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OFFICE OF JUSTICE PROGRAMS

ANNUAL REPORT

FISCAL YEAR 2001-2002

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OFFICE OF JUSTICE PROGRAMS

The U.S. Department of Justice's Office of Justice Programs (OJP) provides federal leadership and support in the coordination of comprehensive efforts to prevent and control crime, assist the victims of crime, improve the criminal justice system, and develop information about crime and its related legal and social implications.

OJP is led by an Assistant Attorney General (AAG) who ensures that OJP policies and programs reflect the priorities of the President, the Attorney General, and the Congress.

OJP's bureaus and offices provide federal leadership and administer federal grants, provide training and technical assistance, support technology development and research, and gather and disseminate statistics.

The AAG provides leadership and 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.

Beginning in 1997, Congress articulated a need for reorganization, which was imple-

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

- **Customers and Stakeholders Goal:** Make OJP the premier source for cutting edge techniques, tools, training, research, and information to improve the justice community consistent with national policy goals.
- **Management Infrastructure Goal:** Efficiently manage resources to ensure accountability across OJP and consistency with national policy goals.
- **Process and Technology Goal:** Standardize processes and modernize information systems to ensure that we and our partners can easily interact with each other.
- **OJP Personnel Goal:** Create the conditions for OJP personnel to perform to their potential.

mented in 2002. Prior to July 2002, OJP program offices included:

- the Corrections Program Office;
- the Drug Courts Program Office;
- the Office on Violence Against Women;
- the Office for Domestic Preparedness;
- the Office of the Police Corps and Law Enforcement Education; and
- the Executive Office for Weed and Seed.

However, during FY 2002, as part of OJP's congressionally-requested reorganization, the Corrections Program Office and the Drug Courts Program Office were integrated into the Bureau of Justice Assistance. In addition, pursuant to P.L. 107-296, the Office for Domestic Preparedness transferred to the Department of Homeland Security in March 2003.

THE OJP BUREAUS

The **Bureau of Justice Assistance (BJA)** provides leadership and assistance in support of local criminal justice strategies to achieve safe communities. BJA's goals are to reduce and prevent crime, violence, and drug abuse, and to improve the functioning of the criminal justice system. BJA administers formula grant programs such as the Edward Byrne Memorial State and Local Law Enforcement Assistance Program and the Local Law Enforcement Block Grant Program; discretionary grant programs such as the Drug Courts Program and Prescription Drug Monitoring Program; and payment and benefit programs such as the Bulletproof Vest Partnership Program and Public Safety Officers' Benefits Program..

The **Bureau of Justice Statistics (BJS)** is the official statistical agency of the U.S. Department of Justice. BJS collects, analyzes, publishes, and disseminates information on crime, criminal offenders, victims of crime, and the operation of justice systems at all levels of

government. BJS provides the President, the Congress, other officials, and the public with timely, accurate and objective data about crime and the administration of justice. In addition, BJS provides financial and technical support to state, local and tribal governments in developing their criminal justice statistical capabilities. This assistance targets development of information systems related to national criminal history records programs, records of protective orders involving domestic violence and stalking, sex offender registries, and automated identification systems used for background checks.

The mission of the **National Institute of Justice (NIJ)** is to advance scientific research, development and evaluation to enhance the administration of justice and public safety. NIJ is the research and development agency of the U.S. Department of Justice and is dedicated to researching crime control and justice issues. NIJ provides objective, independent, evidence-based knowledge and tools to meet the challenges of criminal justice, particularly at state and local levels. Major programs include social science research and evaluation, technology development, forensic laboratory capacity development, technology assistance for state and local public safety agencies, and dissemination of information through printed publications, web sites, and conferences.

The **Office of Juvenile Justice and Delinquency Prevention (OJJDP)** provides national leadership, coordination and resources to prevent and respond to juvenile delinquency and victimization. OJJDP supports states and communities in their efforts to develop and implement effective and coordinated prevention and intervention programs and to improve the juvenile justice system so that it protects public safety, holds offenders accountable and provides treatment and rehabilitative services tailored to the needs of juveniles and their families.

The **Office for Victims of Crime (OVC)** is committed to enhancing the nation's capacity to assist crime victims and to providing leadership in changing attitudes, policies, and practices to promote justice and healing for all crime victims. OVC administers programs

authorized by the Victims of Crime Act of 1984, as amended, and the Crime Victims Fund (the Fund) authorized by this statute. The fund is composed of criminal fines and penalties, special assessments, and bond forfeitures collected from convicted federal perpetrators, as well as gifts and donations received from the general public. Money deposited in the fund is used to support a wide range of activities on behalf of crime victims, including victim compensation and assistance services, demonstration programs, training and technical assistance, and program evaluation and replication.

THE OJP PROGRAM OFFICES

The Office on Violence Against Women (OVW) administers programs designed to help prevent and respond to violence against women, including domestic violence, sexual assault, and stalking. OVW administers formula and discretionary grant programs authorized by the Violence Against Women Act of 1994 and the Violence Against Women Act of 2000. OVW also coordinates related Justice Department initiatives relating to violence against women, responds to requests for information, and collaborates with other federal agencies on matters concerning domestic violence, sexual assault, and stalking. In 2003, pursuant to provisions of the DOJ Reauthorization Act (P.L. 107-273), the director was designated as a presidential appointee subject to Senate confirmation.

The Office for Domestic Preparedness (ODP) (formerly the Office for State and Local Domestic Preparedness Support) is responsible for developing and implementing a national program to respond to terrorist attacks, including weapons of mass destruction (WMD). ODP provides funding for coordinated training, equipment acquisition, technical assistance, and support for federal, state, and local exercises. ODP works with the Federal Bureau of Investigation, the Department of Health and Human Services, the Federal Emergency Management Agency, the Department of Defense, and the Department of Agriculture to coordinate these initiatives. In 2003, under a provision of the Home Security Act of 2002

(P.L. 107-296), the office became part of the Department of Homeland Security as Congress consolidated preparedness efforts into a single federal agency.

The Office of the Police Corps and Law Enforcement Education (OPCLEE) administers the Police Corps, a program designed to address violent crime by helping state and local law enforcement agencies increase the number of officers with advanced education and training assigned to community patrol. The program, which operates within states that have submitted an approved state plan, is designed to motivate highly qualified young people to serve as police officers and sheriffs' deputies in the municipalities, counties, and states that need them most. It does this by offering federal scholarships on a competitive basis to college students who agree to serve where needed on community patrol for at least four years. The Police Corps also provides scholarships to eligible dependents of officers killed in the line of duty.

