina is addressing violence among youth by ensuring that young people considered at-risk for delinquency who have had multiple contacts with city agencies do not slip through the cracks due to lack of inter-agency coordination. Research will focus on developing strategies for collaboration among law enforcement, education, juvenile service agencies, and higher education.
- ▶ Portland, Oregon is investigating youth gun-related violence and possible connections to alcohol use. Research will determine whether such a link exists and assess the interaction of guns and alcohol.

## Community Courts

Working through the Center for Court Innovation, the Center for Effective Public Policy, and the Justice Management Institute, BJA provides technical assistance to more than 30 sites across the country that are developing community justice projects, including four rural sites.

Building on the success of the Midtown Community Court in Manhattan, the Center for Court Innovation is working to establish another community justice center in Red Hook, Brooklyn. The center will concentrate a variety of community services under one roof, including job training, victim assistance, drug treatment, and domestic violence counseling. The community justice center will also consolidate functions of civil, family, and misdemeanor criminal courts under a single authority, allowing a single judge to make decisions that consider all aspects of a case.

Although each community must develop its own community justice programs, the community courts in Midtown New York and Red Hook serve as models for jurisdictions considering establishing community courts. The Center for Court Innovation encourages local officials to discuss their community justice issues with the planners of the model courts. BJA and the Center for Court Innovation have also established a Website at [www.communitycourts.org](http://www.communitycourts.org) to distribute information on community justice to the larger criminal justice community.

While the principles of community justice apply to rural areas as well as urban communities, rural and urban areas face different crime problems. To address urban concerns, BJA has commissioned the Justice Management Institute and the National Association for Court Management to develop an information-sharing network among urban trial court managers. BJA also provides funds to the Center for Effective Public Policy to develop community justice programs for rural sites in Massachusetts, Oregon, Wisconsin, Vermont, and Idaho.

## **Comprehensive Communities Program**

The Comprehensive Communities Program (CCP) is designed to suppress violence and restore the security of neighborhoods. Jurisdictions participating in CCP develop jurisdiction-wide crime prevention and control strategies and implement community-based responses consistent with those strategies. The program encourages the jurisdictions to integrate a wide range of responses to include youth and gang initiatives, dispute resolution, community prosecution, and drug courts. BJA provides training and technical assistance to CCP sites to address the crime management strategy needs of each community. Training and technical assistance is delivered through group conferences and workshops, dissemination of publications, newsletters, management tip bulletins, and videos, and on-site services provided by contracted professionals.

## **Project Grand**

In FY 1998, BJA provided funding, training, and technical assistance to 11 community-based organizations for Project GRAND – Grassroots Residents Against Neighborhood Destruction. Project GRAND develops cost-effective strategies to revitalize communities by eliminating the illegal economy of drug dealing and prostitution and introducing legitimate employment opportunities by attracting business development. Local strategies include proven programs such as neighborhood watch, drug rallies and vigils, code enforcement, and community policing.

## **REACHING OUT TO UNDERSERVED COMMUNITIES**

Through the Open Solicitation Grant Program, BJA encourages state, local, and tribal governments to identify emerging or chronic criminal justice problems within their

communities and then propose innovative strategies to address those problems. BJA urges applicants to reach out within their communities and build partnerships with schools, social service agencies, private organizations, and other institutions with a stake in creating safe and vibrant neighborhoods.

For FY 1998, applicants were invited to submit papers on topics in four general areas: law enforcement, the adjudication process, rural communities, and American Indian and Alaska Native communities. Of the more than 1,700 concept papers submitted to BJA, 37 were selected for awards ranging from \$50,000 to \$150,000. The 37 selected applicants were heavily represented by rural and tribal agencies historically underserved by federal grant competitions:

- ▶ The Yupiit Tribe of Andreafski, Alaska is identifying youth at-risk for or already involved in substance abuse-related delinquency and is developing treatment plans to help them stop alcohol and drug abuse.
- ▶ The Pascua Yaqui Community in Tucson, Arizona is creating alternatives to gangs and violence that will use cultural identity and traditional artistic expression to give potential offenders a sense of personal responsibility.

Traditional criminal justice agencies received awards to help them improve outreach through innovative programs:

- ▶ The Sante Fe, New Mexico Police Department, realizing that nearly 50 percent of arrests for intoxication were of individuals with mental health problems, will transport these individuals to protective custody centers or detoxification units where they will receive medical attention, assessment by licensed clinical counselors, referrals for treatment, and case tracking and follow-up that emphasizes cultural sensitivity and family training.
- ▶ The Portland, Oregon Police Bureau is providing personal safety training to many of the developmentally disabled residents of Multnomah County. Such individuals are often more vulnerable in situations where they are crime victims or witnesses. The training seeks to make them more aware of potentially dangerous situations and more comfortable with the police.

BJA also sponsors Tribal Strategies Against Violence, a federal-tribal partnership to develop and implement comprehensive reservation-wide strategies to reduce crime, violence, and substance abuse. The National Crime Prevention Council and Fox Valley Technical College provide training and technical assistance on community policing, community mobilization, partnership building, and youth violence prevention, planning, and implementation to seven Tribal Strategies Against Violence project sites.

## **BUILDING KNOWLEDGE ABOUT COMMUNITY JUSTICE**

In March 1998, OJP and the Justice Department's Community Oriented Policing Services (COPS) Office convened the *Community Justice: Transforming the System to Serve Communities* conference. The goals of the conference were to exchange knowledge about community-based programs, and to explore how successes of community-oriented policing programs could inform the development of community courts and community prosecution.

The conference provided an opportunity for practitioners within the traditional criminal justice system to interact with community leaders. More than 700 participants represented the judiciary, law enforcement, community residents, probation, corrections, faith-based communities, private foundations, and community nonprofits from throughout the country. The Attorney General hosted a town hall meeting at which community members shared their experiences with the community justice movement.

BJA also provided two opportunities for broadened understanding of community justice. In November 1997, BJA published *Responding to the Community: Principles for Planning and Creating a Community Court.* This bulletin outlines practical steps communities can take

We have long known that the problem of crime cannot be isolated from other problems in a community. Building closer connections between the traditional criminal justice system and community organizations can often help solve several problems at once.

Deputy Assistant Attorney General Noël Brennan

when thinking through the promises of and obstacles to development of a community court. In December 1997, the Center for Court Innovation worked with BJA to convene a day-long forum to discuss progress and problems in the development of community courts. The proceedings of this forum were compiled in the BJA publication *Overcoming Obstacles to Community Courts.*

Working in partnership with COPS, the Bureau of Justice Statistics (BJS) conducted city-level victimization surveys in 12 cities in FY 1998. The surveys provide a unique city-based dataset to examine attitudes toward community policing activities, perceptions of crime, police-public contact, characteristics of victimizations by crime, and the impact of different community policing strategies.

BJS and COPS have developed software that allows localities to conduct their own telephone surveys of residents to collect data on crime victimization, attitudes toward policing, and other community-related issues. Using this user-friendly version of the BJS National Crime Victimization Survey (NCVS), localities can quickly design a questionnaire to reflect local interests, while maintaining a standard core of NCVS questions. The beta version of this program is available free of charge to all interested jurisdictions and the final version will be released in mid-1999.

In 1998, BJS also conducted a COPS-sponsored Community Policing Supplement to the BJS Law Enforcement Management and Administrative Statistics (LEMAS) survey that collected information from law enforcement agencies on community policing units, training activities, and policies related to community policing.

## **ASSISTING VICTIMS IN THE COMMUNITY**

The Office for Victims of Crime (OVC) report “*New Directions from the Field: Victims’ Rights and Services for the 21<sup>st</sup> Century*” outlines how community policing, community prosecution, and community courts help victims:

- ▶ In San Diego, California, community police officers access a computer database to view listings of domestic violence shelters that have available space, so that they can direct victims to the appropriate shelter.
- ▶ The community drug impact program in the Eastern District of Washington permits prosecutors to advise citizens of drug arrests in their neighborhoods and request citizen participation in submitting community impact statements.
- ▶ The Midtown Community Court in Manhattan addresses quality-of-life crimes such as graffiti, prostitution, minor drug offenses, and shoplifting by enforcing immediate and meaningful restitution to victims and the community.

OVC also provides funds through formula grants to fund state victim assistance programs. In FY 1998 states used that money to fund approximately 2,800 community-based programs such as children’s advocacy centers, domestic violence shelters, and victim service programs in law enforcement agencies.

## FOR MORE INFORMATION

Visit the OJP Website at [www.ojp.usdoj.gov](http://www.ojp.usdoj.gov), which includes general information about OJP and its bureaus and program offices, e-mail addresses, downloadable versions of application kits, and links to selected criminal justice Websites. The National Criminal Justice Reference Service (NCJRS) Website at [www.ncjrs.org](http://www.ncjrs.org) offers online versions of most OJP publications. The following publications are available from NCJRS:

*Preventing Crime: What Works, What Doesn't, What's Promising (NIJ) NCJ 171676*

*Helping Communities Fight Crime: Comprehensive Planning Techniques, Models, Programs, and Resources B The President's Crime Prevention Council Catalog NCJ 167032*

*Responding to the Community: Principles for Planning and Creating a Community Court (BJA) NCJ 166821*

*Overcoming Obstacles to Community Courts (BJA) NCJ 173400*

*New Directions from the Field: Victims' Rights and Services for the 21<sup>st</sup> Century (OVC) NCJ 170600*

*Weed and Seed In-Sites Magazine (EOWS)*

*Partnership Guide for U.S. Attorneys (OJP)*

*Community Policing in Action: Lessons from an Observational Study (NIJ) FS 000199*

*Crime Prevention and Community Policing: A Vital Partnership (BJA) NCJ 166819*

*Perceptions of Neighborhood Crime (BJS) NCJ 165811*

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# 3

## BREAKING THE CYCLE OF SUBSTANCE ABUSE AND CRIME

The links between substance abuse and crime are clear. According to recent data from the 1997 Arrestee Drug Abuse Monitoring (ADAM) program — which interviews and collects urine samples from arrestees in 23 major metropolitan areas — between 51 and 80 percent of arrested adult males test positive for drugs.

Substance abuse affects all parts of the criminal justice system, with impacts on policing, prosecution, courts, and corrections. To break the cycle of substance abuse and crime, OJP has developed programs to address substance abuse at all stages – from education programs to keep youths away from drugs, to treatment programs for inmates and aftercare in the community.

### FIGHTING ILLEGAL DRUG USE

Findings from an National Institute of Justice (NIJ) research report, “*Arrestee Drug Abuse Monitoring (ADAM) Program: 1997 Annual Report on Adult and Juvenile Arrestees*,” show that cocaine and crack use is generally low and declining among young arrestees. Cocaine and crack use is declining in many sites, particularly in large cities such as New York, Washington, D.C., and Detroit.

The ADAM program collects and analyzes interviews and urinalysis results of adult and juvenile arrestees and detainees in police lock-ups. In 1997, the ADAM program collected data in 23 major metropolitan sites. In FY 1998, as part of NIJ’s development of ADAM, it expanded to 35 sites.

Data collected under the ADAM program highlight the complex nature of the drug abuse problem and the need for communities to target law enforcement and treatment interventions appropriately.

NIJ Director Jeremy Travis

In FY 1998, NIJ began helping other countries implement the ADAM methodology. International ADAM, or I-ADAM, sites in England, Australia, Chile, Scotland, South Africa, and the Netherlands will provide researchers the ability to compare the prevalence of drug use among arrestees in different nations, and will allow researchers to assess the consequences of drug abuse within and across national boundaries.

NIJ’s Breaking the Cycle program is testing the theory that reduced drug use in a defendant population will result in a decline in criminal behavior, improvement in the population’s social functioning, and a more effective use of criminal justice resources,

particularly detention capacity. Breaking the Cycle is a systemwide plan designed to identify and treat all defendants in need of substance abuse treatment. Principal elements of the plan include:

- ▶ Drug testing all defendants at arrest and placement in appropriate treatment for those who test positive.
- ▶ Monitoring compliance with treatment conditions imposed by the court and sanctions for defendants not in compliance.
- ▶ Availability of recent test results at all court appearances, including the initial appearance.

