



**U.S. DEPARTMENT OF JUSTICE  
OFFICE OF JUSTICE PROGRAMS**



**FISCAL YEARS 2007-2012**

**STRATEGIC  
PLAN**

**AUGUST 28, 2006**

# MESSAGE

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## FROM THE ASSISTANT ATTORNEY GENERAL

Thank you for taking time to review the Office of Justice Programs (OJP) Strategic Plan. This plan not only provides an overview of OJP's work within the Department of Justice (DOJ), but guides our goals and objectives for the next five years; reaffirming our commitment to preventing and controlling crime, administering justice, and assisting victims.

Upon being confirmed as Assistant Attorney General in June, 2005, I became aware that changes were needed to continue OJP's record of success in the justice community. With ever increasing demands on limited resources, OJP must get more for each tax dollar invested. Our "One OJP" initiative, which includes a communication plan, the coordination of common operating areas, and this Strategic Plan, ensures that our five bureaus and program and support offices coordinate as much as possible to focus on today's justice challenges. All of these steps are necessary to ensure that we are using our resources as efficiently and effectively as possible.

OJP provides innovative leadership to federal, state, local, and tribal justice systems; disseminating state-of-the-art knowledge and practices across America. By promoting state and local partnerships, we ensure everyone works together toward a common goal; reducing waste and duplication of efforts. Our statistical work helps us focus on the most pressing justice concerns and our research anchors our programs to the best evidence and practices available.

OJP must be proactive and anticipate the next justice community challenge, and we must continually reevaluate our performance. In addition, we must offer effective training and technical assistance to make sure that programs turn our investments into results. We will continue to build upon our successful programs and expand upon the valuable partnerships to leverage new resources being introduced into the field. OJP will also work harder than ever with other federal agencies to pool and target our resources.

Thank you again for your interest in the Office of Justice Programs. I can assure you that everyone at OJP works everyday to prepare America's communities for the challenges they face and to make our neighborhoods safer.

Regina B. Schofield  
Assistant Attorney General  
Office of Justice Programs

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## Executive Summary

Over the last 12 years, crime has fallen dramatically. Homicides, assaults, sexual assault, and armed robbery rates have hovered around record lows. Experts credit the drop in crime to a number of factors, including increased incarceration, better equipped police, and improved social support systems aimed at prevention and rehabilitation.

Although tremendous progress has been made, there is still more to do. While violence overall has declined, at-risk urban neighborhoods have been experiencing an increase in violent incidents because of the presence of gangs, guns, and drug markets on their streets. Even small- and medium-sized cities and suburbs surrounding large urban areas are now at risk as violent street gangs spread across the country. Crimes against children remain a serious concern. The Nation's prisons and jails are at record capacity and recidivism rates remain alarmingly high. Of those who complete their sentences and are released, an estimated two-thirds will be rearrested for a serious misdemeanor or felony within 3 years; half will be re-incarcerated in a prison or jail.

Most of the responsibility for crime control and prevention rests with our Nation's state and local governments. Since 1984, the Office of Justice Programs has worked in partnership with federal, state, local, and tribal government officials to meet its critical mission of supporting the justice system of the United States. OJP's partnerships provide actionable plans to all levels of government to improve the administration of justice. The Office consists of five bureaus and one program office: the Bureau of Justice Assistance, the Office of Juvenile Justice and Delinquency Prevention, the Office for Victims of Crime, the Bureau of Justice Statistics, the National Institute of Justice, and the Community Capacity Development Office, which administers our Weed and Seed Program. OJP provides federal leadership in developing the Nation's capacity to prevent and control crime, improving justice systems, increasing knowledge about crime and related issues, and assisting crime victims. OJP monitors long-term trends and focuses research across the spectrum of justice issues to identify emerging needs and opportunities.

OJP programs, services, and investments are substantial and broad in scope. Its programs and projects constitute an investment portfolio of billions of dollars. Although most programs are individually managed by one of OJP's bureaus or program offices, collectively they represent a major strategic policy framework that is molded and shaped by the President, Congress, the Attorney General, and the Assistant Attorney General for OJP. The strategic planning process adds value by ensuring alignment among the Department's strategic direction, OJP's policy priorities, and OJP's bureaus and offices.

The OJP Strategic Plan, covering the timeframe from FY 2007 through FY 2012, describes the underlying issues and situations facing the United States' criminal and justice systems at the state, local, and tribal levels and how OJP is responding to them. It emphasizes the importance of partnerships between OJP and state, local, and tribal governments. Most important, the plan communicates the challenges that OJP faces in prioritizing increasing demands for resources and how it will address these challenges. The OJP Strategic Plan provides a framework to focus funding in order to optimize the return on investment of taxpayer dollars.

OJP must adapt the way that it does business in order to have the greatest impact on reducing crime. The changes involve adopting a "One OJP" orientation that ensures a coordinated approach for addressing cross-cutting issues at the OJP level. These changes also involve placing increased emphasis on providing knowledge, information, and innovation through a "knowledge-to-practice model"; a research-based approach for providing evidence-based knowledge and tools to meet the challenges of crime and

justice. We use this approach to discover and evaluate practices that work, disseminate those practices, and discontinue those that do not work.

This OJP Strategic Plan is organized into three chapters. Chapter 1 discusses major challenges and responses confronting state, local, and tribal justice organizations. Chapter 2 presents OJP strategic goals and objectives, strategies, and performance measures. Chapter 3 discusses major management and administration priorities necessary in order to conduct and support the mission.

## **Mission, Vision, and Motto**

### **Mission**

To increase public safety and improve the fair administration of justice across America through innovative leadership and programs.

### **Vision**

To be the premier resource for the justice community by providing and coordinating information, statistics, research and development, training, and support to help the justice community build the capacity it needs to meet its public safety goals; embracing local decision making and encouraging local innovation through strong and intelligent national policy leadership.

### **Motto**

Innovation. Partnerships. Safer Neighborhoods.

# CHAPTER 1

## JUSTICE SYSTEM

### CHALLENGES & RESPONSE

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OJP has a long and impressive list of accomplishments, and to continue that record OJP programs need to adapt constantly to the changing nature of crime and to evolve in their understanding of criminal activities. Doing so is necessary to support the Department's mission to "enforce the law and defend the interests of the United States according to the law; to ensure public safety against threats foreign and domestic; to provide federal leadership in preventing and controlling crime; to seek just punishment for those guilty of unlawful behavior; and to ensure fair and impartial administration of justice for all Americans."