The Executive Office for Weed and Seed (EOWS) provides technical assistance and awards grants to communities to implement comprehensive strategies to "weed out" violent crime and drug and gang activity, and to "seed" the community with opportunity through coordinated social services, economic revitalization and neighborhood restoration. EOWS works closely with U.S. Attorneys to coordinate these efforts.

PROGRAM OFFICE CONSOLIDATIONS

Before its merger with the Bureau of Justice Assistance, the **Corrections Program Office (CPO)** administered the Violent Offender Incarceration and Truth-in-Sentencing Incentive Formula Grant Program (VOI/TIS), the Residential Substance Abuse Treatment for State Prisoners Formula Grant Program (RSAT), and the Facilities on Tribal Lands Discretionary Grant Program. CPO also provided technical assistance to state and local governments to assist with corrections-related initiatives and programs. The RSAT program continues to operate within BJA, while VOI/TIS, which was a

prison construction program, reached its conclusion in FY01.

Before its merger with the Bureau of Justice Assistance, the **Drug Courts Program Office** (DCPO) administered the drug court discretionary grant program and provide financial and technical assistance, training, related programmatic guidance, and leadership to the drug court field. DCPO now operates as a division of BJA. Drug Court Grant Program grants are awarded to jurisdictions to plan, implement, or enhance drug courts. In conjunction with the National Institute of Justice, comparative evaluations of drug court programs are being conducted to identify the most effective program elements and designs to combat drug abuse and crime.

OJP SUPPORT OFFICES

Eight other offices within OJP provide agency-wide support. They are the Office of Communications (OCOM); the Office of Administration (OA); the Equal Employment Opportunity Office (EEO); the Office for Civil Rights (OCR); the Office of Budget and Management Services (OBMS); the Office of the Comptroller (OC); the Office of General Counsel (OGC); and the Office of the Chief Information Officer (OCIO).

OJP'S SUPPORT FOR STATES

Along with the Department of Justice's Community Oriented Policing Services Office, OJP in FY 2001 awarded more than \$5 billion to state governments, the District of Columbia and the five territories to fight crime, promote public safety, prevent juvenile delinquency, equip and train emergency responders, and assist crime victims. An additional \$5 billion was awarded in FY 2002.

In Fiscal Year 2001, OJP administered a total of \$4,485,028,000 in funding. Of this amount, \$4,170,721,000 was provided under the Department of Commerce, Justice, State, the Judiciary, and Related Agencies Appropriation

Act (Public Law 106-553) and the Omnibus Appropriations Act (Public Law 106-554), both of which were signed into law on December 21, 2000. A total of \$3,633,220,000 was appropriated under OJP's five accounts: Justice Assistance, Juvenile Justice, State and Local Law Enforcement, Weed and Seed, and Public Safety Officers Benefits.

In Fiscal Year 2002, OJP received almost \$1 billion in additional funding for a total of \$5,037,571,000. Of this amount, \$165,559,000 was provided under the USA PATRIOT Act, (Public Law 107-56), signed into law on October 26, 2001. The Department of Commerce, Justice, State, the Judiciary, and Related Appropriations Act (Public Law 107-77), signed November 28, 2001, provided \$4,153,812,000 and additional funds (\$719,200,000) were contained in the Department of Defense's supplemental appropriation, signed January 10, 2002.

An additional \$550 million was authorized to be obligated from the Crime Victims Fund (CVF) in FY 2002, as compared to \$537.5 million in FY 2001. The CVF, unlike the appropriated accounts, is financed by collections of fines, penalty assessments, and bond forfeitures from defendants convicted of federal crimes. These funds are not available for obligation during the year of collection, but accumulate during the year and are available for obligation in the following year. In FY 2002, the CVF had an available balance of over \$1.3 billion.. However, as in the previous three years, in order to manage these balances for the future, Congress enacted an obligation limitation (or "cap") on the Fund, which limited CVF obligations to \$537.5 million in FY 2001 and to \$550 million in FY 2002.

The chart on page 9-10 provides detailed information about OJP's funding history for FY 2001 and FY 2002.

THE OJP REORGANIZATION

In FY 1998, Congress directed OJP and the Justice Department to develop a plan for a new

organizational structure for OJP that would include the consolidation and streamlining of agency programs and activities where appropriate. Beginning in FY 2000, OJP worked to refine the reorganization plan and began a phased-in implementation.

In FY 2001, OJP's leadership team re-evaluated OJP's previous reorganization efforts, and developed a vision of OJP as a more centralized, transparent organization that maximizes efficiency, minimizes waste, and promotes accountability. While this analysis was taking place, new and compelling challenges arose that affected the entire country and the Department of Justice. As Attorney General Ashcroft said: "The attacks of September 11th have redefined the mission of the Department of Justice. Defending our nation and defending the citizens of America against terrorist attacks is now our first and overriding priority."

The Attorney General's statement reflects the number one priority for the Office of Justice Programs, which is to assist state and local public safety officers and citizens across the country in maintaining our liberties and safeguarding our nation's internal security. At the same time, OJP must continue to assist state and local law enforcement in the fight against more traditional crime. Meeting both these needs requires OJP to maximize efficiency, minimize waste, and identify ways to get the greatest possible number of dollars out to the field as promptly as possible.

The reorganization plan reflects the primary objectives of the Administration, creating a government that is citizen-centered, results-oriented, and market-based. To accomplish these broad objectives, OJP leadership developed strategic goals and the objectives to meet these goals.

The overall goals are: to improve responsiveness, assistance, and accountability to all customers; to eliminate duplication and overlap; to ensure measurable grant and program outcomes; and to enhance communication, cooperation, coordination, and efficiency.

The eight strategic objectives established to accomplish these goals are:

- To create a strategic plan that reflects statutory responsibilities, including ensuring appropriate fiscal management and accountability.
- To ensure OJP statutes give all authority to the Attorney General.
- To consolidate administrative offices.
- To develop one uniform and comprehensive grant management system.
- To focus on external results, communication, and partnerships.
- To centralize the communication operation.
- To improve coordination of legislative, statutory, and regulatory activities and reviews.
- To consolidate and coordinate overlapping functions.