Jacksonville, Florida and the Pierce County Alliance of Tacoma, Washington each received \$3 million in FY 1998 to replicate the Breaking the Cycle program pioneered in Birmingham, Alabama. The first Breaking the Cycle grant was awarded in 1996 to the University of Alabama at Birmingham Treatment Alternatives to Street Crime Program. In the first six months that Breaking the Cycle was implemented in Birmingham:

- ▶ More than 5,000 defendants were assessed, found to be drug users, and placed into treatment.
- ▶ The average time between arrest and assessment dropped from six months to four days.
- ▶ The number of defendants under drug treatment supervision doubled, as did the length of time that these defendants spent under drug use monitoring.

## **PREVENTING YOUTH DRUG USE**

While ADAM figures show that the drug use rates for male juvenile arrestees (between 41 and 65 percent) are slightly lower than the adult numbers, drug use among juvenile arrestees is still widespread enough to be troubling. The Drug-Free Communities Act of 1997 authorized a new youth prevention initiative, administered by the Office of National Drug Control Policy and OJJDP. Under the Drug-Free Communities Support Program, community coalitions that work together on substance abuse reduction initiatives receive funds to target youth drug use. The coalitions must design and implement multisector, multistrategy, long-term plans designed to reduce substance abuse among youth.

In FY 1998, the Drug-Free Communities Support Program awarded more than \$8.7 million to 93 sites, including Atlanta, Los Angeles, Chicago, and Miami. These grants funded coalitions made up of young people, parents, media, law enforcement,

school officials, religious organizations, and other community representatives. The coalitions target young people's use of illegal drugs, alcohol, and tobacco by encouraging citizen participation in substance abuse reduction efforts and disseminating information about effective prevention and treatment programs. In FY 1999, the program will provide continuation funding to existing sites and will fund coalitions in more than 100 new communities.

## **DEVELOPING DRUG COURTS**

Drug courts are another effective strategy for reducing drug-related crime. In FY 1998, OJP's Drug Courts Program Office (DCPO) awarded more than 150 jurisdictions grants totaling \$27 million to plan, implement, and enhance adult, juvenile, family, and tribal drug courts. Drug courts use the coercive power of the criminal justice system to combine supervision with sanctions, drug testing and treatment, and an array of other services to encourage nonviolent, drug-abusing offenders to stop the cycle of drug use and crime.

With the help of OJP funding, there are now 350 drug court programs operating in the United States, with another 220 in the planning stages. Drug courts use drug testing to ensure that program participants stay drug-free. Participants are subject to sanctions for failing to comply with their treatment regimens, and receive incentives for progress. Continued failure to comply with program rules results in expulsion from the program – and incarceration.

OJP's Drug Court Clearinghouse at American University found that recidivism rates continue to be significantly reduced for drug court graduates, as well as for individuals who participate in, but do not complete, the program. Drug courts report recidivism rates of between 2 and 20 percent. In addition, drug courts save money by reducing the use of jail space and probation services, as well as the number of drug-addicted babies born to addict mothers. The effectiveness of drug courts is seen in several ways across the country:

- ▶ In Portland, Oregon, almost all of the more than 100 female participants who had lost custody of their minor children due to their substance abuse regained custody of their children after participating in the drug court program
- ▶ At year end 1998, more than 650 drug-free babies had been born to drug court participants.
- ▶ In Denver, Colorado, reductions in drug use and recidivism resulted in savings of \$1.8 to \$2.5 million.

## **COMBATING UNDERAGE DRINKING**

In FY 1998, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) awarded \$360,000 to each state under its new Combating Underage Drinking Program. States are using these funds to improve enforcement of laws prohibiting sales of alcohol to minors and for alcohol use prevention programs for youth. Projects eligible for funding include:

- ▶ Statewide task forces of state and local law enforcement and prosecuting agencies to target establishments suspected of a pattern of violations of state laws governing the sale and consumption of alcohol by minors;
- ▶ Public advertising programs to educate establishments about statutory prohibitions and sanctions; and
- ▶ Innovative programs to prevent and combat underage drinking.

In addition to the formula grants, OJJDP also provided discretionary awards to ten states, Puerto Rico, Students Against Destructive Decisions (SADD), and a tribal group. The states and Puerto Rico will use these funds to increase enforcement of underage drinking laws, develop youth leadership and involvement in prevention and public awareness efforts, and hire a project coordinator responsible for a community-wide task force. Indian Rehabilitation, Inc. will work with American Indian and Alaskan Native communities to reduce drinking by youth, while SADD will work with alcohol distributors and law enforcement officials to start the “Not on Your Life Program,” an effort to ensure compliance with state underage drinking laws.

## **EXPLORING THE LINKS BETWEEN ALCOHOL ABUSE AND CRIME**

Although many efforts to make communities more livable have focused on eliminating drug abuse, a study by the National Center on Addiction and Substance Abuse at Columbia University reported that alcohol is more closely associated with violent crime than any illegal drug. In April 1998, OJP convened a *Symposium on Alcohol Abuse and Crime* to explore what is known about alcohol and crime, how the criminal justice system responds to alcohol abuse, and how OJP can make a meaningful impact in this area.

The Bureau of Justice Statistics (BJS) prepared a study for the symposium, *“Alcohol and Crime: An Analysis of National Data on the Prevalence of Alcohol Involvement in Crime,”* which reported:

- ▶ Two-thirds of all victims of intimate violence report alcohol was a factor in the abuse. Among spouse victims, three out of four incidents were reported to have involved an offender who had been drinking.

- ▶ About 3 million violent crimes occur each year in which the victims perceive the offender to have been drinking at the time of the offense.
- ▶ Among convicted offenders under correctional supervision, 36 percent were drinking at the time of the offense.

The symposium brought together researchers, medical experts, treatment providers, and criminal justice practitioners to discuss these issues. Issues explored in depth included underage drinking, the interaction between alcohol abuse and illegal drug abuse, alcohol and family violence, alcohol and crime in Native American communities, and driving under the influence.

While we cannot — and do not — say that alcohol abuse causes crime, the significant body of available evidence does suggest that alcohol is a multiplier of crime — that it can impair judgement, decrease inhibitions, and increase aggressive or criminal behavior.

Assistant Attorney General Laurie Robinson

In FY 1999, OJP and the Justice Department's Office of Policy Development will continue to examine the links between alcohol and crime by taking the lead on an interagency working group examining the issue. The working group is exploring new ways in which the criminal justice system can work with other government agencies and communities to address issues such as binge drinking on campuses, alcohol use by batterers, and alcohol abuse treatment within the correctional system.

## FOR MORE INFORMATION

Visit the OJP Website at [www.ojp.usdoj.gov](http://www.ojp.usdoj.gov), which includes general information about OJP and its bureaus and program offices, e-mail addresses, downloadable versions of application kits, and links to selected criminal justice Websites. The National Criminal Justice Reference Service (NCJRS) Website at [www.ncjrs.org](http://www.ncjrs.org) offers online versions of most OJP publications. The following publications are available from NCJRS:

*Arrestee Drug Abuse Monitoring (ADAM) Program: 1997 Annual Report on Adult and Juvenile Arrestees (NIJ) NCJ 171672*

*Drug Courts and the Role of Graduated Sanctions (NIJ) FS 000219*

*Defining Drug Courts: The Key Components (DCPO) DD 165478*

*Looking at a Decade of Drug Courts (DCPO) NCJ 171140*

*Juvenile and Family Drug Courts: An Overview (DCPO) NCJ 171139*

*Combating Underage Drinking: A Compendium of Resources (OJJDP) NCJ 168963*

*Alcohol and Crime: An Analysis of National Data on the Prevalence of Alcohol Involvement in Crime (BJS) NCJ 168632*

*Responding to Drug Use and Violence: A Directory and Resource Guide of Public and Private-Sector Drug Control Grants (ONDCP) NCJ 171148*

*Pulse Check: National Trends in Drug Abuse (ONDCP) NCJ 164261*

*Drug Identification and Testing in the Juvenile Justice System (OJJDP) NCJ 167888*

*La Bodega de la Familia: Reaching Out to the Forgotten Victims of Substance Abuse (BJA) NCJ 170595*

# 4

## COMBATING FAMILY VIOLENCE

A priority of the Attorney General, the Justice Department, and the entire Administration has been to address the problem of family violence, especially violence against women. Since the 1994 Crime Bill established the Violence Against Women program, OJP has committed federal resources to two major types of programs — those that bring the full weight of the criminal justice system to bear on batterers, and those that address the consequences of domestic violence, especially the needs of victims.

A report issued in July 1998 detailed progress that has been made under the Violence Against Women Act of 1994. “*Evaluation of the STOP Formula Grants to Combat Violence against Women*,” a report prepared by the Urban Institute under a grant from NIJ, concluded that there has been a shift in how states and local communities address violence against women. The report documented that the STOP planning and grant-making process has been the catalyst for improving how law enforcement, prosecution, and nonprofit victim service agencies work together. The report cites improved police handling of domestic violence incidents, interagency coordination, establishment of multi-disciplinary response teams, and higher conviction rates as evidence that the STOP program is working.

The STOP program demonstrates how the federal government can work with local communities to solve problems. The inclusion of community organizations in the planning process, the coordination of the criminal justice system with social services, and the development of up-to-date research are all practices that exemplify OJP’s approach to community justice.

### ADDRESSING VIOLENCE AGAINST WOMEN

OJP’s Violence Against Women Office (VAWO) provides funds to help communities improve their response to violence against women – domestic violence, stalking, and sexual assault. In FY 1998, VAWO awarded \$135.9 million to all 50 states, the District of Columbia, and five territories under the STOP (Services, Training, Officers, Prosecutors) Violence Against Women program, an increase of \$3.3 million over FY 1997 funding. The STOP program helps local law enforcement, prosecutors, and victim services form collaborative efforts to prevent and respond to violence against women. STOP grants are awarded to state agencies, which must award 25 percent of the funds they receive to law enforcement, 25 percent to prosecution, and 25 percent to victim services programs. The remaining 25 percent of the funding may be allocated at the state’s discretion for any of these STOP program purposes. The 1998 STOP grants were awarded just five weeks after the applications were received from the states and less than 90 days after the Justice Department received its FY 1998 appropriation.

Also in FY 1998, VAWO awarded a total of \$19.4 million to 62 jurisdictions in 38 states under the Rural Domestic Violence and Child Victimization Enforcement Grant Program, three times the amount awarded in FY 1997. Thirty-two new grantees received funding and 30 jurisdictions continued projects begun with FY 1996 and FY 1997 funding to help women and children in rural areas affected by domestic violence. For the first time in many jurisdictions, teams made up of police officers, prosecutors, and victim advocates are collaborating to ensure that domestic violence and child abuse cases receive the highest priority and move through the system expeditiously, and that victims have access to a full array of services and support. Local jurisdictions are using the funds in several ways:

- ▶ Josephine County, Oregon has established a multi-disciplinary Domestic Violence Intervention team to follow cases from the initial call through disposition, providing follow-up services to victims when necessary.
- ▶ Ohio's 29 Appalachian counties will establish crisis response teams to conduct training for law enforcement, prosecution, and victim service providers, as well as implement public awareness campaigns and provide critical services to isolated victims of domestic violence.
- ▶ In Vermont, rural program funds will be used to continue to cross-train domestic violence and child victim advocates and maintain three supervised visitation centers.
- ▶ The Pueblo of Zuni Indians in New Mexico is expanding the domestic violence shelter on their reservation to include a special children's program.
- ▶ Domestic violence victims in the Seeley Lake community, an extremely isolated area of Missoula County, Montana, can continue to receive legal advocacy, crisis counseling, and transportation.

Another 90 jurisdictions received \$53.8 million through VAWO's Grants to Encourage Arrest Policies program to help investigate and prosecute domestic violence as a serious crime. The funds allow police departments to implement policies that mandate or encourage the arrest of batterers and enforce protection orders. The grants also provide for the education of judges and others about domestic violence, development of systems to track domestic violence cases, and strengthening services for victims of domestic violence. Most importantly, these grants promote a coordinated community response to domestic violence.