OJP does not directly carry out law enforcement and justice activities. Its role is to work in partnership with the justice community to identify the most pressing challenges confronting the justice system and to provide state-of-the-art knowledge, information, training, coordination, and innovative strategies and approaches for dealing with these challenges. The ultimate effectiveness of the Nation's justice system depends on the effectiveness of federal, state, local, and tribal law enforcement and justice agencies. Non-profit and faith-based organizations also have a role to play in addressing the underlying causes of crime. The success of each of these functional organizations has a direct bearing on crime, public safety, and the fair administration of justice.

The challenges identified in this Strategic Plan represent some of the most difficult and pressing issues facing law enforcement and the justice system, and therefore merit an OJP response. This Chapter provides a brief description of these challenges and sets the stage for the strategic goals, objectives, and strategies that are included in Chapter 2.

## The Challenges

Since 1994, violent crime, as measured by victim surveys, has fallen by 57 percent and property crime by 50 percent. Near record low rates of homicide, assault, sexual assault, and armed robbery rates have been achieved. The proportion of serious violent crime committed by juveniles has generally declined.

Despite these positive trends, significant challenges continue to confront the justice system. Urban neighborhoods have experienced an increase in violent crime because of the increase in gangs, guns, and drug markets, which is spreading to small- and medium-sized cities near these areas. By mid-year 2005, the Nation's prisons and jails reached a record of nearly 2.2 million inmates - an increase of more than 1,000 new inmates per week. An estimated two-thirds of released prisoners will be rearrested for a serious misdemeanor or felony within three years of their release; half will be re-incarcerated in a prison or jail.

Border security is critical. The types of criminal activity found on the southwest border - illegal immigration, gangs, smuggling of counterfeit goods, human trafficking, and narcotics - will influence the Nation's justice agenda for some time. These problems are not isolated to the federal government, as state and local officials in the border areas and across the Nation face the fall-out from border security issues. These include gangs operating in urban areas, distribution of methamphetamine processed in Mexico, and sweat shops staffed by trafficked labor. The record increase in federal arrests, prosecutions, and imprisonment for immigration violations alone over the last several years highlights the magnitude of the problem. Law enforcement officials often must investigate transnational and cyber crime beyond our borders that directly affect American society.



Today's justice practitioner must work in a dynamic world where criminal activity and public expectations are changing every day. For example, only a few years ago identity theft was largely limited to check forgery. Today, Internet crime is wide-ranging and varied, and includes identity theft in several forms, child exploitation, and organized crime. Crystal methamphetamine and prescription drug abuse are a major challenge to law enforcement. The public expects the justice system to provide for public safety while respecting privacy, minimizing the use-of-force, and intervening positively on behalf of both victims and suspects. OJP provides the justice professional with a national resource to identify and demonstrate new ideas in response to emerging challenges.

We cannot predict with certainty every new challenge that law enforcement will face over the next five to ten years. Certainly, criminals—including terrorists—will improve their ability to use technology to commit sophisticated crimes that cross jurisdictional and international boundaries. In response, the justice community will need access to comparable tools in information sharing, forensic science, identification technologies, and protective equipment. The need for more effective intervention strategies, in areas such as drug treatment, re-entry, and domestic violence continues. Innovative approaches will be needed to assist tribal and immigrant communities, as well as our Nation's youth. Law enforcement officers and other justice practitioners will be expected to maintain ever-higher standards of professional conduct; appropriate education, training, and evidence-based policy development are crucial.

Multiple strategies are needed to deal with these problems, and it is critical to understand what works—and what does not—in various contexts to inform sound policy-making. By identifying these challenges, OJP can provide a national resource to develop the best approaches for a wide variety of places and environments. The following issues reflect OJP's highest priorities for the strategic planning timeframe.

### ***Safe Neighborhoods (Guns, Gangs, and Drugs)***

Violent crime continues to be a major challenge, especially when commingled with the problems of gangs and drugs. Violent criminals often have extensive records and pose a significant risk to community safety. Targeting "high impact players" is an effective strategy for preventing and reducing future crimes.

Since 2001, the Bush Administration has committed approximately \$1 billion to combat gun crime through Project Safe Neighborhoods (PSN). PSN and other programs in recent years have built a growing knowledge of how to identify these offenders and what specific interventions are effective. Coordination of efforts combined with information and intelligence developed at the local level are effective and powerful tools to prevent and fight crime. For example, local partnerships with federal law enforcement agencies—such as the Alcohol, Tobacco, and Firearms (ATF), Federal Bureau of Investigation (FBI), U.S. Marshals Service, and U.S. Attorneys—can yield additional support and tools such as gun tracing, federal firearms enforcement, and Racketeer Influenced and Corrupt Organizations Act (RICO) prosecution.

OJP, in partnership with local U.S. Attorney offices, will build on the success of previous strategies to coordinate the fight against violent crime. Anti-gang funding has been combined with PSN funding to more effectively coordinate the two efforts. Communities across the country have had success building the Attorney General's anti-gang initiative, various drug elimination strategies, and other place-based strategies such as the Public Housing Safety Initiative in the Weed and Seed program. OJP will promote multi-jurisdictional, multi-divisional, and multi-disciplinary programs and partnerships that increase the capacity of communities to prevent and control these serious crime problems.

### ***Law Enforcement and Information Sharing***

Law enforcement in the United States, unlike that in most other industrialized countries, has several levels and is comprised of approximately 18,000 federal, state, local, and tribal agencies. This level of

decentralization is consistent with American federalism, but it presents numerous challenges to those who are intent on fostering innovation and responding to national threats, such as terrorism. Ensuring that the justice community shares information, adopts best practices, and responds to emerging issues with the same level of effectiveness and timeliness is a daunting task.

Post-September 11<sup>th</sup>, developing law enforcement intelligence and sharing information are major priorities among federal, state, local, and tribal agencies. OJP faces the challenge of working toward large-scale sharing of critical justice and public safety information in an efficient, timely, and secure manner, while also ensuring the privacy rights of individuals. OJP is providing national leadership and serving as a resource for the justice community through the Global Justice Information Sharing Initiative (Global). The Global Advisory Council and its four working groups (Infrastructure/Standards, Intelligence, Privacy/Information Quality, and Security) focus their efforts on defining core justice information sharing requirements and identifying challenges and solutions.