In FY 2002, OJP implemented the first steps in achieving these strategic goals, which included installing a Chief Information Officer and moving the Drug Court Program Office and the Corrections Program Office into the Bureau of Justice Assistance. These changes will help achieve consolidation of similar functions and maximize effectiveness. Congressional approval was also given in FY 2002 to create a Community Capacity Development Office (CCDO), which incorporates the Executive Office of Weed and Seed and the American Indian/Alaska Native Desk, and consolidation of the Office of the Comptroller, the Office of Administration, and the Office of Budget and Management Services into a new Office of Management and Administration. The Office of Management and Administration will also include the Equal Employment Opportunity Office. Congress also approved changing the name of the Violence Against Women Office to the Office on Violence Against Women, and

renaming the Office of Congressional and Public Affairs as the Office of Communications and reorganizing its activities. These changes are being made incrementally in FY 2002 and beyond.

To assist in achieving the strategic goals, OJP has engaged the services of a management consulting firm to facilitate employee input and help define necessary steps.

COMPETITIVE SOURCING—MAKING GOVERNMENT MORE EFFICIENT

In FY 2002, as part of the President's Management Agenda, which calls for implementing the Federal Activities Inventory Reform Act (FAIR), OJP began the process of "competitive sourcing." Competitive sourcing provides for a full and fair competition between a group of public employees who jointly perform a function and one or more private entities that wish to bid on performing that function. The process begins with identification of the functions performed by the government that are "inherently governmental," and those that are "commercial in nature." Commercial activities are those that could be obtained from a commercial, non-governmental or Inter-Service Support Agreement.

In late FY 2002, OJP's competitive sourcing initiative began with intensive training for 30 OJP employees who will make up the competitive sourcing teams that will develop recommendations for senior leadership approval regarding the scope of functions and services that will be included in the competition.

RESPONDING TO SEPTEMBER 11TH ATTACKS ON AMERICA

Several OJP components—specifically the Office for Victims of Crime, the National Institute of Justice, the Bureau of Justice Assistance, and the Office for Domestic Preparedness—provided an immediate response to the terrorist attacks

on America on September 11, 2001, lending assistance in the nation's recovery.

OFFICE FOR VICTIMS OF CRIME

By 4 p.m. on September 11, 2001, OVC had activated a call center for victims and families to contact for the purposes of providing identification information on victims, to receive crisis counseling, and for referrals for locally-based assistance. The call center was staffed by trained crisis counselors. Immediately, OVC also transferred \$300,000 to the FBI to expand their Emergency Victim Assistance Fund, covering travel expenses for victims' families, transport of bodies, and other critical needs not met by other sources. Subsequently, OVC, with assistance from EOUSA and the FBI, set up a task force to process victims' requests. EOUSA detailed a number of Victim-Witness Coordinators from offices around the country to assist with the task force and the Family Assistance Center which was established to assist family members of those killed during the terrorist attacks.

On September 17, OVC activated a special, password-protected web site for victims and families, which included a wide range of helpful information and official messages from the FBI, OVC and other Justice components.

OVC coordinated victim assistance work with a number of federal agencies, including the National Transportation Safety Board, the Department of Defense, the Federal Emergency Management Agency, United States Attorneys, the Department of Education, the Department of Health and Human Services' Center for Mental Health Services, and the Consular Bureau of the State Department. OVC provided advice and direct assistance to the U.S. Attorney's Office/Southern District of New York and specialized trauma care to employees of the U.S. Secret Service in New York City.

OVC established a volunteer database of organizations and qualified individuals who had offered victim assistance and made this information available to responding agencies and organizations.

In addition, on October 4, 2001, OVC awarded more than \$15 million in supplemental funding to New York, Pennsylvania and Virginia, which was used to compensate victims and to support state and local programs that offer various forms of assistance. Awards totaling more than \$42 million, designated by Congress specifically to provide mental health counseling services, went to California, Massachusetts, New Jersey, New York, Pennsylvania, and Virginia in Spring 2002.

OFFICE FOR DOMESTIC PREPAREDNESS

ODP was on the scene in New York City immediately after the terrorist attacks on September 11th, working with the New York City Office of Emergency Management and the Fire Department of New York (FDNY) to meet a variety of needs. Building on its expertise and long-standing relationship with New York City emergency officials, ODP was able to help identify gaps in staffing and equipment created by the attacks and suggest possible remedies. ODP staff provided technical assistance to FDNY and helped assess its equipment needs in the wake of heavy equipment losses. ODP provided support to the volunteer and supply management operations on site and coordinated emergency response personnel training needs.

ODP assisted FDNY in addressing training needs in light of its horrendous losses, providing Basic Emergency Response to Terrorism training for more than 8,700 FDNY firefighters since the attack. Similar training is scheduled to be provided for the New York City Police Department and the New York/New Jersey Port Authority Police Department.

ODP also supported the District of Columbia after the September 11 attacks by assisting the city's planning efforts, including examining and improving the District's emergency response plans. ODP provided assistance in determining equipment needs and procurement for the District government and delivered a variety of weapons of mass destruction training courses to city personnel.

NATIONAL INSTITUTE OF JUSTICE

NIJ's partnership agreements enabled it to rapidly and effectively deploy a team to support search and rescue operations after the attack on the World Trade Center. On September 13, 2001, NIJ sent representatives to New York City, in response to a request from the New York Office of Emergency Management. NIJ and Savannah River Technology Center (SRTC) engineers remained on site for the next three weeks providing engineering and technical support services to the NYC Fire Department and the FEMA Urban Search and Rescue (US&R) Teams. Support included:

- Search and Rescue dogs of Pennsylvania Task Force 1 (Urban Search and Rescue) were equipped with video surveillance equipment at the task force's request. NIJ, through an existing agreement with Sandia National Laboratories, deployed a Sandia Team to install the developmental K-9 Cam on-site.
- Development of a dipping search camera enabling voids to be searched without having to send in members of the technical search teams.
- NIJ, working with SRTC and the Nassau County, NY, Police Department, also installed a camera system for the New York Fire Department to enable them to locate the remains of victims in the rubble and to better direct US&R teams and contractors.

NIJ's expertise in new DNA technologies in victim identification was called upon as the New York State Crime Lab began the arduous process of identifying World Trade Center victims. NIJ and the Department of Commerce's National Institute of Standards and Technology worked with the Federal Aviation Administration (FAA) to determine technologies that might improve airport and airline security. NIJ staff examined scanning devices, chemical and biological agent detectors, communications equipment, and other technology for security on-board aircraft.

NIJ also worked with the Defense Logistics Agency through the Federal Property Transfer Program to acquire available equipment for Search and Rescue personnel in New York City, including clothing, helmets, and surplus vehicles.

PUBLIC SAFETY OFFICERS' BENEFITS (PSOB) PROGRAM

The Public Safety Officers' Benefits (PSOB) Program, administered by the Bureau of Justice Assistance Benefits Office, was created in 1977 to provide a one-time financial benefit to families of federal, state, and local public safety officers killed or permanently disabled in the line of duty.