Better services for adult Indian women victims of domestic violence and more prosecutions of domestic violence cases will be provided by 57 Indian tribal governments in 20 states as a result of \$4.9 million in FY 1998 STOP Violence Against Indian Women grant funds. There were 24 new tribal grantees in FY 1998, bringing the total number to 112 tribal governments that have received STOP Indian funds since the first awards were

made in 1995. These tribal grantees serve a total of 233 Indian communities. Native American experts, including tribal judges, prosecutors, law enforcement officers, advocates, and Indian law scholars, also received grant funds to provide technical assistance and training to the Indian tribal grantees.

For the first time in FY 1998, VAWO awarded grants for law school legal clinics, victims and legal services organizations, battered women's shelters, and bar associations to strengthen civil legal assistance for domestic violence victims. Under the Civil Legal Assistance program, VAWO awarded 54 grants – one to each state, the District of Columbia, and three territories – totaling \$11.5 million. Grants can be used to establish legal advocacy programs to assist victims with obtaining and enforcing protection orders, divorces or separations, spousal and child support, and child custody or visitation. In addition, grant funds can be used to recruit and train attorneys who will provide pro bono civil legal assistance to domestic violence victims. Examples of programs funded by Civil Legal Assistance grants are:

- ▶ The George Washington University's Domestic Violence Assistance Project in Washington, D.C., where student attorneys work with hospital emergency room personnel and are available 24 hours-a-day to respond to battered women.
- ▶ Lane County Legal Aid Service, Inc. in Eugene, Oregon uses grant funds to partner with shelters to represent battered women in protective order hearings and other civil legal matters.
- ▶ The Pennsylvania Coalition Against Domestic Violence, the National Organization for Women's Legal Defense and Education Fund, and the American Bar Association's Fund for Justice and Education will develop model programs to strengthen legal services for battered women.

The Office for Victims of Crime report "*When Will They Ever Learn: Educating to End Domestic Violence*" highlights initiatives in law schools across the country that teach students how to assist victims of domestic violence, including clinics in which students represent battered women and curricular changes to highlight domestic violence laws. The report, developed by the American Bar Association's Commission on Domestic Violence, was produced to encourage development of these types of programs in law schools.

VAWO continues to raise public awareness about issues concerning violence against women. VAWO coordinated the Department's response to the President's March 1998 directive to review and amend laws addressing the trafficking of women and girls, research programs for victims of trafficking, and determine the best way to enlist the aid of victims in prosecuting trafficking crimes.

## **IMPLEMENTING FULL FAITH AND CREDIT**

The 1994 Violence Against Women Act mandates that civil protection orders issued by the court of one jurisdiction be accorded full faith and credit by the courts of other jurisdictions. This means that courts and law enforcement officers throughout the United States must enforce protection orders held by victims, even if the order was obtained in another state. Prior to enactment of full faith and credit, a victim holding a protection order often could not use that order as the basis for protection if the victim worked in, traveled to, or moved to other states. Now a victim does not have to wait for abuse to occur again, meet jurisdictional requirements, or register a protective order for it to be valid in another state.

Full implementation of full faith and credit requires extensive training of all criminal justice system personnel on how protection orders should be enforced. To ensure that full faith and credit is implemented quickly and consistently, VAWO, OVC, and other Justice Department offices have worked together to provide grant funding, training, and technical assistance to state, tribal, and local law enforcement, prosecutors, advocates, and judges around the country.

The inability to identify valid protection orders issued in other jurisdictions is a barrier to full implementation of full faith and credit. OJP is helping communities to establish registries of protection orders and to link these registries to the FBI's National Crime Information Center (NCIC). The program to implement these requirements has been incorporated into the Bureau of Justice Statistics' (BJS) National Criminal History Improvement Program (NCHIP); \$2.75 million was appropriated in FY 1998 to support state activities in collecting, identifying, and making available records relating to stalking and domestic violence.

In October 1997, the Justice Department, in conjunction with the National Council of Juvenile and Family Court Judges, the Battered Women's Justice Project, and the Conference of Chief Justices and State Court Administrators, sponsored a national conference, *Full Faith and Credit: A Passport to Safety*. Over 400 individuals attended workshops on issuing enforceable protection orders, victim safety, the role of police in the enforcement of foreign orders, protection order databases, and federal crimes related to domestic violence.

The Full Faith and Credit Training and Technical Assistance Project, administered by the Battered Women's Justice Project and the Pennsylvania Coalition Against Domestic Violence, serves as a clearinghouse for full faith and credit information. The project has developed a model protection order containing language regarding the enforceability of the order in all jurisdictions, as well as relevant federal criminal provisions.

## **BUILDING KNOWLEDGE ABOUT VIOLENCE AGAINST WOMEN**

The National Institute of Justice Violence Against Women and Family Violence Research and Evaluation program sponsors research to promote the safety of women and

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to increase the efficiency of the criminal justice system's response to domestic violence. This mission is being accomplished through the following objectives:

- ▶ Estimating the scope of the problem to understand the extent of violence against women and family members; describe the magnitude and characteristics of victimization and perpetration; and assess trends in levels of violence against women and family members over time.
- ▶ Identifying causes and consequences to identify the reasons violent behavior against women and within the family occur, and recognize risk and protective factors associated with reducing violence against women and family violence.
- ▶ Evaluating promising prevention and intervention programs to determine the effectiveness of interventions aimed at decreasing the incidence of violence against women and family members.
- ▶ Communicating to develop the infrastructure for compiling and disseminating research results quickly to the field using the most advanced existing technologies.
- ▶ Partnering to promote and facilitate collaboration, coordination, and cooperation among a wide variety of disciplines in conducting violence against women and family violence research and evaluation.

In March 1998, the Bureau of Justice Statistics (BJS) published "*Violence By Intimates: Analysis of Data on Crimes by Current or Former Spouses, Boyfriends, and Girlfriends.*" The report compiled statistical data from BJS and the FBI on violence between people who have an intimate relationship – spouses, ex-spouses, boyfriends, girlfriends, and former boyfriends and girlfriends. Findings include:

- ▶ Violence by an intimate accounts for about 21 percent of violent crime experienced by women and about 2 percent of violence experienced by males.
- ▶ Intimates committed fewer murders in 1996 than in any other year since 1976. Between 1976 and 1996, for persons murdered by intimates, the number of male victims fell an average 5 percent per year, and the number of female victims went down an average one percent.
- ▶ The number of female victims of intimate violence has declined from approximately 1.1 million victimizations in 1993 to an estimated 840,000 victimizations in 1996.

The Bureau of Justice Assistance funded *“It Ain’t Love,”* a one-hour domestic violence prevention documentary released in FY 1998. This video and supplemental viewer guide look at domestic violence through relationships between young men and women and explore the kinds of messages young people are getting from their families and society. *“It Ain’t Love”* examines the issues of domination and control that are at the

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*When Will They Ever Learn? Educating to End Domestic Violence BA Law School Report (OVC) NCJ 167252*

*Violence by Intimates: Analysis of Data on Crimes by Current or Former Spouses, Boyfriends, and Girlfriends (BJS) NCJ 167237*

*Stalking and Domestic Violence: The Third Annual Report to Congress under the Violence Against Women Act (VAWO) NCJ 172204*

*The Criminalization of Domestic Violence: Promises and Limits (NIJ) NCJ 157641*

*A Community Checklist: Important Steps to End Violence Against Women (VAWO)*

*Batterer Intervention: Program Approaches and Criminal Justice Strategies (NIJ) NCJ 168638*

*Crime of Stalking: How Big is the Problem? (NIJ) FS 000186*

*Legal Intervention in Family Violence: Research Findings and Policy Implications (NIJ) NCJ 171666*

*Partner Violence Among Young Adults (NIJ) FS 000167*

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heart of relationship violence.

# 5

## ADDRESSING YOUTH CRIME

The Justice Department is committed to proactive programs that take a broad view of crime prevention – not just programs that attack the immediate causes of crime, but also those that look for solutions to larger systemic problems that allow crime to flourish.

This approach to crime prevention is especially well-suited to addressing youth crime. OJP's Office of Juvenile Justice and Delinquency Prevention (OJJDP), the Justice Department agency primarily responsible for preventing juvenile crime and delinquency, supports a wide range of programs to build partnerships with schools, families, and communities to ensure that children in America have the chance to grow up free of fear and violence. OJJDP takes a balanced approach by supporting programs that target serious and violent juvenile offenders, as well as education programs that deter youth from committing crimes and help children avoid becoming crime victims. Of particular emphasis are timely programs to prevent school violence and protect children from sex offenders on the Internet.

### ENSURING SCHOOL SAFETY

After the tragic loss of life and injuries at several schools in 1998, the President directed the Departments of Education and Justice to develop an early warning guide to help “adults reach out to troubled children quickly and effectively.” In response, “*Early Warning, Timely Response: A Guide to Safe Schools*” was created and distributed to every school in the nation for the 1998 fall term. The guide outlines the early warning signs that point to violence and other troubling behavior and the action that school communities can take to prevent violence, to intervene and get help for troubled children, and to respond to school violence when it occurs.

The guide also outlines the characteristics of schools that support prevention, appropriate intervention, and effective crisis response. The guide points out that well-functioning schools foster learning, safety, and socially appropriate behaviors. They have a strong academic focus and support students in achieving high standards, foster positive relationships between school staff and students, and promote meaningful parental and community involvement.

“*Early Warning, Timely Response: A Guide to Safe Schools*” provides direction in getting help for troubled children and developing a prevention and response plan. The guide also describes what to do to ensure safety when intervening during a crisis and when responding in the aftermath of crisis.

The guide is part of an overall effort to make sure that every school in the nation has a comprehensive violence prevention plan in place. OJJDP is continuing to explore school violence prevention efforts by working with the Department of Education to

implement a range of school violence prevention programs, including a National Center on Conflict Resolution Education, a School Safety Training Center, and a research consortium on school violence intervention.

In April 1998, OJJDP released “*Combating Fear and Restoring Safety in Schools*,” a bulletin on efforts to reach youth who are absent or truant because of school-associated fear and intimidation. The bulletin identified five types of crime that jeopardize school safety: gangs, weapons possession and use, substance abuse, bullying, and community violence. The bulletin also outlined responses to each of the problems and highlighted programs that have worked:

- ▶ Three gang prevention programs – Gang Resistance Education and Training (GREAT), Gang Prevention Through Targeted Outreach, and Gang Resistance Is Paramount (GRIP) – have all proven effective in reducing gang membership among participants.
- ▶ Safe Alternatives and Violence Education (SAVE) is a curriculum designed for students found carrying a weapon on or near school grounds. An impact evaluation found that 91 percent of students participating in the program have had no subsequent weapons offenses, and 69 percent of participants have had no subsequent offenses of any type.
- ▶ Parents and Schools Succeeding in Providing Organized Routes to Travel (PASSPORT) provides supervised routes for students to use when traveling to and from school in high-crime or gang-oriented areas. Parent volunteers stand in front of their homes and “just watch” during specified hours. Fights, intimidating behavior, or unsafe activities are immediately reported to the nearest school or to other appropriate agencies.
- ▶ The No Bullying program pinpoints the “tell or tattle” dilemma facing many victims of bullying. Teachers are given step-by-step guidelines on how to teach students the difference between telling and tattling. Teachers also are taught to impose immediate consequences for bullying.

The Office for Victims of Crime has funded Victim Services Inc. in New York to run and expand the Safe Harbor program. The Safe Harbor is literally a safe room in the school – high school or middle school – where young people can receive support, during and after the school day, in an environment that is both physically and emotionally protective. The Safe Harbor not only provides support for students who have been victims of violence, but also to those who simply need a safe space: new students, witnesses to violence, students who are fighting, and victims of bullying.

A joint effort by the Bureau of Justice Statistics (BJS) and the National Center for Education Statistics (NCES) produced “*Indicators of School Crime and Safety, 1998.*” The report found that few of the murders and suicides of youth occur at school, students are victims of fewer nonfatal violent crimes at school than when they are away from school, and most schools did not report any serious violent crimes to police in 1996. The study is the first in a series of annual reports presenting the latest available data on school crime and student safety collected by a variety of federal departments and agencies, including BJS, the National Center for Education Statistics, the National Center for Health Statistics, and the Centers for Disease Control and Prevention.