### ***Tribal Justice***

Tribal nations face many of the same challenges as other communities, including substance abuse, violent crime, gangs, family violence, and sex crimes. Addressing these issues, however, is complicated by jurisdictional issues among tribal, state, and federal justice agencies. In any given reservation, all three governmental entities can possess overlapping jurisdiction over particular crimes which need to be coordinated. In addition, many of the federally-recognized tribes either do not have tribal justice systems in place, or have only developed them in the last decade. In many cases, tribal communities have limited economic resources and are remotely located, making implementation and sustainment of coordination efforts a significant barrier.

Strategies targeting these conditions include training and resources for problem solving courts; coordinated law enforcement intelligence sharing and interdiction on violent crime activity and gangs; specialized training on methamphetamine detection, enforcement, and cleanup; building tribal courts and their collaboration with federal and state criminal courts; use of technology and forensic sciences in prosecution of cases; and building strong community corrections strategies. OJP also coordinates federal responses, partnering with other DOJ agencies, the Bureau of Indian Affairs, the Department of Health and Human Services (HHS), Indian Health Services, and the Department of Housing and Urban Development (HUD).

### ***Forensics, DNA, Missing Persons, and Cold Cases***

Law enforcement, courts, and corrections personnel have long faced challenges in resolving cases where there was missing or limited witnesses or circumstantial evidence. Recent developments in the physical sciences have created critical new tools to improve both law enforcement clearance rates and successful prosecutions. A key challenge is to ensure that technological advances are communicated and accessible to all levels of the justice community. While many larger, more urban law enforcement agencies are aware and take advantage of technology, others do not have sufficient resources or training. Moreover, the rapid advance of science and technology creates ongoing dissemination and adoption issues.

Under the President's DNA Initiative, strategies have been put into place to address many of these issues, including the development of training curricula. Training must now be offered more widely to law enforcement, prosecutors, and judges. Training should include how best to exploit crime scenes, collect DNA samples from offenders, and work with victims affected by these cases.

### ***Prisoner Reentry***

Repeat offenders who cycle in and out of the justice system commit a significant portion of all crime and drive up the cost of operating justice agencies. These offenders often have risk factors such as mental

health problems and substance abuse; limited education and literacy; inadequate job skills; and a lack of positive support systems that, if addressed, reduce the likelihood of re-offending.

OJP can address these issues with two strategies: community-based options for less serious offenders, such as problem-solving courts; and intensive, multi-phase reentry programs for those who are incarcerated. Problem-solving courts and reentry programs stress strong screening and assessment of offenders; involvement of justice leaders; access to proven and appropriate services that will address risk factors; use of graduated sanctions and incentives; and collaboration between partner agencies to assess and respond quickly to non-compliance. These approaches also require a system-wide approach that begins in the agencies and institutions and continues in communities with their support. Strategies are being developed for specific populations that are growing, including women offenders, minority offenders, the elderly, violent criminals, gang members, and sex offenders. Attention is also being focused on identifying and sustaining those programs that have proven effective in reducing recidivism.

### ***Human Trafficking***

Human trafficking is a form of modern-day slavery that has only recently emerged as a national problem, in part because the nature and extent of the problem has been poorly understood. No reliable figures exist for the volume of human trafficking in the United States. The U.S. State Department estimates trafficking of foreign women and children into the United States for sex trades to be in the range of 14,000 to 18,000 persons annually. No estimates exist for trafficking of women or men for non-sex purposes either internationally or domestically. Research suggests that international traffickers operate in small groups largely through personal contacts. Domestic trafficking shows some evidence of organization through regional gangs. Based on the knowledge available, challenges exist in four areas: (1) gaining a better understanding of the nature and extent of trafficking; (2) improving law enforcement capabilities to detect and investigate traffickers; (3) improving state and local abilities to prosecute trafficking cases; and (4) providing services and securing cooperation from victims.

Because of the complex nature of human trafficking cases, successful investigations and prosecutions require a victim-centered, multi-disciplinary approach that draws on the resources and expertise of law enforcement, prosecutors, and governmental and non-governmental victim service providers. OJP will combat the problem through the DOJ's Human Trafficking Taskforces; specialized investigation, prosecution, and victim assistance; training and education; on-going awareness campaigns; and coordination with other federal agencies through the Senior Policy Operating Group (SPOG) for Human Trafficking in the State Department.

### ***Juvenile Delinquency, Prevention, and Intervention***

Our Nation faces many challenges related to juvenile delinquency, including youth gangs, recidivism among youth offenders, and tribal youth crime. Researchers estimate that roughly one-third of the more than 600,000 returning offenders (adult and juvenile) each year is younger than 24 years of age. In spite of the high cost of out-of-home placement, the recidivism rate among juveniles following release from secure or other residential placement remains alarmingly high. Juveniles are likely to have repeated placements and many of them will have been incarcerated for approximately one-third of their adolescence.

American Indians experience violent crime at a rate twice that of the general population. Because of this, OJP is focusing on more training for tribal law enforcement and justice personnel and comprehensive programs that focus on preventing juvenile delinquency, providing intervention services, and imposing appropriate sanctions.

Over time, effective front-end delinquency prevention services can reduce the social and economic burden borne by the back end of the juvenile justice system—adjudication and confinement. OJP focuses on helping youth avoid involvement in delinquency through reducing the risk factors and enhancing the protective factors in their schools, communities, and families. OJP strives to strengthen the capability and capacity of our juvenile justice system to confront these challenges through prevention and intervention. OJP is working to prevent and reduce youth involvement in gangs by addressing specific risk and protective factors associated with the likelihood of delinquent behavior and the needs and desires that underlie the decision to join a gang.

### ***Internet Crimes Against Children (ICAC)***

Everyday, thousands of children and teens go online to research homework assignments, play games, and chat with friends. And, everyday sexual predators roam the Internet, posting and/or looking for child pornography and soliciting minors to engage in sexual activity. Not only are these sex-related crimes intolerable, they pose formidable challenges for law enforcement, who must adapt their investigative techniques to a constantly evolving array of technology.