At the direction of the President and the Attorney General in October 2001, BJA immediately implemented procedures to streamline the application, approval process, and payment of claims under the PSOB program for families of police officers, firefighters, and EMTs killed during the terrorist attack on the World Trade Center. A week after the terrorist attack, program staff spent two days in New York City laying the groundwork for claims processing and acceptance. They created simplified application materials, including electronic applications to expedite claims, and improved the PSOB Web site and fact sheet to provide clearer and more accessible information. They met with organizations representing firefighters and law enforcement in order to reach more of the affected families.

Within 60 days of receiving the first claim, the Department of Treasury was able to pay the one-time financial award to the first 150 families. BJA staff worked with benefit coordinators at police and fire departments that lost officers to prepare documentation as quickly as possible, while at the same time being sensitive to the feelings of surviving families. The Department expected to receive nearly 400 PSOB claims related to the attack, and as they were received, all cases were processed well within the 30-day statutory limit established pursuant to the PATRIOT Act (P.L. 107-56).

The PATRIOT Act established a tax-exempt benefit payment of \$250,000, an increase of almost \$100,000 over the previous award level. In addition, eligible survivors can qualify for educational assistance through the Public Safety Officers' Educational Assistance Program (PSOEA).

FOR MORE INFORMATION

Visit the OJP Web site at www.ojp.usdoj.gov, for general information about OJP and its bureaus and program offices, e-mail addresses, downloadable versions of application kits, and links to selected criminal justice Web sites. The National Criminal Justice Reference Service (NCJRS) Web site at www.ncjrs.org offers online versions of most OJP publications. OJP publications can also be ordered by calling the NCJRS toll-free number at 1-800-851-3420. Information on OJP funding opportunities may be found on the Web site at www.ojp.usdoj.gov.

Office of Justice Programs
Funding History FY01–FY02

	2001 Enacted	2002 Enacted Adj
Justice Assistance		
National Institute of Justice (inclds ADAM, CT tech, Hate Crimes)	69,846	54,879
Bureau of Justice Statistics	28,991	32,335
Missing Children	22,997	22,997
Regional Information Sharing System	24,945	28,278
National White Collar Crime Center	9,230	9,230
Counterterrorism Programs	220,494	651,494
Counterterrorism Research and Development	—	—
Management and Administration (FY02: less res \$785K)	41,095	37,010
Subtotal	417,598	836,223
State and Local Law Enforcement Assistance		
Local Law Enforcement Block Grants (FY02: less \$132K)	521,849	399,868
Technology Set Aside	[19,956]	[19,956]
Boys and Girls Club of America	[59,868]	[70,000]
State Criminal Alien Assistance Program	399,120	565,000
Violent Offender Incarceration and Truth in Sentencing	679,990	—
SCAAP	[164,637]	—
Cooperative Agreement Program (reflects \$5M reprogr)	[29,932]	—
Indian Country Tribal Construction	[33,925]	—
Cooperative Agreement Program	—	20,000
Indian Country Tribal Construction	—	35,191
Tribal Courts Initiative	7,982	7,982
Byrne Formula	498,900	500,000
Byrne Discretionary	78,377	345,589
Court Appointed Special Advocate Program	11,475	11,975
Child Abuse Trng Programs for Judicial Personnel & Pr	1,996	2,296
Grants to Combat Violence Against Women	209,717	184,737
Civil Legal Assistance Programs	[31,555]	—
Research and Evaluation of Violence Against Women	[5,189]	[5,200]
DV Case Processing Study (BJS)	—	[1,000]
Safe Start Program (OJJDP)	[9,978]	[10,000]
Violence on College Campuses	[10,976]	—
Grants to Encourage Arrest Policies	33,925	64,925
Rural Domestic Violence and Child Abuse Enforcement A	24,945	39,945
Training Programs to Assist Probation and Parole Offi	4,989	4,989
VAWA II Programs:		
Legal Assistance Program	—	40,000
Campus Violence Program	—	10,000
Elder Abuse, Neglect and Exploitation	—	5,000
Providing Supervised Visitation for Abused Children	—	15,000
Education/Training for Disabled Female Victims	—	7,500
Study of Standards/Processes for Forensic Exams of	—	200
Support Stalker Databases	—	3,000
Study of Parental Kidnapping	—	—
Grants for Televised Testimony	998	998
Residential Substance Abuse Treatment	62,861	70,000
Alcohol and Crime in Indian Country	4,989	4,989
Missing Alzheimer's Disease Patient Alert	898	898
Drug Courts	49,890	50,000
Law Enforcement Family Support	1,497	1,497
Telemarketing Fraud Against Senior Citizens	1,996	1,995
Juvenile Accountability Incentive Block Grants	249,450	249,450
ChildSafe Initiative	—	[38,000]
National Motor Vehicle Title Information System (NMVI)	—	—
Victims of Trafficking	—	10,000
Motor Vehicle Theft Prevention	1,297	1,298
Hate Crimes Technical Assistance and Training	—	—
Subtotal	2,847,140	2,654,322