One of the things we've discovered is that kids do not know how, or are not trained in how to work out conflict in a nonviolent manner. And one of the things we are learning is that if kids are given training early on, and all through their education, how to resolve conflict in a peaceful manner, kids can then turn around and train their peers.

Associate Attorney General Ray Fisher

BJS also worked closely with NCES in the analysis and publication of “*Students' Report of School Crime: 1989 and 1995.*” The study presents findings from the 1995 School Crime Supplement (SCS), an enhancement to the National Crime Victimization Survey. It compares findings from the 1989 and 1995 SCS on student reports of victimization, drug availability, street gang presence, and gun presence at school. The report examines relationships among the variables examined, such as how drug availability, street gang presence, and gun presence are related to student reports of being victimized at school.

## PROTECTING AMERICA'S CHILDREN

By reducing child abuse and neglect, the potential for later juvenile or adult criminal behavior is reduced. OJP's Safe Kids-Safe Streets: Community Approaches to Reducing Abuse and Neglect initiative is helping communities implement a comprehensive, community-wide program to break the cycle of childhood victimization. In FY 1998, OJP awarded five grants totaling more than \$15 million. The five sites in Huntsville, Alabama; Saulte Sainte Marie, Michigan; Kansas City, Missouri; Toledo, Ohio; and Burlington, Vermont each received approximately \$3.1 million. This funding helped communities implement Safe Kids-Safe Streets strategies to improve the handling of child abuse cases, coordinate parenting programs and support services for at-risk youth, enhance data collection, and launch prevention and education campaigns that target detection, reporting, and prevention of child abuse.

The SafeFutures program seeks to prevent and control youth crime and victimization by creating a continuum of care in communities. Beginning in FY 1997, OJJDP has awarded demonstration grants of approximately \$1.4 million a year for 5 years

to each of six communities (four urban, one rural, and one tribal government) to assist with existing efforts to reduce youth violence and delinquency. Boston, Seattle, St. Louis, Contra Costa and Imperial Counties in California, and Fort Belknap, Montana were selected competitively on the basis of substantial progress toward community assessment and strategic planning to address delinquency.

An example of a SafeFutures program is the Tribal Youth Ranch Project at Fort Belknap, which is working to help youth, particularly young people who have committed crimes and youth who have lived in non-Indian foster homes and group homes, be proud of their Native American heritage and practice their culture and traditions. In Seattle, the SafeFutures Youth Center is designed to help families and youth between the ages of 12 and 18 stay focused on their future by offering a variety of relevant daily programs and activities.

In June 1998, the Attorney General highlighted OJJDP's Missing and Exploited Children's Program in an appearance on CNN's *Larry King Live*. The Missing and Exploited Children's Program coordinates programs to prevent abductions, investigate the exploitation of children, locate missing children and reunite them with their families, and address the psychological impact of abduction on the child and the family. To help guide parents through the trauma of a missing child, OJJDP published "*When Your Child Is Missing: A Family Survival Guide*." Drawing on the experience of parents of missing children, the guide describes the steps that should be taken in cooperation with law enforcement to find the missing child. The publication offers a checklist of what a parent should do when a child is first missing, as well as advice on working with law enforcement, the media, and volunteers. The award-winning guide has been sent to every law enforcement agency and public library in the country and to other interested organizations. As of the end of January 1999, nearly 74,000 copies had been distributed.

## REDUCING YOUTH VIOLENCE

OJJDP has also developed programs to ensure that violent juvenile offenders are held responsible for their actions. A new block grant program administered by OJJDP, the Juvenile Accountability Incentive Block Grants (JAIBG) program, promotes greater accountability of juveniles in the justice system. In FY 1998, more than \$232 million was awarded to all 50 states, the District of Columbia, and five territories.

To be eligible to receive funds, a state must certify that it either has in place, or is contemplating, laws and policies that allow prosecution as adults of juveniles aged 15 and older who commit a serious violent crime, impose graduated sanctions that escalate in severity with each criminal act, maintain criminal history records for juveniles who commit serious crimes, allow judges to order parental supervision for juvenile offenders and sanction parents who do not comply, and implement testing for use of controlled substances for youths within the juvenile justice system.

JAIBG funds must be used in accordance with 12 legislatively mandated purpose areas. These purpose areas include construction of juvenile detention or correctional facilities, hiring prosecutors and other personnel, gun and drug courts, and accountability-based programs for juveniles. Absent a waiver, each state must distribute at least 75 percent of the funds it receives from the JAIBG program to units of local government.

In May 1998 OJJDP released a bulletin on “*Serious and Violent Juvenile Offenders*” that identifies the most common pathways to serious violent offending and suggests promising ways to prevent and control violent behavior. The research described in the bulletin shows that both family-based programs that intervene early in a child’s life and appropriate treatment for those who have already offended can be effective in reducing the chances for future violent behavior. The bulletin, developed by 22 international researchers, reported the following findings:

Children who are victims of, or witnesses to, violence are at an increased risk for delinquency, adult criminality, and violent criminal behavior. Intervening in the lives of victimized children before negative patterns of behavior, self-esteem, and character are established may be the best way to prevent future violence in our streets and in our homes.

Deputy Attorney General Eric Holder

- ▶ Common predictors of violent behavior include substance abuse, antisocial parents, poor school performance, and gang activity.
- ▶ Effective early interventions include home visitation to pregnant teenagers, parent training, and special preschool programs.
- ▶ For youths who have already exhibited serious and violent behavior, effective interventions include community-based juvenile corrections programs, counseling, life skills training, and intensive aftercare programs.

Promising, community-based programs involving police officers and youth organizations are helping young people use their non-school hours productively and keeping them out of trouble, according to the NIJ report, “*Kids, Cops & Communities.*” The study involved a survey of 579 affiliates of seven national youth-serving organizations: Boys & Girls Clubs of America, Boy Scouts of America, Girls Incorporated, Girl Scouts of the U.S.A., National Association of Police Athletic Leagues, National 4-H Council and USDA 4-H and Youth Development Service, and YMCA of the U.S.A. The report highlights successful approaches to preventing juvenile delinquency and crime in Bristol, Connecticut; Arlington, Texas; and Spokane, Washington:

- ▶ The Bristol Family Center for Boys and Girls, affiliated with Girls Incorporated, provides positive support for teen parents and intervenes with young people thought to be at risk of becoming involved in crime or delinquency.
- ▶ In Arlington, high-risk children and teens participate in the Boys & Girls Club Centers and the Arlington Youth Services Multi-purpose Center. In conjunction with local community agencies, the Arlington Police Department administers over 25 age-appropriate youth education programs, including the D.A.R.E.® program.
- ▶ In Spokane, the West Central Community Center is both a home away from home for developmentally delayed adults and a safe environment for children and teens before and after school. Many working parents are now able to drop their children off for before-school youth development activities rather than leaving them in empty homes or to walk to school in unsupervised areas.
- ▶ Nationwide, all ranks from within the law enforcement community are volunteering to become Boy Scout and Girl Scout leaders in high-crime neighborhoods where it has been difficult to establish troops.

The Bureau of Justice Assistance (BJA) provides funds to the Boys & Girls Clubs of America to establish new clubs in at-risk communities, including public housing, Indian Country, and Alaskan Native villages. The organization is also strengthening programming, prevention, and outreach efforts to residents of public housing, distressed communities, major urban centers, rural jurisdictions, and Indian Country.

A joint effort among OJJDP, BJA, the National Crime Prevention Council, and The Advertising Council, Inc. produced a new public service education campaign designed to dispel stereotypes about teens and encourage youth involvement in crime prevention. The new public service education campaign, “Investing in Youth for a Safe Future,” features print, television, and radio public service announcements (PSAs) that challenge young people to prove adults wrong by doing something right through activities such as neighborhood watches, neighborhood beautification, and mentoring. These PSAs also challenge adults to recognize teens for their positive actions, in addition to offering a toll-free number, 1-800/722-TEENS, and Website at [www.weprevent.org](http://www.weprevent.org), which young people can use to obtain information on crime prevention-related projects, resources, and other materials.

## PROTECTING CHILDREN ONLINE

With increased use of the Internet by children – which industry experts predict will involve more than 45 million children in the next four years – law enforcement will be increasingly challenged by sex offenders using computer technology to victimize children. In FY 1998, OJJDP awarded 10 state and local law enforcement agencies representing local and state task forces in rural and urban areas \$2.4 million in grants under its Internet Crimes Against Children (ICAC) program. Because few crime

investigations begin and end in the same jurisdiction, federal, state, and local law enforcement agencies must coordinate and carefully adapt their efforts on evidence collection, interviewing practices, and undercover operations to meet the technical and legal demands of Internet crimes. The ICAC program encourages communities to develop regional, multijurisdictional, and multi-agency responses to Internet crimes. Grant funds help ensure that investigators receive specialized training in Internet crimes, and are equipped with the most up-to-date computer technology.

Since the advent of the Internet, sexual predators no longer need to lurk in parks and malls. Instead they can roam freely from chat room to chat room looking for susceptible children. To intercept these cyber-predators, OJJDP is working with localities to enhance their capabilities to prevent, investigate, and prosecute these crimes.

OJJDP Administrator Shay Bilchik

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As part of the ongoing effort to prevent child abduction and exploitation, OJJDP developed the Missing and Exploited Children's Website. Children and parents can access the site at [ojjdp.ncjrs.org/missing/index.html](http://ojjdp.ncjrs.org/missing/index.html) to view:

- ▶ “Tips for Kids” on where to go if they are scared, lost, or need help. Kids can also learn how to avoid cyber-exploitation, and can share their own ideas on safety and self-protection.
- ▶ A link to the Justice Department's Kids Page at [www.usdoj.gov/kidspage](http://www.usdoj.gov/kidspage), which offers youth information about crime prevention and other criminal justice issues.
- ▶ Information on available law enforcement training in investigating child kidnaping and abduction cases.

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## FOR MORE INFORMATION

Visit the OJP Website at [www.ojp.usdoj.gov](http://www.ojp.usdoj.gov), which includes general information about OJP and its bureaus and program offices, e-mail addresses, downloadable versions of application kits, and links to selected criminal justice Websites. The National Criminal Justice Reference Service (NCJRS) Website at [www.ncjrs.org](http://www.ncjrs.org) offers online versions of most OJP publications. The following publications are available from NCJRS:

*Early Warning, Timely Response: A Guide to Safe Schools (OJJDP/U.S. Dept of Education) NCJ 172854*

*Combating Fear and Restoring Safety in Schools (OJJDP) NCJ 167888*

*Indicators of School Crime and Safety, 1998 (BJS) NCJ 172215*

*Students' Report of School Crime: 1989 and 1995 (BJS) NCJ 169607*

*Kids, Cops & Communities (NIJ) NCJ 169599*

*When Your Child Is Missing: A Family Survival Guide (OJJDP) NCJ 170022*

*Serious and Violent Juvenile Offenders (OJJDP) NCJ 170027*

*Federal Resources on Missing and Exploited Children: A Directory for Law Enforcement and Other Public and Private Agencies (OJJDP) NCJ 168962*

*Juvenile Arrests 1997 (OJJDP) NCJ 173938*

*A Juvenile Justice System for the 21<sup>st</sup> Century (OJJDP) NCJ 169726*

*Understanding and Investigating Child Sexual Exploitation (OJJDP) NCJ 162427*

*Juvenile Felony Defendants in State Courts: State Court Processing Statistics 1990-94 (BJS) NCJ 165815*

# 6

## MANAGING OFFENDERS

OJP helps states build prisons to increase the incarceration of violent offenders and provides funds to states to treat drug-abusing offenders to keep them from continued involvement with the criminal justice system. OJP is also supporting drug courts and other alternatives to incarceration to ensure that states and local jurisdictions have sufficient bedspace to incarcerate chronic violent offenders, as well as exploring a variety of approaches to managing offender behavior, including the difficult topic of managing sex offenders.

### INCARCERATING VIOLENT CRIMINALS

In FY 1998, a total of more than \$503 million was awarded to all 50 states, the District of Columbia, the territories, and five Indian tribes to help incarcerate more violent offenders, often for longer periods of time. OJP's Corrections Program Office has now provided more than \$1.3 billion to states through the Violent Offender Incarceration/Truth-in-Sentencing (VOI/TIS) programs. The funds can be used to build or expand prisons or jails to house violent offenders and to construct or enhance correctional facilities for nonviolent offenders in order to free up bedspace for violent offenders.