OJP addresses the proliferation of Internet Crimes Against Children (ICAC) through its ICAC Task Forces as part of the Attorney General's Project Safe Childhood campaign. In 1998, ICAC was created to encourage communities to adopt a multidisciplinary, multi-jurisdictional response to technology-facilitated child sexual victimization, including online enticement and the proliferation of child pornography. Today, this program is a network of 46 multi-agency, multi-jurisdictional Regional Task Forces that receive funding to provide nationwide coverage in the investigation and prosecution of ICAC cases.

### ***Critical Incident Preparedness and Continuity of Operations (COOP)***

While the National Response Plan and other protocols provide for federal support, communities are preparing to ensure their safety, security, and sustainment as first responders to natural or man-made disasters. A critical aspect of this response is that state and local justice systems continue to operate, and that the rule of law is maintained through effective law enforcement, court operations, and correctional services, including the non-governmental organizations that support these functions.

OJP is uniquely situated to assist state and local communities with the continuity of operations of justice systems affected by critical incidents and to ensure that available federal resources are applied in an effective and efficient manner. From policy to practice, research to technology, from victim support to advocacy, to child protection and juvenile justice, OJP's services are critical to maintaining the rule of law. OJP's training, technical assistance, and funding support are closely coordinated with state agencies responsible for administering federal funding and with other DOJ and non-DOJ agencies at the national level. OJP's recent involvement in responding to Hurricane Katrina and its help to states, local communities, and justice systems in preparing for a pandemic influenza are solid examples of OJP's experience and capabilities in this area.

## The Response

OJP continues to support existing programs and initiate new ones to tackle the challenges above and many others. The Office provides information, justice statistics, and research studies to a broad community of users. It works in partnership with state, local, and tribal governments and expert panels and working groups to develop, implement, and support effective programs to address the most pressing issues. OJP also administers many programs mandated and funded by Congress.

Addressing these challenges will require continued outstanding efforts on the part of OJP's bureaus and offices. The strategic planning process examined how goals and objectives have been accomplished in the past and how they will be managed going forward. The conclusion was that OJP is facing a changing landscape that creates an imperative for a corresponding strategic change in how it sets priorities and conducts business. The two primary driving forces are:

1. Addressing issues that span multiple OJP and DOJ organizations, and
2. Confronting the most critical problems in the most effective manner.

OJP has adopted a "One OJP" operational model. Challenges are prioritized across the Office, and when appropriate, crosscutting programs are developed and implemented. The employee Strategic Planning and Action Committee (STRATPAC), comprised of key personnel from within OJP, analyzes and develops coordinated approaches to issues and provides actionable recommendations. The recommendations are then incorporated into OJP's operational plans and activities.

While it is likely that many OJP programs will continue well into the future because they are legislatively mandated, it is also likely that the level of discretionary funds will not significantly increase in the future. Therefore, OJP must adjust its business model to provide the maximum return on investment for taxpayer dollars. This shift requires that OJP use knowledge, information, and innovation to identify and disseminate best practices for adoption by state, local, and tribal justice organizations. This "knowledge-to-practice" model ensures that OJP programs have specific, measurable objectives focused on the underlying challenges, have finite terms of duration, and include evaluations to assess their effectiveness.

The OJP Strategic Plan provides a framework for managing progress at the OJP level and planning and setting priorities at the bureau/office level. The next two chapters present the goals, objectives, performance measures, and strategies that OJP will pursue and the management and administration necessary to ensure success.

# CHAPTER 2

## STRATEGIC GOALS AND OBJECTIVES

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### FISCAL YEARS 2007-2012

OJP’s strategic goals and objectives reflect its legislative mandates, strategic priorities, and resources. They are broad, long-term, and represent planned outcomes that contribute directly to the DOJ mission. OJP is a partner in the fight against crime—it does not perform policing activities, prosecute or adjudicate cases, manage incarcerated persons, or otherwise directly perform law enforcement or justice operations. OJP’s success is measured in how well it increases justice capacity and improves the effectiveness of the justice community.

Two key OJP themes are represented in the goals and objectives: (1) OJP is committed to fulfilling its leadership responsibilities in forging a coordinated national response to crime, and (2) OJP will work to strengthen collaborative efforts with other federal agencies, states and localities, tribal governments, community groups, and others.

OJP’s strategic goals and objectives are listed below and described in more detail on the following pages.

<b>OJP Strategic Goals and Objectives</b>	
<p><b>Goal 1 Increase the Nation’s capacity to prevent and control crime</b></p> <ul style="list-style-type: none"> <li>1.1 Improve policing and prosecution effectiveness</li> <li>1.2 Enhance the capabilities of jurisdictions to share information</li> <li>1.3 Increase the availability and use of technological resources for combating crime</li> <li>1.4 Improve the effectiveness of juvenile justice systems</li> </ul> <p><b>Goal 2 Improve the fair administration of justice</b></p> <ul style="list-style-type: none"> <li>2.1 Improve the adjudication of state, local, and tribal laws</li> <li>2.2 Improve corrections and reduce recidivism</li> </ul>	<p><b>Goal 3 Reduce the impact of crime on victims and hold offenders accountable</b></p> <ul style="list-style-type: none"> <li>3.1 Provide compensation and services for victims and their survivors</li> <li>3.2 Increase participation of victims in the justice process</li> </ul> <p><b>Goal 4 Increase the understanding of justice issues and develop successful interventions</b></p> <ul style="list-style-type: none"> <li>4.1 Provide justice statistics and information to support justice policy and decision-making</li> <li>4.2 Conduct research that supports and advances justice policy, decision-making, and program evaluation</li> </ul>

# **OJP STRATEGIC GOAL 1**

## **INCREASE THE NATION’S CAPACITY TO PREVENT AND CONTROL CRIME**

Preventing and controlling crime is critical to ensuring the strength and vitality of democratic principles, the rule of law, and the fair administration of justice. Our police, prosecutors, and other law enforcement personnel constitute an effective law enforcement team that enforces laws and aggressively detects, investigates, and prosecutes unlawful activities. Their presence serves as strong deterrent and promotes public safety and security. OJP is proud of its contributions to this important outcome and will continue to identify and address the most significant national needs, provide leadership, and effectively manage its portfolio of programs and projects worth billions of dollars.