	2001 Enacted	2002 Enacted Adj
Juvenile Justice Programs		
Part A Concentration of Federal Effort/Administrative	6,832	6,832
Part B Formula/State TA	88,804	88,804
T/TA for small, non-profits (FBO)	—	—
Part C Discretionary	51,137	58,513
Part D Gangs	11,974	11,974
Part E State Challenge	9,978	9,978
Part G Mentoring	15,965	15,965
Title V—Incentive Grants for Local Delinquency Prev	94,791	94,337
Incentive Grants	[42,407]	[25,319]
Tribal Youth	[12,472]	[12,472]
Enforcing Underage Drinking Laws (EUDL)	[24,945]	[25,000]
Safe Schools Initiative	[14,967]	[14,513]
Project Sentry	—	[5,033]
ChildSafe Initiative	—	—
Project Homesafe	—	[12,000]
Drug Demonstration (FY20: less \$32K)	10,976	10,944
Child Abuse Investigation and Prosecution	8,481	8,481
Subtotal	298,938	305,828
Voting Reform Improvements Program	—	—
Weed and Seed Program (FY02: less \$7K)	33,925	58,918
Subtotal, OJP	3,597,602	3,855,291
Public Safety Officers Benefits*		
Death Benefits (Mandatory)	33,224	50,346
Death Benefits (Mandatory 9/11)	101,187	—
Disability Benefits (Discretionary)	2,395	4,500
Disability Benefits (Mandatory 9/11)	—	6,250
Educational Assistance Benefits	—	—
Subtotal, PSOB	35,619	162,283
Crime Victim Fund (Collections)	537,500	618,100
Total OJP	4,170,721	4,635,674
Revised Total OJP (Less One-Time Adjustment for Other Crime Control Programs)		4,736,861
OJP Programs Requested Under COPS:		
Community Prosecution	99,780	—
S&L Gun Violence Asst Program	—	49,780
SW Border Assistance	—	50,000
Bulletproof Vest Partnership	25,444	25,444
DNA Backlog Elimination Act	—	40,000
Covered Forensic Science Improvement Grants	—	[5,000]
Crime Lab Improvement Program (CLIP)	—	35,000
Crime Identification Technology Act (CITA)	129,714	87,287
Safe Schools Technology	[17,462]	[17,000]
DNA Backlog Elimination Act	[29,934]	—
NCHIP	[34,932]	—
Law Enforcement On-line System (LEO)	—	—
Electronic Dissemination of CT Info to S&L	—	—
Justice Assistance Grants (JAG) Program	—	—
Boys and Girls Club of America	—	—
Citizens' Preparedness and Response Program	—	—
Law Enforcement Tech R&D	—	—
NCHIP/CNCHIP	—	35,000
Safe Schools Technology	—	—
Project Reentry	29,934	14,934
Project Sentry	—	14,967
Police Corps	29,435	14,435
Total OJP Programs Under COPS	314,307	366,847
GRAND TOTAL OJP	4,485,028	5,103,708

NOTE: FY 01 amounts reflect mandated rescission of .0022.

*Additional PSOB funds were not included under the FY02 CT Supplemental. Rather, the increase reflects \$124.559 million in additional mandatory funding to be provided based on (1) the PSOB claims associated with 9/11 that are expected to be paid during FY02 and (2) to reflect the higher death and disability payments (\$250K as authorized under the USA PATRIOT Act.

2

SUPPORTING COMMUNITIES TO ENSURE PUBLIC SAFETY

Federal and state agencies, along with urban, rural, and tribal communities, have learned that no one program or organization alone can effectively promote safer neighborhoods. Research and experience have demonstrated that the fundamental principle behind building safe and healthy communities is in the shared understanding of local needs and issues and the flexibility to address these local needs and issues. OJP is an active partner through direct funding, training, and technical assistance with states, communities, and tribes across the nation to ensure that they have the resources necessary to ensure the safety of their citizens.

AIDING LAW ENFORCEMENT AT THE LOCAL LEVEL

Byrne Memorial Grant Program and the Local Law Enforcement Block Grants Program

Many agencies at the state and local level need funds to assist their personnel in dealing successfully with violent crime and serious offenders. The Bureau of Justice Assistance's (BJA) two largest grant programs the Edward Byrne Memorial Grant Program and the Local Law Enforcement Block Grants (LLEBG) Program are guided by the principle that federal dollars should support initiatives that work and that are backed by the communities they serve. Both programs emphasize local decision-making, and they have had a significant impact on the safety of millions of Americans by allowing

states and local communities to craft their own responses to local crime and drug problems.

The Byrne program is authorized by the Anti-Drug Abuse Act of 1988 (as amended) and award amounts are based on each state's population. Byrne program awards are a combination of formula and discretionary grant awards. States make sub-awards to units of local government and nonprofit agencies for a variety of purposes, including multi-jurisdictional drug task forces, criminal justice records improvement, crime prevention, and drug treatment and education. In FY 2001, BJA administered \$500 million in Byrne formula grants and \$78 million in Byrne discretionary and congressionally sponsored awards. In FY 2002, \$500 million was available through the formula program, and \$94.5 million went to congressionally sponsored awards through the discretionary fund.

BJA administered \$521 million in LLEBG grants in FY 2001, making awards to more than 3,100 jurisdictions in the 50 states and five U.S. territories. More than \$340 million was available to about the same number of jurisdictions in FY 2002. These funds are used to hire police officers, improve security in and around schools, purchase law enforcement equipment and technology, enhance the adjudication of violent offenders, and support other public safety efforts. The LLEBG program awards its funds based on a formula derived from Uniform Crime Report (UCR) data and is based on the premise that areas with higher crime rates need more funding support.

State Criminal Alien Assistance Program (SCAAP)

The State Criminal Alien Assistance Program (SCAAP) is a payment program designed to provide federal assistance to states and localities that incur costs for incarcerating undocumented aliens who are being held as a result of state and/or local charges or convictions and have been incarcerated for a minimum of 72 hours. The Bureau of Citizenship and Immigration Services (BCIS), formerly known as the Immigration and Naturalization Service (INS), has partnered with the Bureau of Justice Assistance to administer this program. BCIS is primarily responsible for verifying information on alien inmates to determine which inmates, whose records are submitted by applicants, qualify as undocumented criminal aliens.

Jurisdictions in all 50 states, the District of Columbia, and two U.S. territories received federal funds totaling over \$550 million under the SCAAP program in FY 2001. In FY 2002, 150 new jurisdictions applied for and received funds under the program, bringing to 665 the number of jurisdictions receiving SCAAP funds.

Bulletproof Vest Partnership

Public safety officers face numerous risks in their daily jobs. A federal-local partnership, the Bulletproof Vest Partnership (BVP), continued to help save the lives of our nation's law enforcement officers by assisting state and local public safety agencies to purchase bullet-resistant and stab-resistant vests. The program, which covers up to 50 percent of the cost of each vest, is administered entirely via the Internet by BJA through a special Web site, www.vests.ojp.gov. Each jurisdiction may purchase one vest per officer per year, and all vests must meet or exceed standards developed by the National Institute of Justice (NIJ).

In the program's first three fiscal years (1999-2002), BVP provided funds to allow some 7,200 state, local, and tribal jurisdictions to purchase more than 700,000 vests. In FY 2002 alone, the program's \$23.5 million appropriation helped jurisdictions buy more

than 185,000 vests. Congress required that priority funding be given to departments in jurisdictions with populations under 100,000 since many of these departments might otherwise lack the resources to equip their officers with this important safety device.

Regional Information Sharing Systems (RISS)

BJA continued funding and improving the Regional Information Sharing Systems (RISS) program, which supports criminal justice agencies in identifying, targeting, and removing criminal conspiracies and activities organized across jurisdictional lines. First funded in 1975, RISS is the only multijurisdictional criminal intelligence system operated by and for state and local law enforcement agencies. The RISS program currently serves more than 6,300 law enforcement agencies in all 50 states, the District of Columbia, Puerto Rico, Guam, Canada, Australia, and Great Britain.