Violent Offender Incarceration grant funds are allocated to states using a three-tiered formula that is based on state commitments to incarcerate more violent offenders. To receive funding under Tier One, a state must certify that it has implemented, or will implement, policies that ensure that violent offenders serve a substantial portion of sentences imposed and that these sentences are sufficiently severe. A state that qualifies for Tier One funding can receive Tier Two funding if it demonstrates that since 1993 it has increased the percentage of persons arrested for a serious violent crime sentenced to prison, or the average prison time actually served, or the average percent of sentence served by persons convicted of a serious violent crime. A state can receive additional funds under Tier Three if it can demonstrate that since 1993 it has increased the percentage of persons arrested for a serious violent crime and has increased the average percent of sentence served by persons convicted of a serious violent crime, or has increased by 10 percent or more over the most recent three-year period the number of new court commitments to prison of persons convicted of serious violent crimes. In FY 1998, OJP awarded over \$84 million in Tier One funding, over \$131 million in Tier Two funding, and over \$34 million in Tier Three funding.

Twenty-seven states and the District of Columbia received Truth-in-Sentencing program grants totaling over \$254 million. These states have passed laws or adopted sentencing and release guidelines that require violent offenders to serve at least 85 percent of the sentence imposed.

In 1997, Congress mandated that states implement comprehensive programs of drug testing, sanctions, and treatment by September 1, 1998. All 50 states complied with this requirement.

The Bureau of Justice Statistics (BJS) study “*Prison and Jail Inmates at Midyear 1998*” reported that at midyear 1998 one in every 150 United States residents was incarcerated, with an estimated 1,802,496 men and women held in the country's prisons and jails. This was an increase of more than 76,700 inmates during the preceding 12 months, up 4.4 percent. Overall the incarceration rate has more than doubled in the past 12 years. Other key findings include:

- ▶ As of June 30, 1998, 1,277,866 prisoners were under state or federal jurisdiction. The number of state prisoners increased 4.8 percent from 1997, which is less than the average annual increase of 6.9 percent since 1990. The states and the District of Columbia saw an increase of 49,342 prisoners, and the federal system gained 8,748 more prisoners.
- ▶ Between July 1, 1997, and June 30, 1998, prison populations in nine states grew 10 percent or more, led by North Dakota (up 19.5 percent), Montana (up 18.3 percent), and Hawaii (up 13.6 percent). The only jurisdictions that reported declines were the District of Columbia (down 10.9 percent), Idaho (down 3.6 percent), Wyoming (down 3.0 percent), and Massachusetts (down 0.3 percent).
- ▶ Local jails held an estimated 592,462 men and women, up from 567,079 at mid year 1997. From midyear 1997 through midyear 1998 the number of jail inmates increased 4.5 percent – less than half the rate experienced 12 months earlier (9.4 percent) and less than the average annual rate (4.9 percent) since 1990.
- ▶ The 25 largest jail jurisdictions housed more than a quarter of all jail inmates. Together these jurisdictions held approximately 63,000 inmates, or 11 percent of the national total.

## TREATING DRUG-ADDICTED INMATES

The BJS study “*Substance Abuse and Treatment of State and Federal Prisoners, 1997*” reported that 57 percent of state prisoners and 45 percent of federal prisoners surveyed in 1997 said they had used drugs in the month before their offense. Thirty-three percent of state and 22 percent of federal prisoners said they committed their current offense while under the influence of drugs, and about one in six of both state and federal inmates said they committed their offense to get money for drugs. About three-quarters of all prisoners can be characterized as being involved with alcohol or drug abuse in the time leading up to their arrest. Other studies show the effectiveness of prison-based drug treatment and aftercare for drug-involved offenders. Fifty to 60 percent of drug-addicted

prisoners who do not receive treatment reoffend and are arrested again after their release. Rehabilitation programs cut that rate by 25 percent.

In FY 1998, all 50 states, the District of Columbia, and eligible territories received more than \$59.3 million from OJP to continue implementing drug intervention and treatment programs in state and local prisons and jails under the Residential Substance Abuse Treatment (RSAT) for State Prisoners program.

Offenders who participate in RSAT-sponsored programs are in treatment for 6 to 12 months and must be tested for drug use throughout all phases of the program. By statute, states are required to give preference to RSAT projects that include aftercare. A recent study in Delaware shows that inmates who complete the state's drug treatment program are three times more likely to be drug-free after 18 months than those who do not complete all stages of treatment.

We are committed to making sure those inmates with substance abuse problems get tested and treated. Many of these individuals are caught in a cycle of drug use and crime, which we believe can be broken. With proper intervention, many of these individuals can stop using drugs and committing crimes, which makes our streets safer.

Attorney General Janet Reno

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## MANAGING SEX OFFENDERS

According to BJS, there are an estimated 250,000 convicted sex offenders under the care, custody, or control of corrections agencies on an average day in the United States. Almost 60 percent of them are under some form of correctional supervision — probation or parole — in the community. To help communities more effectively deal with these offenders, OJP established the Center for Sex Offender Management (CSOM). CSOM is a joint effort of OJP, the National Institute of Corrections, and the State Justice Institute, and is administered by the Center for Effective Public Policy and the American Probation and Parole Association.

CSOM works with jurisdictions around the country that have already developed promising, collaborative approaches to supervising sex offenders and helps other jurisdictions adopt these techniques. CSOM provides an information exchange, intensive training, and technical assistance so that communities can develop sex offender management programs that are informed by the most current research. CSOM publishes policy and practice briefs, maintains a Website at [www.appa-net.org/csom.html](http://www.appa-net.org/csom.html), conducts training programs at professional conferences, and targets technical assistance to support innovative approaches to sex offender management.

In FY 1998, BJS began administering the National Sex Offender Registry Assistance Program, which supports the President's goal of establishing an effective

national registry of convicted sex offenders. Although currently all states have some form of registry in place, many cannot accurately or efficiently share information. The National Sex Offender Registry will ensure that accurate and complete information about released sex offenders is made available to law enforcement to protect the public and to prevent further victimizations. In FY 1998, BJS awarded more than \$24 million to states to develop complete and accurate intrastate sex offender registries and to establish interfaces with the FBI's national system so that state registry information on sex offenders can be obtained and tracked from one jurisdiction to another.

## **REIMBURSING STATES AND LOCALITIES FOR INCARCERATING CRIMINAL ALIENS**

The Bureau of Justice Assistance (BJA) State Criminal Alien Assistance Program (SCAAP) provides payments to states and localities for part of the cost of incarcerating undocumented aliens. States and localities with correctional facilities that incarcerate aliens accused or convicted of crimes are eligible to apply for funds. Under the FY 1998 SCAAP, BJA awarded 297 grants totaling more than \$575 million to all 50 states, the District of Columbia, two territories, and 244 localities.

## **PROTECTING JUVENILE DETAINEES**

In January 1998 OJJDP issued *"Beyond the Walls: Improving Conditions of Confinement for Youth in Custody."* The report was developed in response to the Attorney General's directive that "America must not only take better care of its children before they get into trouble, but also not abandon them when they get into trouble." The report outlines tools for helping young people in juvenile confinement obtain needed education and treatment, and to protect them from abuse and maltreatment. The report, prepared by the American Bar Association, details six tools for improving conditions for juvenile detainees: the Civil Rights of Institutionalized Persons Act, ombudsman programs, educational advocacy for youths with disabilities, protection and advocacy systems, the Administrative Procedure Act, and self-assessment.

## FOR MORE INFORMATION

Visit the OJP Website at *www.ojp.usdoj.gov*, which includes general information about OJP and its bureaus and program offices, e-mail addresses, downloadable versions of application kits, and links to selected criminal justice Websites. The National Criminal Justice Reference Service (NCJRS) Website at *www.ncjrs.org* offers online versions of most OJP publications. The following publications are available from NCJRS:

*Prison and Jail Inmates at Midyear 1998 (BJS) NCJ 173414*

*Substance Abuse and Treatment of State and Federal Prisoners, 1997 (BJS) NCJ 172871*

*Beyond the Walls: Improving Conditions of Confinement for Youth in Custody (OJJDP) NCJ 164727*

*Successful Job Placement for Ex-Offenders: The Center for Employment Opportunities (NIJ) NCJ 168102*

*Women Offenders: Programming Needs and Promising Approaches (NIJ) NCJ 171668*

*Programs in Correctional Settings: Innovative State and Local Programs (BJA) NCJ 170088*

*Critical Elements in the Planning, Development, and Implementation of Successful Correctional Options (BJA) NCJ 168966*

# 7

## PROTECTING AND SUPPORTING VICTIMS OF CRIME

In the aftermath of tragedy – the embassy bombings in East Africa, shootings at the U.S. Capitol, and at schools throughout the country – representatives of the Office for Victims of Crime (OVC) were on site, ensuring that information and services were provided to victims and victims’ families. OVC has sent crisis response teams to the Chicago Housing Authority's Robert Taylor Homes following a weekend in which 13 people were murdered; to assist the Ramah community of the Navajo Nation after an eight-fatality drunk driving crash; to bring a noted psychologist to work with survivors and community members following a quadruple homicide on the Wind River Indian Reservation; and to provide help to the community of Dryden, New York after the brutal murder of two local high school girls.

Addressing the needs of victims goes beyond responding to an immediate crisis – in fact, it is an integral part of a community-based approach to crime. No longer are crime victims mere spectators in the criminal justice system. Instead, in courts nationwide, victims have a voice, explaining to courts how crimes affected them and the communities they live in. In addition to serving time and paying fines, offenders are sentenced to perform service to restore the communities they harmed, and are required to make restitution to victims.

OVC is working to ensure that the nation’s criminal justice systems recognize the rights and needs of victims and promote restorative justice. OVC also administers funds for crime victim assistance and compensation programs, funds pilot and demonstration victims services projects, and trains criminal justice practitioners in responding to victims’ needs.

Terrorism claims many victims – not just those directly attacked, but also families of those killed or injured and emergency personnel who respond to incidents. OVC is working to ensure that all victims of terrorism receive long-term support to help them cope with tragedy.

OVC Acting Director Kathryn Turman

### ADMINISTERING THE CRIME VICTIMS FUND

OVC administers the Crime Victims Fund, which is funded entirely by money paid in fines and penalties by federal criminal offenders — not taxpayer dollars. Fines collected in one year by U.S. Attorneys, the U.S. Courts, and the Bureau of Prisons are deposited into the fund and are available for grant awards in the following year.

Because revenue for the fund is wholly dependent on federal crime-fighting, in December 1997 the Attorney General recognized the key role that Justice Department components play in securing funding for victims. In 1996, the Fund was augmented by a \$340 million fine – the largest criminal fine in history – against Daiwa Bank in a criminal fraud case arising out of illegal trading activity. The Daiwa litigation team from the U.S. Attorney’s Office for the Southern District of New York received a Crime Victims Fund Award for its work on this case.

The other recipients for the annual awards were the Judicial Enforcement Team (JET) from the U.S. Attorney’s Office in the District of Massachusetts and Carol Holinka of the Bureau of Prisons’ North Central Region, Kansas City, Kansas. JET uncovered concealed assets through surveillance and computer searches, which led to seizures of bank and investment accounts and auctioned property resulting in debt recoveries of over \$37.6 million. Ms. Holinka trained correctional program, financial management and victim/witness program staff in the 16 institutions of the North Central Region on the inmate financial responsibility computer system, which helped them net approximately \$3 million in collections in 1996.

## **ASSISTING VICTIMS**

In FY 1998, OVC awarded a total of \$363 million from the Crime Victims Fund to aid crime victims. Every state receives formula grant funds for victim assistance and victim compensation programs. These funds supported more than 2,800 local victim assistance agencies and served approximately two million crime victims. Funding helps state victim assistance programs provide funds to community agencies that promote crisis intervention, criminal justice advocacy, counseling, emergency shelter, and other services. Victim assistance funds also support children’s advocacy centers and comprehensive victim service centers. Compensation programs reimburse victims for out-of-pocket crime-related expenses such as medical bills, mental health counseling, and lost wages.