The following major objectives will be achieved in support of this strategic goal:

### **Objective 1.1: Improve policing and prosecution effectiveness**

This broad objective will be achieved by improving policing effectiveness with specific types of crime including drugs, white collar, cyber, and hate crimes. OJP will aid law enforcement with gun violence, domestic violence, child abuse, cold cases, and human trafficking. The Office will emphasize innovative, collaborative initiatives such as the community-based Weed and Seed program. Prosecution effectiveness will be enhanced through implementation of the capital litigation improvement initiative that provides prosecutors with the tools, knowledge, and resources to try capital cases effectively.

OJP will enhance tribal justice by supporting implementation and continuing operation of tribal judicial systems. Initiatives include establishing core tribal court structures; improving case management; training court personnel; acquiring additional equipment and/or software; enhancing prosecution and indigent defense; supporting probation diversion and alternative sentencing programs; accessing services; focusing on juvenile services and multidisciplinary protocols for child physical and sexual abuse; and structuring intertribal or tribal appellate systems.

### **Objective 1.2: Enhance the capabilities of jurisdictions to share information**

DOJ has initiated a comprehensive approach to confront and overcome barriers to information-sharing in the Law Enforcement Information-Sharing Program (LEISP). LEISP is a nationwide law enforcement information-sharing collaborative connecting multiple partners including the FBI, other DOJ components, the Department of Homeland Security (DHS), the intelligence community, and local law enforcement agencies across America. LEISP focuses on enabling law enforcement agencies to access shareable DOJ information in a timely and secure manner. With less time spent requesting information, law enforcement can focus on transforming intelligence into action. Because guidelines for ensuring security, privacy, and accountability are strictly enforced, LEISP partners can readily share information among each other.

Training and recommendations from OJP and the National Criminal Intelligence Sharing Plan are consistent with and complementary to guidelines contained within the LEISP. Additionally, through the Global initiative, OJP addresses the policy, connectivity, and jurisdictional issues that have hampered effective justice information sharing.

### **Objective 1.3: Increase the availability and use of technological resources for combating crime**

OJP is uniquely positioned to spur the adoption of innovative and proven cost-effective crime-fighting equipment across America. The Nation's 18,000 law enforcement agencies have become more reliant on new and advanced equipment to effectively and efficiently carry out their responsibilities for public safety. This increased reliance is due to the improved performance that well-designed and properly implemented equipment yields and the need to counter criminals who increasingly use advanced technologies. OJP will research, develop, test, and evaluate recommendations spanning the full range of criminal justice requirements, including less-lethal weapons; surveillance technologies; information and communications systems; forensics; and personal protective equipment. This information will help inform thousands of procurement decisions made each year by state, local, and tribal law enforcement that obligate hundreds of millions of dollars.

OJP recently initiated the President's five-year, \$1 billion DNA initiative to improve the Nation's capacity to use DNA evidence by eliminating casework and convicted offender backlogs; funding research and development; improving crime lab capacity; providing training for all stakeholders in the justice system; and conducting testing to identify the missing. Newer DNA analysis techniques can yield results from biological evidence invisible to the naked eye, even in cases where the evidence is contaminated. Today, police departments throughout the country are reexamining unsolved rape, homicide, and other cases using advanced DNA methods. Newly processed DNA profiles are uploaded into the FBI database, CODIS, so the data can be compared with DNA profiles derived from convicted offenders and evidence samples already in the national system. Matches are confirmed by obtaining and analyzing a second sample from the suspect and then reported to law enforcement.

While DNA technology is helping to solve crimes and exonerate the innocent across the country, many public crime laboratories are not fully equipped to handle the increased demand for DNA testing. Some laboratories have large backlogs of unanalyzed DNA samples from convicted offenders and crime scenes, which can significantly delay criminal investigations and the administration of justice. OJP's DNA initiative and other efforts are designed to increase the availability and use of technological resources for combating crime.

*OJP Strategic Goal 1 and Strategic Objectives 1.1, 1.2, and 1.3 align to DOJ Strategic Goal 2: Prevent Crime, Enforce Federal Laws, and Represent the Rights and Interests of the American People and Strategic Objective 2.1: Strengthen partnerships for safer communities and enhance the Nation's capacity to prevent, solve, and control crime.*



#### **Objective 1.4: Improve the effectiveness of juvenile justice systems**

Juvenile justice methods and practices differ from state-to-state, jurisdictions have limited resources, and there is a general state of flux and volatility within the juvenile field; all making it difficult to administer juvenile justice consistently. Juvenile justice systems have a substantial opportunity to improve their effectiveness by reaching youth at earlier ages, rehabilitating them, and thereby controlling and preventing crime.

OJP will use its “voice,” resources, and programs to identify, develop, and prioritize innovative strategies for improving juvenile justice effectiveness and to promote the use of evidence-based practices. It will focus on collaborative strategies among federal, state, local, and tribal governments; placing special emphasis on common challenges in intervening with delinquent youth, serving youth victims, and accountability-based sanctions. OJP will continue to help combat Internet-based child pornography; provide training and technical assistance to improve the courts' handling of child abuse and neglect cases; and ensure timely decision-making in permanency planning. OJP programs will focus on the best approaches to ensure that states and communities implement programs that are responsive and effective in addressing delinquency and child victimization.

Research shows that an abductor who intends to murder a child victim will likely do so within 3-4 hours of the abduction. To prevent this tragedy and other harm to the child, it is critical that AMBER Alerts be posted and resolved as soon as possible. OJP supports training and technical assistance to state and regional AMBER Alert teams to encourage them to use best practices in their investigations so that children can be located and reunited with their families as quickly as possible.

*OJP Strategic Goal 1 and Strategic Objective 1.4 align to DOJ Strategic Goal 2: Prevent Crime, Enforce Federal Laws, and Represent the Rights and Interests of the American People; Strategic Objective 2.3: Prevent, suppress, and intervene in crimes against children; Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice; and Strategic Objective 3.6: Promote and strengthen innovative strategies in the administration of state and local justice systems.*

## Performance Measures for Strategic Goal 1

Table 1 presents the set of performance measures that will be used to measure progress in achieving this strategic goal. Specific baseline and target values are reported annually in the OJP annual budget submission and are submitted to the Office of Management and Budget (OMB) for programs that are subject to Program Assessment Rating Tool (PART) assessments.