Traditionally, RISS has provided information sharing services in the form of criminal intelligence databases and an investigative lead-generating electronic bulletin board, analytical services, investigative support, specialized equipment loans, and technical assistance. Internet technology is used to provide a secure, private Intranet that connects the six RISS centers and their participating law enforcement member agencies, as well as member agency systems operating as Intranet nodes. While RISS continues to provide these valuable services to members, the program is expanding its secure information sharing and communications services to address the emerging needs of law enforcement and public safety officials in the fight against terrorism.

After the terrorist attacks of September 11, 2001, RISS began to leverage its established technological resource, the RISS secure Intranet (riss.net). On September 1, 2002, the RISS secure Intranet and the FBI's Law Enforcement Online (LEO) systems were interconnected to provide for distribution of sensitive but unclassified homeland security information.

Additionally, the RISS Anti-Terrorism Information Exchange (ATIX) was initiated in the latter part of 2002. Through RISS ATIX, RISS fosters secure communications exchange among the entities responsible for planning and implementing prevention, response, mitigation, and recovery efforts regarding terrorism and disasters. RISS ATIX is designed to be the secure means to disseminate national security, disaster, and terrorist threat information to law enforcement, other first responders, and key community officials. Also, RISS established a specific domestic terrorism category on the RISS Investigative Leads Bulletin Board (RISSLeads). RISSLeads is used by the FBI to post watch lists, bulletins, and alerts of information regarding terrorism and homeland security.

In fiscal years 2001 and 2002, RISS linked additional state and federal agency systems to riss.net as nodes for secure communications services, including information sharing, use of secure e-mail, and distribution of homeland security information and alerts. Each of the RISS centers expanded the focus of center analytical services on domestic terrorism. The centers also developed and distributed special publications and bulletins on terrorism information.

SERVING AMERICA'S PUBLIC SAFETY OFFICERS

Public Safety Officers' Benefits (PSOB) Program

The Public Safety Officers' Benefits (PSOB) Program, administered by BJA's Benefits Office, provides financial benefits to families of federal, state, and local public safety officers killed or permanently disabled in the line of duty. In FY 2001, PSOB responded to about 370 claims, awarding more than \$26 million in benefits to surviving families. An additional 110 survivor claims totaling \$159,243,000 were paid in FY 2002, and 12 new disability claimants received benefits totaling \$1,491,000.

BJA's response to the terrorist attacks of September 11 included expediting the payment of claims to aid the families of police officers and firefighters killed in the attacks. BJA staff worked with benefit coordinators at police and fire departments that lost officers in the attacks to prepare documentation as quickly as possible, while at the same time being sensitive to the feelings of surviving families. All cases were processed well within the 30-day statutory limit established pursuant to the PATRIOT Act (P.L. 107-56). BJA treated these cases as a priority during FY 2002.

PSOB also provides assistance to public safety officers through two national organizations, the National Fallen Firefighters Foundation and Concerns of Police Survivors. The former presented an innovative training course for fire chiefs, "Taking Care of Our Own," to help them prepare for the trauma associated with line-of-duty tragedy. The Foundation holds an annual memorial service, as does Concerns of Police Survivors, which also provides services to families of fallen officers. The group held a regional training titled "The Trauma of Law Enforcement Death," for several hundred officers, and family members of slain officers participated in workshops and seminars devoted to issues surrounding grief and recovery.

Public Safety Officers' Educational Assistance (PSOEA) Program

The Federal Law Enforcement Dependents Assistance (FLEDA) Act was enacted in October 1996 to enhance the appeal of service in civilian federal law enforcement agencies by providing financial assistance for higher education to spouses and children of federal law enforcement officers killed in the line of duty. Congress and the President amended the Act in 1998 to provide educational assistance to spouses and children of police, fire, and emergency public safety officers killed in the line of duty, thus creating the Public Safety Officers' Educational Assistance (PSOEA) Program. The PSOEA Program also makes assistance available to spouses and children of public safety offi-

cers permanently and totally disabled by catastrophic injuries sustained in the line of duty.

In FY 2001, the PSOE program paid 72 claims, with 305 additional claims paid the following year.

Medal of Valor

As authorized by the Public Safety Officer Medal of Valor Act of 2001, the Department of Justice instituted the Medal of Valor awards in FY 2002. The President awards the Medal of Valor annually to public safety officers cited by the Attorney General for extraordinary valor above and beyond the call of duty. 2002 Medal of Valor candidates were nominated by the chiefs or directors of their employing agencies for exceptional acts of valor that occurred between May 31, 2001, and May 31, 2002. The Medal of Valor nomination period closed on August 15, 2002, and nominees were then reviewed by the Medal of Valor Review Board, an 11-member panel composed of representatives of the public safety community and the public. Medal of Valor Review Board members are appointed by the President and by House and Senate leadership. The Medal of Valor Act allows the board to recommend a maximum of five recipients annually. On February 14, 2003, Attorney General Ashcroft, joined by Vice President Cheney, presented the 2002 Public Safety Officer Medal of Valor to 10 recipients.

2002 Public Safety Officer Medal of Valor Synopses of Acts of Valor

Robert Giorgio, Fire Chief, Cherry Hill, New Jersey. Chief Giorgio arrived upon a scene where a vehicle had crashed from a highway overpass onto State Highway 295. The car, with its engine on fire, was suspended some five feet above ground, and held in place by a small tree. Chief Giorgio placed himself beneath the suspended vehicle and worked to free the woman trapped inside. At any point, a shift in the car's position would have likely dislodged it from the tree, bringing the burning car down on top of Chief Giorgio. Even as the fire spread in the car, and parts of the car began to melt, Chief Giorgio risked his life to safely free the woman.

Keith Borders, Las Vegas Metropolitan Police Department. Officer Borders responded to a 911 call in reference to a domestic disturbance. Officer Border successfully removed an endangered woman from the house and placed her safely behind his police cruiser. The suspect, armed with a .38 caliber revolver, a 9 mm semi-automatic handgun and a .12 gauge pump-action shotgun, emerged from the house and opened fire on Borders and the victim. Officer Borders suffered a head wound and significant blood loss. Maintaining his composure, Officer Borders shielded the woman from harm and returned fire, killing the suspect.