Through discretionary funding, OVC supports demonstration initiatives that are creating seamless victim assistance programs. The Victims Services 2000 program provides funds to three sites – Denver, Colorado; Medina County, Ohio; and the state of Vermont – for demonstration programs in which all criminal and juvenile justice professionals – from the law enforcement officer who is first on the crime scene to the probation or parole officer who supervises the offender when he or she returns to the community – work together to ensure that victims’ rights and safety are protected and that victims’ needs are addressed.

OVC also uses discretionary funds to respond to community crises. An example of this was OVC’s response to a wave of church arsons in the summer of 1997. In FY 1998, OVC made a grant to the South Carolina Burned Church Coalition to address the needs of youth victims of church arsons and improve the capacity of communities of faith to respond effectively to the needs of this population.

OVC supports victim services programs in Indian Country by making grants directly to federally recognized Indian tribes for victim assistance. Also, under the Children's Justice Act, \$1.5 million was allocated in FY 1998 for programs to improve the handling of child abuse cases in Indian Country.

## **ASSISTING VICTIMS OF TERRORISM ABROAD**

Since the passage of the 1996 Antiterrorism Act, OVC has expanded its victim assistance programs to include American victims of terrorism abroad. In the aftermath of the 1996 terrorist bombing of the Khobar Towers building in Saudi Arabia in which 19 military servicemen were killed and 372 injured, OVC worked closely with the FBI and the Department of Defense to provide specialized assistance to the victims and surviving family members.

In FY 1998, OVC continued to improve the response of the United States to victims of terrorism abroad through its work following the bombings of U.S. embassies in Kenya and Tanzania in August 1998. OVC provided a wealth of experience and technical assistance to approximately ten federal agencies to ensure that victims' needs were met in a sensitive and comprehensive manner. In response to the bombings in East Africa, OVC:

- ▶ Worked with injured victims and surviving family members of the 12 Americans killed in the bombing;
- ▶ Provided emergency funding for funeral costs, travel, mental health counseling, and medical bills;
- ▶ Funded a briefing for family members on the status of the case investigation;
- ▶ Convened a debriefing with all of the federal agencies involved in the case; and
- ▶ Spearheaded the development of the first-ever interagency protocol to assist federal agencies in future cases of terrorism against Americans abroad.

## **TRAINING VICTIM SERVICE PROFESSIONALS**

Victim service professionals from around the world received intensive training in July 1998 at the fourth annual National Victim Assistance Academy, held at four universities across the nation. Sponsored by OVC, the academy provides important updates on victimology, victims' rights and services, and new developments in the field of victim assistance.

Attendees from federal, state, and local victim services agencies were selected through a national application process based on geographic, cultural, and professional diversity. All 50 states, the District of Columbia, American Samoa, Germany, Australia, Nigeria, and Rwanda were represented. The 1998 class included delegates from every area of victims services – sexual assault, domestic violence, and child victimization specialists, as well as those who serve elderly victims, survivors of homicide victims, and victims of juvenile offenders.

Participants received “*New Directions from the Field: Victims’ Rights and Services for the 21st Century*,” a comprehensive report on victims’ rights and services that identifies hundreds of policy initiatives and community partnerships that are revolutionizing the treatment of America’s crime victims – from children’s advocacy centers and one-stop victim service centers to new technologies. Developed over three years, *New Directions* was funded by OVC and written by practitioners in the field, based on the submission of working papers, focus groups, surveys, public hearings, and reaction groups.

The report, the first of its kind since the Final Report of the 1982 President’s Task Force on Victims of Crime, focuses on what professionals in the fields of criminal justice, health care, mental health, law, education, faith, business, and the news media can do to enhance their services to crime victims. Promising practices highlighted in the report include:

- ▶ In children’s advocacy centers, law enforcement officers, social workers, medical and mental health personnel, and prosecutors coordinate services to sexually abused children, reducing the number of interviews these victims must endure.
- ▶ Crisis response teams composed of psychologists, law enforcement officers, doctors, social workers, victim advocates, and religious leaders have been assembled around the country. These teams provide assistance to communities in the aftermath of major crimes and acts of terrorism.
- ▶ Community partnership programs provide transportation to medical services and criminal justice proceedings, courtroom escorts, and repairs to damaged residences for senior citizen victims of crime.

In August 1998, OVC announced the creation of a Training and Technical Assistance Center to improve the assistance given to crime victims. The center provides one-stop shopping for both experienced victim professionals and those who may need more assistance or training. In addition to on-site technical assistance, victim service professionals can receive mentoring in program development and outreach to underserved victim populations. The Center’s Speakers Bureau also provides presenters for conferences, workshops, focus groups, and other meetings.

Some of the training curricula include working with grieving children, death notification, and cultural considerations in assisting crime victims.

## FOR MORE INFORMATION

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*New Directions from the Field: Victims' Rights and Services for the 21st Century (OVC) NCJ 170600*

*From Pain to Power: Crime Victims Take Action (OVC) NCJ 166604*

*The Rights of Crime Victims: Does Legal Protection Make a Difference? (NIJ) NCJ 173839*

*What You Can Do If You Are a Victim of Crime (OVC) FS 001766*

*Serving Crime Victims and Witnesses (NIJ) NCJ 163174*

*Criminal Victimization 1997: Changes 1996-97 with Trends 1993-97 (BJS) NCJ 173385*

*Victims' Rights Compliance Efforts: Experiences in Three States (OVC) NCJ 168099*

*Working With Victims of Crime With Disabilities (OVC) NCJ 172838*

# 8

## ENHANCING TECHNOLOGY'S USE IN ADDRESSING CRIME

The emergence of new technologies has created whole new categories of crime, from exploitation of children online to computer hacking that attacks the nation's infrastructure. OJP devotes resources to ensure that the criminal justice community keeps up with the latest technology employed by criminals. The use of technology in fighting crime also allows criminal justice practitioners to become more efficient in their investigation of crime and apprehension of offenders and improves safety for law enforcement officers. By enhancing criminal records, supporting innovations in the use of DNA evidence, and developing new technologies for law enforcement, like improved bulletproof vests, OJP helps states and local communities use the most up-to-date tools for fighting crime.

OJP recognizes that sharing information among law enforcement and criminal justice agencies at all levels of government will improve the effectiveness and fairness of the justice system. To help criminal justice agencies integrate their information systems, the Assistant Attorney General created the OJP Information Technology Executive Council. The Executive Council coordinates funding and technical assistance for information technology to ensure that resources are deployed in a manner that supports development of interoperable information sharing technologies at the state and local level. The Executive Council held several conferences in 1998 to learn about the integrated technology issues facing state and local criminal justice agencies and to develop strategies to assist state, local, and tribal governments in this area. OJP's Integration Initiative is being coordinated with the efforts of the Attorney General's Global Criminal Justice Information Network Advisory Committee.

### ENHANCING CRIMINAL RECORDS AND IDENTIFICATION

In the five years since the Brady Act was signed into law, the Justice Department has helped states participate in the FBI's National Instant Criminal Background Check System (NICS), a system to keep guns out of the hands of criminals. By placing a call to the NICS hotline, firearms dealers can instantly check whether a would-be gun buyer is

eligible to purchase a firearm. The launch of the FBI-run NICS on November 30, 1998 was made possible by the widespread automation of state criminal history records, a project supported by more than \$230 million in funding since FY 1995 from the Bureau of Justice Statistics (BJS) National Criminal History Improvement Program (NCHIP).

Improved identification systems and information-sharing among law enforcement agencies are essential to accurately identifying offenders and tracking crime trends.

BJS Director Jan Chaiken

In June 1998, BJS reported that an estimated 69,000 handgun sales were blocked during 1997 through presale background checks. About 62 percent of the 1997 rejections were based on a prior felony conviction or a current felony indictment.

Background checks for gun purchasers depend upon accurate and timely information about criminal histories. For the past four years, the NCHIP program has been funding improvements in criminal history record keeping, with emphasis on interoperability and information sharing. The focus of NCHIP's FY 1998 grants was to provide funding and technical assistance to states so they could automate their records and link them to the FBI's NICS center in West Virginia. BJS awarded more than \$41 million to 46 states to continue their improvement of criminal history records, which not only keep felons from purchasing handguns, but also prevent those with undesirable backgrounds from becoming caregivers for children, the elderly, or the disabled.

All 50 states have laws in place that require all persons convicted of a felony sex offense to provide state law enforcement officials with a DNA sample for analysis. BJA awarded more than \$194,000 to each state to develop or improve their DNA analysis capabilities and computerized identification systems. The State Identification Systems (SIS) program, authorized by the Antiterrorism and Effective Death Penalty Act of 1996, is administered by BJA with funding from the FBI. States may use SIS grants for equipment, supplies, training or educational expenses, modifications to space to accommodate equipment, contractor-provided services to address backlog or program implementation issues, and state and local personnel expenses. The SIS program enhances a state's ability to become fully integrated with the databases of the FBI's National Crime Information Center, the Combined DNA Index System, and the Integrated Automated Fingerprint Identification System.

## **DEVELOPING NEW TOOLS FOR LAW ENFORCEMENT**

The Office of Science and Technology of the National Institute of Justice (NIJ) sponsors research and development of technology to assist law enforcement. Projects include systems for concealed weapons and contraband detection, vehicle stopping, DNA testing, officer protection, information management, communications, and drug detection. Examples of the type of projects funded by NIJ are development of less-than-lethal systems that allow officers to incapacitate a suspect without resorting to deadly force. Promising systems include the ring airfoil projectile, electric stun projectile, capture nets, and laser dazzlers.

NIJ's National Law Enforcement and Corrections Technology Center (NLECTC) program provides criminal justice professionals with information on technology, guidelines and standards, objective testing data, and technical assistance to implement new technologies. The NLECTC system includes the national center in Rockville, Maryland and four regional centers. NLECTC also maintains a Website at [www.nlectc.org](http://www.nlectc.org) that provides information on commercially available products and guidance on technology issues such as the Year 2000 problem.

NIJ's unique relationship with the Office of Law Enforcement Standards (OLES) at the Department of Commerce's National Institute of Standards and Technology (NIST) affords the opportunity to leverage resources for the benefit of both agencies. Drawing on NIST resources, OLES develops standards and standardized testing methodologies for law enforcement and corrections equipment. At the request of the Defense Department, OLES is also supporting military efforts to develop improved body armor for both military and law enforcement personnel.

NIJ also sponsors the Office of Law Enforcement and Technology Commercialization (OLETC). OLETC works with a diverse array of organizations, including all the national and federal laboratories, industry scientists, and commercialization experts to identify existing or developmental technologies of interest to the law enforcement and corrections communities, and works to move those technologies into the marketplace. NIJ sponsors OLETC through a grant to Wheeling Jesuit University.

## SHARING INFORMATION

For more than a decade, the Regional Information Sharing System (RISS) regional intelligence centers have helped law enforcement officials make more than 76,000 arrests, seize more than \$10 billion worth of narcotics, and make \$21 million in Racketeer Influenced and Corrupt Organizations (RICO) seizures. The RISS program is the only multijurisdictional criminal intelligence system operated by and for state and local law enforcement agencies. The program comprises six regional sites, which act as hubs for the member agencies that use RISS. In FY 1998, the Bureau of Justice Assistance (BJA) awarded approximately \$4.3 million dollars to these regional intelligence centers to help federal, state, and local law enforcement agencies share information vital to fighting crime that spans across jurisdictional boundaries. These grants will enable RISS participants to purchase equipment and hire personnel to develop and maintain a secure Intranet to access and share criminal intelligence and information on a real-time basis.

Through its grantee SEARCH, BJA funds assistance and training to state and local criminal justice systems for the development, operation, improvement, and integration of criminal justice information systems. The program enables nonautomated justice agencies to take advantage of state-of-the-art information systems specifically designed to address their operational needs and helps agencies that are automated develop integrated justice information systems that permit systemwide sharing of relevant legal, transactional, and historical data.