<b>Table 1 – Performance Measures</b>			
<b><u>Strategic Goal 1: Increase the Nation’s capacity to prevent and control crime</u></b>			
<b>OJP Strategic Objective</b>	<b>USDOJ Strategic Plan Objective</b>	<b>Performance Measures</b>	<b>Program(s)</b>
<b>Objective 1.1: Improve Policing and Prosecution Effectiveness</b>			
1.1	2.1	Average change in crime rate in the Weed and Seed sites	Weed & Seed
1.1	2.1	Percent reduction in homicides in the Weed and Seed sites	Weed & Seed
1.1	2.1	Percent increase in number of "trafficking victim saves" (individuals recovered from a trafficking victim situation) within program-funded jurisdictions	Human Trafficking Victims
1.1	2.1	Percent of targeted PSN sites reporting a reduction over the previous year in the number of homicides with a firearm	Project Safe Neighborhood (PSN)
1.1	2.1	Number of methamphetamine labs seized	Edward Byrne Justice Assistance Grant (JAG)
1.1	2.1	Average percent increase over prior year in number of cases handled by courts receiving enhancement or continuing operations grant awards	Tribal Courts Assistance Program
1.1	2.1	Percent reduction in number of alcohol and substance abuse related crimes (post program results as compared to last comparable pre-program period)	Indian Alcohol and Substance Abuse

<b>Objective 1.2: Enhance the capabilities of jurisdictions to share information</b>			
1.2	2.1	Percent increase in Regional Information Sharing System (RISS) inquiries	Regional Information Sharing System (RISS)
1.2	2.1	Percent of applications for firearms transfers rejected primarily because of a prior felony conviction	National Criminal History Improvement Program (NCHIP)
1.2	2.1	Percent of state law enforcement agencies that have implemented initiatives to institutionalize the use of intelligence and the National Criminal Information Sharing Plan into their operations	Global Information Sharing
<b>Objective 1.3: Increase the availability and use of technological resources for combating crime</b>			
1.3	2.1	Percent reduction in DNA backlog	Research and Technology Development
1.3	2.1	Number of prototype technologies developed	Research and Technology Development
1.3	2.1	Reduction in the average number of days between submission of a DNA sample to a lab and the delivery of the test results to the requesting agency	Research and Technology Development
1.3	2.1	Increase in DNA analysis throughput for labs	Research and Technology Development
<b>Objective 1.4: Improve the effectiveness of juvenile justice systems</b>			
1.4	2.3	Percent increase in the number of children recovered within 72 hours of the issuance of an Amber Alert	Missing & Exploited Children
1.4	2.3	Number of computer forensic technical assistance examinations provided by ICAC task forces to non-ICAC law enforcement	Missing & Exploited Children
1.4	3.6	Percent of program youth who exhibit a desired change in behavior	JABG, Major OJJDP Programs, & Gang Six Sites
1.4	3.6	Percent of program youth who offend or re-offend	JABG, Major OJJDP Programs, & Gang Six Sites

## **OJP STRATEGIC GOAL 2**

### **IMPROVE THE FAIR ADMINISTRATION OF JUSTICE**

In many respects, effective justice administration contributes directly to Strategic Goal 1: *Increase the Nation's Capacity to Prevent and Control Crime*. When suspected offenders enter the justice system they are protected by constitutional rights and are innocent until proven guilty. When a guilty judgment is rendered, the justice system must determine and administer punishment, which might include a combination of levying and collecting fines or administering conditions of probation, incarceration, or parole. By taking steps to improve the adjudication of state, local, and tribal laws and reduce recidivism, OJP will reduce the number of persons who might commit crime and increase the number of advocates who might persuade others not to commit crimes.

OJP spends considerable time and resources developing, implementing, and evaluating programs to improve the fair and effective administration of justice. The following major objectives will be achieved in support of this strategic goal:

#### **Objective 2.1: Improve the adjudication of state, local, and tribal laws**

OJP strategies include supporting a full range of innovative, new problem-solving courts—family drug treatment courts, domestic violence courts, mental health courts, and re-entry courts. Problem-solving courts are designed to treat offenders while, at the same time, considering the harm to victims and the community. These courts work with other justice institutions across disciplines, such as health and social services, to address underlying issues that contribute to criminal behavior and to design appropriate interventions. In addition, OJP is researching a variety of best practices to improve court and adjudication effectiveness, including issues involving witnesses and juveniles.

#### **Objective 2.2: Improve corrections and reduce recidivism**

OJP will support effective jail and prison reentry programs that target offenders who are substance abusers; technical violators of supervision conditions; violent and high risk; non-violent but with multiple needs; and those who would otherwise face major obstacles in their reentry back into the community. These programs, which are funded through grants, technical assistance, and training, emphasize collaborative efforts among community-based services and resources; the use of non-profit, faith- and community-based organizations and mentors; and information sharing among law enforcement and other agencies. Initiatives may include gang reentry programs; methamphetamine and other substance abuse reentry programs; sex offender supervision programs; risk/need assessment of offenders; community investment in offender supervision; family system work; housing issues for offenders; sentencing options for offenders; community-based supervision options; terrorism and corrections programming; and partnerships with corrections agencies and organizations to identify, develop, enhance, or replicate promising practices related to these topics and others.

*OJP Strategic Goal 2 aligns to DOJ Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice and Strategic Objective 3.6: Promote and strengthen innovative strategies in the administration of state and local justice systems.*

## Performance Measures for Strategic Goal 2

Table 2 presents the set of performance measures that will be used to measure progress in achieving this strategic goal. Specific baseline and target values are reported annually in the OJP annual budget submission and are submitted to the Office of Management and Budget (OMB) for programs that are subject to Program Assessment Rating Tool (PART) assessments.