Eric Svihovec, Volunteer Firefighter, Miller Place Fire Department, New York. Eric Svihovec was in a shop when he saw the taillights of a car disappear off a boat ramp into the water during a storm. Winds were in excess of 30 miles per hour and heavy downpour had reduced visibility to almost nothing. Eric jumped into Mount Sinai Harbor, and found a young mother and her 2½-month-old daughter in the car. With the car already partially submerged, Svihovec rescued the mother and got her safely to the ramp. Svihovec returned to the car, which was still sinking. Diving underwater, and after three attempts, Eric Svihovec freed the baby from her car seat and brought her safely to the surface.

Sean VanAtter, Firefighter, Hillsborough County, Florida Fire Rescue. Firefighter VanAtter was returning to the fire station in a taxi after having just driven an ambulance to a hospital. On his return, VanAtter came upon an accident involving a tanker truck and a car. The car had slammed into a concrete barrier and was on fire with a family of five trapped inside. VanAtter had the taxi stop so he could rush to the aid of the victims, knowing that additional help would not arrive on time. VanAtter forced his way into the burning car and was able to pull the family out safely.

Ron Kennett, Rick Klein, Robert Borer, Mike Wright, Guy Jones, and Jeremy Hosek, Firefighters, Lincoln, Nebraska, Fire and Rescue. Workers were raising a digital telecommunications cable to the top of a 1,524-foot tel-

evision communications tower—67 feet taller than the Sears Tower—when a worker was accidentally struck by the cable. The worker was alive, but injured critically and hanging almost 1200 feet off the ground in his harness. Several other fire departments, the State Patrol and the National Guard all responded by stating that a rescue of this type was beyond their capabilities. Lincoln Fire and Rescue personnel Kennett, Klein, Borer, Wright, Jones, and Hosek received permission from the Nebraska Emergency Management Agency, the Mayor, and the Governor to attempt the rescue. The team arrived on the scene and began the more than two hour ascent of the tower. Tragically, the worker died before the rescuers could reach him—but these brave individuals persisted in their climb, and successfully brought the victim to the ground.

The 2003 Medal of Valor awards will be made in early 2004.

Police Corps

The Office of the Police Corps and Law Enforcement Education (OPCLEE) was transferred from the Department's Office of Community Oriented Policing Services (COPS) to OJP in 1998. OPCLEE administers the Police Corps, a program designed to combat violent crime by increasing the number of highly educated, highly trained officers on patrol. The Police Corps reduces local costs of hiring and training new and excellent police officers by financing intensive, innovative law enforcement training for college-educated participants. Police Corps participants agree to serve at least four years as patrol officers in areas of great need. In return for this commitment, participants receive assistance with college expenses. State and local agencies that employ Police Corps officers receive additional assistance. At the end of fiscal year 2001, 30 states participated in the program, with 1,105 individuals enrolled in Police Corps activities. FY 2001 added 210 new graduates to the 470 officers now on patrol through the Police Corps program. In FY 2002, 27 participating states enrolled 1,455 individuals. Three hundred forty three cadets graduated from

Police Corps academies, bringing the total of officers on patrol to 795.

Police Corps training goes beyond traditional recruit training in depth and scope. Designed to develop physical, moral and analytical capabilities, Police Corps training places special emphasis on leadership, integrity, fitness, effective communication, problem solving in multicultural settings, and commitment to the principles embodied in the Constitution, including respect for the dignity of all people. Police Corps training typically devotes a number of hours to preparing new officers to work effectively with national efforts to prevent and respond to domestic terrorism, and to work with youth and victims of crime, including victims of domestic violence.

The Police Corps also provides scholarships to eligible dependents of officers killed in the line of duty. As of September 30, 2002, the Police Corps had provided scholarships to 62 dependents of fallen officers.

Corrections and Law Enforcement Family Support Program

NIJ's Corrections and Law Enforcement Family Support Program (CLEFS) is discovering innovative ways to prevent, reduce and treat the negative effects of stress experienced by law enforcement and corrections officers and their families. Since the program began, NIJ has funded over 30 grants to implement innovative programs, including prevention, peer support, and family support programs and strategies to respond to critical incidents. NIJ published a report *Addressing Correctional Officer Stress: Programs and Strategies* in collaboration with the Corrections Program Office. Finally, in 2001, NIJ began the development of a model to test a four-part stress prevention strategy, including a wellness component, officer training, supervisory training, and family support.

NIJ, in partnership with COPS and the Police Executive Research Forum, also has developed a program to enhance law enforcement problem solving skills. The Problem Oriented

Policing (POP)/Goldstein Project provides law enforcement personnel opportunities to learn about the best examples of POP projects across the country.

SUPPORTING STRATEGIC PLANNING

Weed and Seed

The Weed and Seed approach is a coordinated strategy that works to make a wide range of public and private sector resources more accessible to, and interrelated within, communities. With leadership provided by U.S. Attorneys, the strategy brings together federal, state, and local crime-fighting agencies, social service providers, representatives of public and private sectors, business owners, and neighborhood residents. These groups are linked in a shared goal of weeding out violent crime and gang and drug activity, while seeding the community with social services and economic revitalization. More information on the Weed and Seed strategy can be found in Chapter 4.

COMBATING DRUG CRIMES

Methamphetamine/Drug Hot Spots Program

The Bureau of Justice Assistance (BJA) administers a substantial part of the Department's Methamphetamine/Drug Hot Spots Program in cooperation with the Drug Enforcement Administration (DEA) and COPS. This important initiative helps states and local law enforcement agencies and task forces investigate and dismantle clandestine methamphetamine manufacturing and distribution operations. The initiative also reimburses DEA for properly removing and disposing hazardous materials from the labs. In FY 2001, BJA awarded 16 grants totaling \$15,513,904 through the Methamphetamine/Drug Hot Spots Program to high-impact locations in Arizona, Colorado, Florida, Illinois, Iowa, Kentucky, Missouri, Nebraska, Nevada, New Mexico, Tennessee, Utah, and Wisconsin. Five additional grants totaling \$5,750,000 were

awarded in FY 2002 to the state of Colorado; Polk County, Florida; the Illinois State Police; the Grand Island, Nebraska Police Department; and the state of Wisconsin.

Harold Rogers Prescription Drug Monitoring Program

Beginning in FY 2002, Congress appropriated \$2 million to support the Harold Rogers Prescription Drug Monitoring Program. Named to honor the long-time Chairman of House Appropriations Subcommittee on Commerce, Justice, State, and the Judiciary, the program is intended to help prevent and detect the diversion and abuse of pharmaceutical controlled substances. This is particularly important for the retail sector where no other automated information collection system exists.