In January 1998, NIJ released a study of *"Wireless Communications and Interoperability Among State and Local Law Enforcement Agencies."* The study reported that interoperability is common, with 82 percent of agencies having at least one channel dedicated solely for use with other organizations. Though most agencies are confident of their ability to handle routine situations, many law enforcement agencies experience serious obstacles, particularly when trying to communicate with agencies

beyond their local network or operating in different frequency bands. Limitations in funding and frequency compatibility were identified as the biggest interoperability problems, and dead spots and outdated equipment are the most common problems with radio systems. As part of its domestic preparedness program, beginning in FY 1999 OJP will help communities solve the interoperability problem by awarding grants to help local emergency response personnel purchase interoperable radio equipment.

NIJ also sponsors the Advanced Generation of Interoperability for Law Enforcement (AGILE) program to address a broad range of interoperability issues confronting public safety agencies today as they attempt to communicate and share information across jurisdictional and regional boundaries. The AGILE program consists of four program elements: technology development for law enforcement communications, test and evaluation, development of open architecture standards, and an education campaign to inform the public safety community of lessons learned.

## PROTECTING VICTIMS USING TECHNOLOGY

The Office for Victims of Crime (OVC) report "*New Directions From the Field: Victims' Rights and Services for the 21<sup>st</sup> Century*" highlighted ways in which emerging technologies hold great promise for improving services to crime victims:

- ▶ At least ten state correctional agencies utilize automated voice response notification systems that place telephone calls to victims, upon request, and inform them of offenders' pending release or release hearings.
- ▶ Telemedicine allows physicians to assist nurse examiners in rural areas in performing sexual assault or child abuse forensic examinations.
- ▶ Cellular phones, house perimeter alarms, and electronic bracelets help protect victims of domestic violence or stalking.

Technology can also be used to help victims participate in proceedings – to view trials moved to other communities using closed-circuit television, or to participate in parole hearings via satellite hookups. After the trials of Timothy McVeigh and Terry Nichols for the Oklahoma City bombing were moved to Denver, closed-circuit television allowed victims to view the trials from Oklahoma. Closed-circuit television can also be used to allow child victims to testify in a less intimidating setting than a courtroom. In FY 1998, BJA awarded just over \$1 million to purchase equipment and train personnel for the closed-circuit televising and videotaping of testimony of child victims of abuse and to provide training and technical assistance. Twelve state and local jurisdictions received funds for equipment and training.

OVC and BJA are funding a Statewide Automated Victim Notification Training Program to educate selected state representatives about the process involved in procuring and implementing statewide automated victim notification systems. The project will

deliver two national trainings to help states address the challenges confronted during the procurement process and limit the amount of time needed to begin implementation.

In June 1998, OVC provided approximately \$5.6 million to the Executive Office for United States Attorneys to take the lead in establishing an automated victim information and notification system for the federal criminal justice system. The goal of this system is to create a means to provide timely notification to victims of mandated events in the federal criminal justice system among the FBI, U.S. Attorneys' offices, and the Federal Bureau of Prisons. This system can be easily adapted for other investigative agencies in the future.

## **ADOPTING NEW TECHNOLOGY**

OJP continued to expand its online resources in FY 1998, in addition to standardizing the format of all of the Web pages to be compliant with DOJ guidelines. On an average day, approximately 26,000 visitors accessed OJP's Website, with the number of hits increasing steadily each week. OJP's Website is continually redesigned and expanded to promote the latest products and services available from OJP, provide easy access to full-text publications and applications, and ask questions of the offices and bureaus. The Internet address is *www.ojp.usdoj.gov*.

OJP continued its work on developing an automated grant application, notification, and award process for implementation in FY 1999. This pilot project, the Grants Management System (GMS), will allow potential grantees easy, simplified electronic access to all OJP program office grant applications through the OJP Website. In addition, the GMS will allow all Members of Congress, U.S. Attorneys, and state government officials the option of receiving OJP program office grant notifications via e-mail or fax.

In FY 1998, OJP's Information Resources Management Division (IRMD) assembled a team that completed testing and upgrading of all commercial software, computer equipment, and server hardware for Year 2000 (Y2K) compliance. During the year-long project, the Year 2000 team converted 26 mission-critical systems and more than 70 non-mission-critical systems so they could handle four-digit years.

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## FOR MORE INFORMATION

Visit the OJP Website at *www.ojp.usdoj.gov*, which includes general information about OJP and its bureaus and program offices, e-mail addresses, downloadable versions of application kits, and links to selected criminal justice Websites. The National Criminal Justice Reference Service (NCJRS) Website at *www.ncjrs.org* offers online versions of most OJP publications. The following publications are available from NCJRS:

*Wireless Communications and Interoperability Among Law Enforcement Agencies (NIJ) NCJ 168945*

*Regional Information Sharing Systems (BJA Fact Sheet) FS 000037*

*New Directions From the Field: Victims' Rights and Services for the 21<sup>st</sup> Century (OVC) NCJ 170600*

*The Unrealized Potential of DNA Testing (NIJ) NCJ 170596*

*Using Gunshot Technology in High-Crime Areas (NIJ) FS 000201*

*Forensic Laboratories: Handbook for Facility Planning, Design, Construction, and Moving (NIJ) NCJ 168106*

*Crime Data Requests, 1994-96: A Review of Requests for Crime Information from the State Law Enforcement Division of South Carolina (BJS) NCJ 170028*

*Presale Handgun Checks, 1997 (BJS) NCJ 171130*

# 9

## ENHANCING LAW ENFORCEMENT INITIATIVES

The community justice movement not only brings new organizations into the system, but also seeks to reinvent the role of traditional law enforcement. Notwithstanding the new roles that community groups are playing in the criminal justice system, law enforcement remains at the center of crime control efforts. OJP administers grant programs to provide necessary equipment for law enforcement, funds research to develop new technologies and techniques that help protect officers and the public, and supports programs designed to help law enforcement officers handle personal issues that arise from the stressful nature of their job. OJP also supports prosecution and prevention programs targeted to specific types of crime, including hate crimes, health care fraud, and elder abuse, as well as an international center to address the growing problem of transnational crime.

### ADDRESSING HATE CRIMES

The Bureau of Justice Assistance (BJA) has been at the forefront of activities aimed at increasing awareness and enhancing investigation and prosecution of hate crimes, as well as promoting better responses to victims of hate crimes. In conjunction with other Justice Department agencies, BJA sponsored a *Summit on Hate Crimes* in June 1998. Practitioners involved in assisting victims of hate crimes, including law enforcement personnel, educators, medical and social workers, academics, and youth crime specialists attended. BJA also funded a training program for prosecutors to enhance the ability of these local leaders to address hate crime – not only through criminal prosecution, but also through coordinated community outreach and improvements in the criminal justice system response to victims. BJA is supporting a multi-year effort by the Maine Attorney General's Office to prevent and respond effectively to incidents of school-related hate crimes and harassment. Law enforcement officers help students and teachers change the environment within schools so that hate crime is not tolerated or ignored. Approximately 100 schools in Maine have been reached by this effort.

In the spring of 1998, BJA funds supported the editing of a comprehensive four-volume hate crimes training curriculum developed throughout the Justice Department. The Federal Law Enforcement Training Center trained state and local law enforcement officers in this hate crimes curriculum to allow these officers to train others at the local level. More than 400 law enforcement officers, members of civil rights organizations, and representatives of the legal community received training, including at least one team of law enforcement trainers from each state.

### ADDRESSING INTERNATIONAL CRIME

The National Institute of Justice (NIJ) has established an International Center to develop a better understanding of crime that transcends national boundaries by analyzing crime policy and research from other countries. In FY 1998, the International Center supported the following projects:

- ▶ The NIJ-developed United Nations Online Crime and Justice Clearinghouse (UNOJUST) links criminological institutes of the world on the World Wide Web.
- ▶ The Department of State provided funds for a joint research partnership between the United States and Ukraine that pairs researchers to study high-profile crime issues, such as trafficking in women, that affect the two countries.
- ▶ NIJ convened representatives of research institutes within ministries of justice from 12 countries to explore setting up a network for research collaboration on international crime.
- ▶ And the International Center worked to expand the Arrestee Drug Abuse Monitoring (ADAM) program, described in Chapter 3, to six new international sites.

## SUPPORTING LAW ENFORCEMENT

More than 3,000 local jurisdictions received Local Law Enforcement Block Grants (LLEBG) totaling \$440 million in FY 1998 to help them reduce crime and improve public safety. The funds can be used to hire police officers, improve security in and around schools, purchase law enforcement equipment and technology, enhance the adjudication of violent offenders, and for other public safety efforts. Based on information provided by local grantees, BJA estimated that approximately 81 percent of the funds provided in FY 1997 were used to purchase law enforcement equipment or technology or to hire new officers or pay overtime to existing officers, 10 percent was used for crime prevention, 3 percent was used to establish drug courts, 2 percent was used to enhance security around schools, and 5 percent was distributed among the remaining purpose areas.

A major initiative funded by BJA in FY 1998 is the State and Local Law Enforcement Procurement program, which enabled state, local, and tribal governments to buy law enforcement equipment at reduced

Often the most innovative and creative ideas for stopping crime come from law enforcement officers on the front lines. Supplied with essential equipment and resources, these officers are better able to deploy their problem-solving talents in their communities.

BJA Director Nancy Gist

prices through federal procurement channels for use in counter-drug activities. The program was initiated in California, North Carolina, and West Virginia, and 34 states currently participate. The program, with the Department of the Army acting as executive agent, allows state and local agencies to purchase new equipment directly from suppliers at prices negotiated in federal contracts. The most common purchase made through the program is vehicles, although the program has also been used by states and localities to procure body armor, photographic equipment, and helicopter repair parts.

In FY 1998, the Public Safety Officers' Benefits (PSOB) program paid \$32,099,750 to beneficiaries of 227 public safety officers killed in the line of duty, and \$1,687,757 to 15 officers fully and permanently disabled in the line of duty. The program is designed to offer peace of mind to men and women seeking careers in public safety and to make a strong statement about the value American society places on the contributions of those who serve their communities in potentially dangerous circumstances. The PSOB program provides financial benefits to survivors of police officers, firefighters, and emergency response personnel killed in the line of duty, and to officers who are permanently and totally disabled in the line of duty. The PSOB program also collects exhaustive information on line of duty deaths, which is used to enhance public safety officer training.

In addition, in FY 1998, Congress provided \$2 million for the Federal Law Enforcement Dependents Assistance Program (FLEDA), which grants educational scholarships to spouses and children who are survivors of federal public safety officers whose death or injuries are covered under the PSOB program eligibility requirements.

## **MANAGING STRESSFUL JOB CONDITIONS**

Stress is an occupational hazard for law enforcement and correctional officers of all ranks, including their families and co-workers. In FY 1998, 10 law enforcement organizations – including state and local police departments and police organizations in Tennessee, Michigan (2), Arizona, North Carolina, Florida, Iowa, Connecticut, Washington, and Pennsylvania – were awarded approximately \$857,728 under NIJ's Law Enforcement and Corrections Family Support program. Stress among law enforcement and corrections officers can be seen in a high incidence of alcoholism, divorce, and suicide. Funding is being used for research, evaluation, development, and demonstration projects that address all stressful conditions experienced by law enforcement and corrections officers in a manner conducive to the varying concerns of police and corrections management, labor organizations, and family members. The program is discovering innovative ways to prevent and treat the negative effects of stress experienced by law enforcement and correctional officers and their families. Since FY 1996, NIJ has made 25 grants under the family support program. In the future, NIJ intends to establish a national online service to support information exchange among other organizations concerned about officer and family stress.

## FIGHTING HEALTH CARE FRAUD AND WHITE COLLAR CRIME

In FY 1998, culminating a three-year BJA project, the National Association of Attorneys General (NAAG) released the report, *“The Health Care Fraud Prosecution Project Demonstration Sites in Minnesota, Wisconsin, and Maryland: The First Two Years.”* The report describes the work completed under its grant to three state attorneys general to establish prototype Health Care Fraud Prosecution Units (HCFUs). It identifies investigation and prosecution techniques the state attorneys general employed to combat intrastate health care fraud. In all three projects, prosecutors control and direct investigations from the earliest stages. All of the projects employ resources within their attorney general’s office and coordinate with other local and state agencies in the prosecution of health care fraud. This joint effort is important, for example, when revoking professional licenses from corrupt health care providers. Other common project goals include working with private insurers to develop cases, introducing state legislation to provide additional tools to prosecute in the fight against fraud, and developing training protocols for state health care fraud investigators and prosecutors. NAAG also released a more detailed study of the health care fraud efforts of the nation’s state attorneys general entitled, *“The States’ Response to Health Care Fraud.”*

BJA funds the National White Collar Crime Center (NWCCC), which provides a national support system for the prevention, investigation, and prosecution of economic crimes. In conjunction with the Computer Crime and Intellectual Property Section of the Justice Department’s Criminal Division, the NWCCC is providing assistance to federal, state, and local law enforcement agencies to ensure that law enforcement is properly trained to address computer-related crime.