<b>Table 2 – Performance Measures</b>			
<b>Strategic Goal 2: Improve the fair administration of justice</b>			
<b>OJP Strategic Objective</b>	<b>USDOJ Strategic Objective</b>	<b>Performance Measures</b>	<b>Program(s)</b>
<b>Objective 2.1: Improve the adjudication of state, local, and tribal laws</b>			
2.1	3.6	Percent of program participants who recidivate within one year after completion of the program	Justice & Mental Health Collaboration
<b>Objective 2.2: Improve corrections and reduce recidivism</b>			
2.2	3.4	Number of participants in the Residential Substance Abuse Treatment (RSAT) Program	Residential Substance Abuse Treatment (RSAT)
2.2	3.4	Percent increase in the graduation rate of program participants in the Drug Courts program	Drug Courts
2.2	3.4	Percent reduction in recidivism rate	Prisoner Reentry

## **OJP STRATEGIC GOAL 3 REDUCE THE IMPACT OF CRIME ON VICTIMS AND HOLD OFFENDERS ACCOUNTABLE**

Recognizing the impact that crime has on its victims, Congress enacted the Victims of Crime Act of 1984 (VOCA) which created the Crime Victims Fund (the Fund). The Fund is comprised of monies collected from criminal fines, forfeited bail bonds, penalties, and special assessments. OJP is responsible for managing the Fund, supporting victims of crime, and ensuring that offenders are held accountable through victim participation in the justice process.

The Justice for All Act of 2004 (H.R. 5107, Public Law 108-405) (the Act) establishes the rights of crime victims in federal criminal proceedings and provides mechanisms for enforcing these rights. Although the Act extends protections to victims within the federal justice system, it is anticipated that this legislation will serve as a model for states that have not yet enacted legislation establishing crime victims' rights.

OJP has made considerable progress in meeting victim needs, but more work remains. Changing the culture and behaviors of those who work in the justice system and how they deal with victims of crime is a major priority. The following major objectives will be achieved in support of this strategic goal:

### **Objective 3.1: Provide compensation and services for victims and their survivors**

Compensating crime victims and their survivors provides a number of important benefits. Compensation is paid out of Fund monies collected from criminals. Victims and their survivors, when compensated, receive tangible acknowledgement that the justice system cares about them and that offenders are being held accountable. OJP continues to improve upon the timeliness for disbursing payments.

OJP supports victims in a variety of ways, including working with victims of domestic and international human trafficking, recovering children who have been removed from the U.S., supporting female victims of violence against women, and meeting the unique needs of victims in Indian Country. Specific strategies that will be implemented include development of victim outreach tools in languages other than English and training on facilitating support meetings for victims of traumatic loss.

### **Objective 3.2: Increase participation of victims in the justice process**

Increasing victim participation in the justice system is important to increasing offender accountability. Convictions require reliable witness testimony and victims are often the most important witnesses. Achieving this outcome can be accomplished by ensuring that victims are compensated; that the justice system treats victims responsively and with respect; and that victims are comfortable testifying as witnesses. OJP will develop and implement strategies to increase participation of victims as witnesses, such as support for closed circuit televising of testimony from victims of abuse.

*OJP Strategic Goal 3 aligns to DOJ Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice and Objective 3.7: Uphold the rights and improve services to America's crime victims.*

### Performance Measures for Strategic Goal 3

Table 3 presents the set of performance measures that will be used to measure progress in achieving this strategic goal. Specific baseline and target values are reported annually in the OJP annual budget submission and are submitted to the Office of Management and Budget (OMB) for programs that are subject to Program Assessment Rating Tool (PART) assessments.

<b>Table 3 – Performance Measures</b>			
<b><u>Strategic Goal 3: Reduce the impact of crime on victims and hold offenders accountable</u></b>			
<b>OJP Strategic Objective</b>	<b>USDOJ Strategic Objective</b>	<b>Performance Measures</b>	<b>Program(s)</b>
<b>Objective 3.1: Provide compensation and services for victims and their survivors</b>			
3.1	3.7	Ratio of Crime Victim's Fund dollars awarded to total economic loss incurred by victims of crime	Crime Victim's Fund
3.1	3.7	Percent of violent crime victims that receive help from victim agencies	Crime Victim's Fund
<b>Objective 3.2: Increase participation of victims in the justice process</b>			
3.2	3.7	Percent increase in the number of Victim Notification System (VNS) notifications issued	Crime Victim's Fund

## **OJP STRATEGIC GOAL 4**

### **INCREASE THE UNDERSTANDING OF JUSTICE ISSUES AND DEVELOP SUCCESSFUL INTERVENTIONS**

OJP's ability to determine the level and nature of crime and develop an understanding of interventions that work, and do not work, is fundamental to its success. While the preceding goals focused on explicit programmatic actions, this goal ensures that senior leadership both within OJP and across the justice community have comprehensive, reliable information in order to make decisions and policy. This goal encompasses the development of reliable crime statistics and the design and conduct of a wide range of research studies, program assessments, and evaluations.

The following objectives constitute the priority areas for this strategic goal:

#### **Objective 4.1: Provide justice statistics and information to support justice policy and decision-making**

OJP plays a preeminent role in collecting, analyzing, publishing, and disseminating information on crime, criminal offenders, victims of crime, and the operation of justice systems at all levels of government. These data are critical to federal, state, local, and tribal policymakers in combating crime and ensuring that justice is both efficient and evenhanded. OJP will continue to produce core statistical series; respond to Administration, DOJ, and Congressional requests and priorities; and support the information needs of other OJP components.

#### **Objective 4.2: Conduct research that supports and advances justice policy, decision-making, and program evaluation**

OJP will continue to provide objective, independent, evidence-based knowledge and tools to meet justice challenges, particularly at the state, local, and tribal levels. OJP will reposition statistical, research, and evaluation activities so that they can be more fully leveraged across a wide range of OJP activities and to ensure that programs are addressing the most critical problems in the most effective manner. Many current programs in various bureaus and offices are implemented based on close working relationships with state, local, and tribal counterparts. Often, the initial step of developing a "research hypothesis" or conducting cost-benefit analysis is informal. As a result, poorly performing programs might continue because insufficient performance information exists or evaluations were not conducted.

*OJP Strategic Goal 4 aligns to DOJ Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice and Strategic Objective 3.6: Promote and strengthen innovative strategies in the administration of state and local justice systems.*



## Performance Measures for Strategic Goal 4

Table 4 presents the set of performance measures that will be used to measure progress in achieving this strategic goal. Specific baseline and target values are reported annually in the OJP annual budget submission and are submitted to the Office of Management and Budget (OMB) for programs that are subject to Program Assessment Rating Tool (PART) assessments.