## ADDRESSING CRIME AGAINST THE ELDERLY

In spring 1998, OJP sponsored a focus group on issues related to the crime victimization of older persons. Participants cited three primary areas where states and local jurisdictions need more support: public education and awareness; training and technical assistance related to identifying and addressing elderly victimization for criminal justice and social service agencies, both within and across agencies and disciplines; and research. The recommendations of the focus group have guided OJP planning for FY 1999.

In FY 1998, the Office for Victims of Crime awarded four grants totaling \$600,000 to prevent telemarketing fraud against the elderly. The funds support the following programs:

- ▶ The Oregon Senior and Disabled Services Division provided training and information on fraud for bank personnel throughout Oregon and created services for senior fraud victims.

- ▶ The Baltimore County Department of Aging produced and distributed a booklet aimed at preventing telemarketing and telephone fraud. The booklet was also used as an insert in a Sunday edition of the *Baltimore Sun*, at the newspaper's expense.
- ▶ The National Sheriffs' Association used the funds for "Operation Fraudstop," a national, coordinated public education and awareness and training effort among NSA and a range of agencies and corporations. A pilot will be conducted in Maryland, Montana, Virginia, and Washington, with replication planned nationwide.
- ▶ The National Hispanic Council on Aging funded a public education campaign to combat telemarketing fraud in the Latino community, which included distribution of material and meetings of small groups of seniors in South Texas and the Washington, D.C. area to discuss telemarketing fraud issues and the development of a senior peer counseling program to provide victim assistance.

BJA sponsors the Telemarketing Fraud Curriculum Initiative, through which the American Association of Retired Persons (AARP) is working to provide training and education to state and local investigators and prosecutors and other related professionals to prevent and effectively prosecute telemarketing fraud cases.

In April 1998, the Office of Juvenile Justice and Delinquency Prevention released "*Guidelines for the Screening of Persons Working with Children, the Elderly, and Individuals with Disabilities in Need of Support.*" These guidelines, which were prepared by the American Bar Association's Center on Children and the Law under a grant from OJJDP, help different types of organizations screen caregivers by focusing on variables such as the type of contact the caregiver would have with the client, whether the care is supervised or unsupervised, and the age and condition of the client. The guidelines also provide recommendations for how states can strengthen their efforts by encouraging abuse prevention training for all workers at service agencies, organizations, and facilities for children and dependent adults, allowing greater access to state criminal record and sex offender information, and creating central abuse and neglect registries for children and elderly or dependent adults.

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## FOR MORE INFORMATION

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*The Health Care Fraud Prosecution Project Demonstration Sites in Minnesota, Wisconsin, and Maryland: The First Two Years (National Association of Attorneys General)*

*The States' Response to Health Care Fraud (National Association of Attorneys General)*

*Guidelines for the Screening of Persons Working with Children, the Elderly, and Individuals with Disabilities in Need of Support (OJJDP) NCJ 167248*

*Measuring What Matters: Part Two: Developing Measures of What the Police Do (NIJ) NCJ 167255*

*Policing in Emerging Democracies: Workshop Papers and Highlights (NIJ) NCJ 167024*

*Protective Intelligence and Threat Assessment Investigations: A Guide for State and Local Law Enforcement Officials (NIJ) NCJ 170612*

*Addressing Community Gang Problems: A Practical Guide (BJA) NCJ 156059*

*Strategies for Reducing Homicide: The Comprehensive Homicide Initiative in Richmond, California (BJA) NCJ 168106*

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# 10 COUNTERING TERRORISM & ENSURING DOMESTIC PREPAREDNESS

In 1998, Congress and the Attorney General made preventing and preparing for terrorism a national priority. The availability of weapons of mass destruction such as chemical and biological agents, nuclear and radiological instruments, and conventional explosives has increased the threat of terrorist incidents, in the United States and abroad. The Justice Department works with communities throughout the country to ensure that they have the resources and training to handle incidents of terrorism, conducts research to better understand the motivations and tactics of terrorist groups, and assists U.S. citizens who are victims of domestic or international terrorism.

In 1998, the Office for State and Local Domestic Preparedness Support (OSLDPS) was created within OJP as part of the government-wide effort to enhance the capabilities of state and local jurisdictions to plan for and respond to acts of terrorism. OSLDPS trains first responders to terrorist incidents and awards funds to state and local governments to purchase equipment for personal protection, decontamination, and weapons detection.

OJP is coordinating its efforts with the FBI's National Domestic Preparedness Office, established by the Attorney General to coordinate counterterrorism and domestic preparedness efforts across all federal agencies.

On June 1, 1998, just 32 days after the Attorney General designated OJP as the office responsible for funding domestic preparedness efforts at the state and local level, the Center for Domestic Preparedness (CDP) at Fort McClellan, Alabama opened to train state and local firefighters and emergency personnel to respond to incidents of terrorism. Senator Jeff Sessions, Representative Bob Riley, Acting Secretary of the Army Mike Walker, and Assistant Attorney General Laurie Robinson marked the opening by raising a Justice Department flag over the part of the base converted into the CDP.

The opening of the CDP marks the first step in the conversion of Fort McClellan from military to civilian use. When the military base at Fort McClellan closes in September 1999, CDP will acquire an enclave of buildings that will become CDP headquarters, training, lodging and dining facilities, and a chemical defense training facility. In addition to adding approximately 774,000 square feet of property, CDP will also develop and offer several new courses.

## TRAINING FIRST RESPONDERS

Most often, local police and firefighters are the first on the scene of incidents of terrorism or other catastrophes. OSLDPS is working to ensure that these state and local first responders have the resources and training they need to respond to incidents effectively. Beginning in FY 1998 and continuing in FY 1999, OSLDPS is establishing training programs through the Consortium for Domestic Preparedness. This consortium comprises five institutions:

- ▶ National Energetic Materials Research and Testing Center at the New Mexico Institute of Mining and Technology;
- ▶ National Center for Bio-Medical Research and Training at Louisiana State University;
- ▶ National Emergency Response and Rescue Training Center at Texas A&M;
- ▶ National Exercise, Test, and Training Center, Nevada Test Site;
- ▶ Center for Domestic Preparedness at Fort McClellan, Alabama.

The members of the consortium will develop specific training programs to address different types of threats. For example, the Center for Domestic Preparedness (CDP) conducts training using live chemical and biological agents, while the training center at the New Mexico Institute of Mining and Technology will offer training in responding to events where explosive devices have been used.

CDP offers two live agent training courses to first responders from across the United States. Operations and Incident Command is a three-day basic introduction to weapons of mass destruction, covering chemical, ordnance, biological, and radiological (COBRA) threats. Advanced Operations is a 32-hour, train-the-trainer resident course that focuses on the practical aspects of responding to incidents involving weapons of mass destruction. In FY 1998, 650 emergency responders were trained at Fort McClellan. In FY 1999, CDP will add courses in Public Works, Community Leaders, Decontamination, Risk Communications, and Pre-incident Planning.

In FY 1998, the Bureau of Justice Assistance, in conjunction with the FBI, supported specialized multi-agency domestic preparedness training for state and local law enforcement and prosecution agencies. More than 1,000 law enforcement officers and prosecutors completed the training, which is designed to build a better understanding of domestic terrorism and the organizations and individuals who commit such acts.

## **EQUIPPING LOCALITIES**

As an initial effort in FY 1998, OSLDPS provided \$12 million to 41 metropolitan jurisdictions under the State and Local Domestic Preparedness Equipment Support Program. The funds are being used to purchase certain types of emergency response equipment needed by fire services, emergency medical services, hazardous materials response units, and law enforcement agencies to respond to a terrorist incident involving nuclear, chemical, or biological weapons or explosive or incendiary devices. Types of equipment purchased through the program include protective suits, decontamination showers, equipment to detect chemical, biological, and radiological threats, and interoperable communications equipment to allow firefighters, law enforcement, HAZMAT teams, and emergency medical personnel to coordinate their efforts.

In FY 1999, OSLDPS will expand the equipment support program to provide funds to the 157 largest metropolitan areas in the United States and at least one site in each state.

## **SHARING INFORMATION ON TERRORISM**

In addition to coordinating with the FBI's National Domestic Preparedness Office, OJP is working with other federal agencies such as the Federal Emergency Management Agency and state and local governments to share information on counterterrorism and domestic preparedness efforts.

At the request of the Attorney General, OSLDPS convened a Stakeholders' Forum in August 1998. The session was intended as a "listening conference" for federal officials to learn how federal agencies could best assist state and local jurisdictions in their planning for and response to incidents of domestic terrorism involving chemical and biological agents and nuclear and explosive devices. Participants of the forum included representatives from state and local law enforcement, fire and emergency medical service personnel, public works, emergency response agencies, and state and local government. OSLDPS will be incorporating recommendations from the field into its training curricula at the five Consortium for Domestic Preparedness sites.

## **COUNTERING TERRORISM**

Various OJP programs are redirecting existing efforts to focus on countering terrorism. The National Institute of Justice Office of Science and Technology, discussed in Chapter 8, is funding technology research and development specifically designed for law enforcement counterterrorism efforts. For example, through-the-wall surveillance technology currently being developed will allow officers to see terrorist activity occurring within a building, a tool especially valuable in hostage situations. Also in development are technologies that screen for concealed weapons and explosives and improvements to methods for disabling explosive devices.

In addition to the work of the Office for Victims of Crime (OVC) in responding to incidents of terrorism, described in Chapter 7, OVC is preparing for future incidents by training responders to terrorist acts in victim assistance, assembling crisis teams, and formalizing partnerships with the State Department to provide immediate and long-term victim services to Americans who experience terrorism abroad. OJP is also working within the Justice Department to ensure that the needs of state and local jurisdictions are incorporated into the Department's "Comprehensive Five-Year Counterterrorism Strategy."

### **FOR MORE INFORMATION**

**Fact sheets and publications for domestic preparedness programs are in development. For the most current information, visit the OJP Website at [www.ojp.usdoj.gov](http://www.ojp.usdoj.gov), which includes general information about OJP and its bureaus and program offices, e-mail addresses, downloadable versions of application kits, and links to selected criminal justice Websites. The National Criminal Justice Reference Service (NCJRS) Website at [www.ncjrs.org](http://www.ncjrs.org) offers online versions of most OJP publications. The following publications are available from NCJRS:**

***Office of Justice Programs FY 1999 Program Plan (OJP) SL000319***

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# FOR MORE INFORMATION

The Office of Congressional and Public Affairs is a key point of contact for all of OJP. OCPA is responsible for ensuring effective communications with Congress, the news media, and the public. The telephone number for OCPA is 202/307-0703.

OJP maintains a Website at [www.ojp.usdoj.gov](http://www.ojp.usdoj.gov). In addition to general information about OJP and its bureaus, the Website includes downloadable versions of many OJP publications and application kits, as well as useful links to selected criminal justice Websites. Each bureau and office's Website includes an e-mail address where you can write with questions about the office.

To be placed on mailing lists to receive grant announcements and application kits, call the Department of Justice Response Center at 1-800/421-6770 (in Washington, D.C. call 202/307-1480).

For ordering and other information about OJP publications, contact the National Criminal Justice Reference Service at 1-800/851-3420 or on the Internet at [www.ncjrs.org](http://www.ncjrs.org). You may also call one of the OJP clearinghouses listed below.

BJA Clearinghouse  
1-800/688-4252

Juvenile Justice Clearinghouse  
1-800/638-8736

BJS Clearinghouse  
1-800/732-3277

National Victims Resource Center  
1-800/627-6872