<b>Table 4 – Performance Measures</b>			
<b>Strategic Goal 4: <u>Increase understanding of justice issues and develop successful interventions</u></b>			
<b>OJP Strategic Objective</b>	<b>USDOJ Strategic Objective</b>	<b>Performance Measures</b>	<b>Program(s)</b>
<b>Objective 4.1: Provide justice statistics and information to support justice policy and decision-making</b>			
4.1	3.6	Average number of user sessions per month on Bureau of Justice Statistics (BJS) and BJS-sponsored websites, including datasets accessed and downloaded via the Internet	Statistics
4.1	3.6	Citations of BJS data in social science journals, law reviews and journals, and publications of secondary analysis using BJS data	Statistics
4.1	3.6	Number of requests to seek correction of BJS data in accordance with the BJS Data Quality Guidelines	Statistics
<b>Objective 4.2: Conduct research that supports and advances justice policy, decision-making, and program evaluation</b>			
4.2	3.6	Number of new 1) NIJ final grant reports, 2) NIJ research documents, and 3) grantee research documents published	Research and Technology Development

# CHAPTER 3

## SUPPORTING THE MISSION

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### **Management and Administration Strategies**

Successful achievement of OJP's strategic goals requires an effective management and administration capability. Improved business processes and management of human capital and information technology will allow OJP to better leverage its resources. This chapter presents high-priority management and administration strategies that will help OJP accomplish its important mission.

#### **Employ Innovative and Sound Business Practices and Improve Collaboration with Others**

OJP is engaged in major business process improvement activities intended to improve the efficiency and effectiveness of its business practices and intra-OJP collaboration and coordination. OJP will employ the following support strategies:

- Improve the efficiency and effectiveness of all crosscutting operations, including grants processing, technical assistance, training, and peer review
- Strengthen collaborative processes for conducting business among support offices and between support and program bureaus and offices
- Standardize and simplify processes among program and support offices
- Improve service to OJP's external customers, balancing their needs with overall agency priorities and available resources
- Create and maintain an integrated planning, budgeting, and performance management process that is focused on outcomes and provides an effective tool for setting goals, allocating resources, tracking progress, measuring results, and identifying areas for improvement
- Strengthen our financial systems and processes by implementing the Unified Financial Management System (UFMS)
- Improve acquisition and procurement timeliness and technology capabilities in order to acquire goods and services that provide the best value
- Validate and sustain systems of internal control

#### **Sustain a High-Performing, Diverse Workforce**

OJP faces a number of key workforce challenges including a significant percentage of its workforce reaching retirement age over a short timeframe; recruiting and retention of experienced personnel; and effective development of current and future leaders. The following constitute OJP's primary strategies to address this important objective:

- Recruit, hire, and retain a high-quality, diverse workforce
- Foster a work environment that is free of discrimination and provides opportunities for all employees to use diverse talents
- Base our human resource decisions on sound workforce planning and analysis
- Maintain compliance with the 45-day hiring model

- Fully and effectively support the DOJ workforce planning initiative
- Select and develop strong managers who can provide vision, strategic leadership, and who are comfortable working within the “One OJP” culture
- Focus on results by linking rewards and recognition to outcomes and organizational effectiveness
- Develop a succession planning strategy

### **Provide Proactive Information Management and Information Technology Services**

Information management and technology services have been targeted for significant improvement. In order for OJP’s bureaus and offices to collaborate effectively, information about programs and activities must be available to authorized users regardless of their organizational affiliation. Additionally, OMB and DOJ have instituted various requirements that will directly impact OJP, such as an information technology Capital Planning and Investment Control (CPIC) process, use of earned value management to monitor project performance, and extensive new security requirements to protect and secure information.

OJP will employ the following to achieve OJP's goals:

- Support federal government and DOJ common solutions (such as E-Gov) to provide a secure infrastructure for OJP online transactions and implement enterprise identity management for both physical and IT access controls within OJP (E-Authentication, Homeland Security Presidential Directive-12)
- Lead, participate in, or collaborate with federal-wide initiatives, such as E-Grants and the Grants Line of Business, and DOJ, OJP, and other information sharing workgroups to develop and implement plans for common grant services
- Support federal government, DOJ, and OJP common solutions to assist the management of accounting, financial reporting, payment of goods and services, receivables, funds, costs, and procurement functions
- Support federal government, DOJ, and OJP common solutions development of a single point of access to map-related data (Geospatial One-Stop)
- Develop, implement, and improve OJP processes, products, and collaboration mechanisms for the enterprise architecture
- Develop, implement, and improve OJP processes, products, and collaboration mechanisms for strategic management of IT resources and for IT investment and program management

## Performance Measures for supporting Management and Administration

Table 5 presents the set of operational performance (OP) measures that will be used to measure progress in achieving the specific goals for meeting the management and administration challenges. Specific baseline and target values are reported quarterly in the DOJ Quarterly Status Report (QSR).

<b>Management and Administration Operational Performance Measures</b>		
<b>Objective</b>	<b>Performance Measure</b>	<b>Organizations</b>
OP-1	Number of solicitations released on time versus plan	Bureau/Program Offices
OP-2	Number of awards made against plan	Bureau/Program Offices
OP-3	Percent of grants financially monitored per plan	Bureau/Program Offices
OP-4	Percent of OC site visits conducted to reports finalized	Office of the Comptroller
OP-5	Percent of grants with conditional clearances receiving final financial clearance	Office of the Comptroller
OP-6	Percent of grants closed out that are due for closeout	Office of the Comptroller/ Bureau/Program Offices
OP-7	Percent of congressional reports submitted to DOJ on time	Office of Communications/ Bureau/Program Offices
OP-8	Grant application processing time	Bureau/Program Offices
OP-9	Fill rate (timeliness of filling vacant positions)	Human Resources

## **Implementing the OJP Strategic Plan**

The preceding strategies require focus and attention from senior leadership and all managers and employees involved in their implementation. OJP will prepare an annual report summarizing progress in achieving the strategic goals and objectives and the management and administration strategies. Bureaus and offices will align their annual operating plans and budget submissions with the Plan and senior leadership will devote time each quarter to reviewing progress in its implementation. Doing so will ensure that this Plan is not set aside and forgotten as day-to-day activities and issues emerge over time.

Innovation. Partnerships. Safer Neighborhoods.