Increased efficiency of prescription monitoring programs allows early detection of abuse trends and possible sources of drug diversion as demonstrated in studies comparing states with monitoring programs to those without monitoring programs. For example, those states with the lowest number of OxyContin[®] prescriptions per capita have long-standing monitoring programs and no significant diversion problems associated with that drug. Conversely, those states with the highest number of OxyContin[®] prescriptions per capita lack monitoring and have reported severe abuse problems.¹

Grants were awarded to states seeking to establish monitoring programs, including statewide data collection and analyses, and to states seeking to improve existing programs.

ADDRESSING HATE CRIME

The Bureau of Justice Assistance (BJA) has made it a priority to help communities, police, prosecutors, and school administrators prevent

1. Office of National Drug Abuse Policy, *Pulse Check: Trends in Drug Abuse*, November 2001.

hate crimes before they occur and to respond more effectively when they do. BJA has funded the following hate crime prevention programs:

- In Los Angeles, the National Institutes Against Hate Crimes brings together teams of law enforcement professionals for intensive four-day courses at the Simon Wiesenthal Center. The courses aid the teams in developing a comprehensive, coordinated plan for addressing hate crimes in their respective communities.
- The Los Angeles County District Attorney's Juvenile Offenders Learning Tolerance (JOLT) Program provides comprehensive training to faculty and staff at K-12 schools related to a diversion program for juveniles who are involved in bias incidents and less serious hate crimes, and aggressive prosecution of teenagers who commit serious hate crimes or fail to complete the diversion program. JOLT is a partnership of the Los Angeles County District Attorney, the L.A. County Juvenile Court, the L.A. County Sheriff's Department, the L.A. County Department of Probation, L.A. County school districts, the Anti-Defamation League, and various other community organizations.
- The Commonwealth of Massachusetts' Governor's Task Force on Hate Crimes continued its efforts to improve the reporting of hate crimes by the state's youth. A Hate Crime Victimization Survey showed that few hate crimes are reported to police: of the 4,510 youth completing a standardized questionnaire, 8.9 percent reported they had been victims of bias-related crimes. Only 3.5 percent of the victims reported the crimes to the police, and only 15.6 percent reported the crimes to school officials.² To heighten awareness of these issues in schools and communities, and to strengthen law enforcement's response to hate crimes, the initiative assembled student civil rights teams at seven

schools across the state, and trained peer leaders to implement "Stop the Hate" awareness weeks. The initiative's web site, www.stopthehate.org, has received more than 4 million hits since its inception in 1998.

ADDRESSING CRIME IN NATIVE AMERICAN COMMUNITIES

Violent crime rates in Indian Country are disproportionately high. A Bureau of Justice Statistics (BJS) study found that Native Americans are victims of violent crime at rates more than twice the national average, far exceeding any other ethnic group in the country. Further, a survey by the National Institute of Justice revealed that one in three Native American women reported being raped in her lifetime.³ Like all Americans, Native Americans and Alaska Natives deserve to live in safe tribal communities and native villages, and the Department of Justice is committed to sustained efforts to reach that goal.

Comprehensive Indian Resources for Community and Law Enforcement Project

Sustained criminal justice improvement requires much more than just additional resources. It requires commitment to improve the quality of life and to sustain crime-fighting efforts. The Comprehensive Indian Resources for Community and Law Enforcement (CIRCLE) Project is a demonstration initiative that recognizes that the most effective solutions to the problems experienced by tribal communities come from the tribes themselves. The goal of the CIRCLE Project is to enhance tribal govern-

2. *The Hate Crime Victimization Study* was conducted by Northeastern University

3. *Full Report of the Prevalence, Incidence, and Consequences of Violence Against Women: Findings From the National Violence Against Women Survey*, NCJ183781, November 2000).

ments' response to public safety and to improve the quality of life in tribal communities. The CIRCLE Project promotes the exchange of ideas and experiences, and fosters coordination within the three participating tribes—the Northern Cheyenne Tribe, the Oglala Sioux Nation, and the Pueblo of Zuni—for a more efficient and effective use of resources. It combines comprehensive problem-solving, planning, and implementation with traditional tribal justice practices. The tribes are encouraged to integrate resources from the CIRCLE Project with other federal and private resources and initiatives.

The CIRCLE Project is being evaluated by the Harvard University's Project on American Indian Economic Development. Information obtained through the evaluation is gathered, analyzed, and shared with Department of Justice officials to determine the most effective method of directing resources to Indian Country.

Tribal Courts Assistance Program

Tribal Courts are forums in the Native American community designed to help resolve disputes involving such matters as substance abuse and crime, juvenile delinquency, and domestic violence. The Bureau of Justice Assistance (BJA) administers the Tribal Courts Assistance Program, which supports Native American tribes as they develop, enhance, or operate these courts.

Tribal Courts Development grants help tribal governments without existing tribal judicial systems to develop a tribal judicial system strategy and implementation plan. Tribal Court Implementation, Enhancement, and Continuing Operation grants assist existing tribal court programs in various ways, including, but not limited to, establishing a core structure for a tribal court, improving case management, training court personnel, acquiring additional equipment, 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 sex-

ual abuse, and structuring intertribal and appellate systems.

Training and technical assistance are also available to tribal governments to strengthen the capacity of their court systems. The National Tribal Justice Resource Center (Resource Center), a first-ever funded tribal justice clearinghouse in Boulder, Colorado, provides a toll-free help line 1-877-97NTJRC, a calendar of seminars and conferences, a free searchable national database of tribal court opinions, a mentoring program partnering a developing tribal court with an established tribal court, and other information. More information on the Resource Center can be found at www.tribalresourcecenter.org.

FY 2001 Tribal Court Development grants were awarded in 2002 to 57 tribal jurisdictions. FY 2002 and FY 2003 funds were combined in the FY 2003 grant solicitation. To date, 36 tribes are being recommended for tribal court continuation grants and 55 tribes are being recommended under the competitive tribal court solicitation.

Tribal Justice Statistics Assistance Center

In 2001, the Bureau of Justice Statistics (BJS) established the Tribal Justice Statistics Assistance Center. The center provides technical assistance and training to Native American and Alaska Native jurisdictions to improve their criminal justice statistical systems. Technical assistance includes oversight for the conversion of crime-related data to National Incident Based Reporting System (NIBRS)-compliant data and the development of other types of crime data to ensure participation in BJS' statistical reporting programs. Technical assistance is also provided to help tribal authorities participate in national criminal justice information systems.

ADDRESSING SUBSTANCE ABUSE IN INDIAN COUNTRY

More than a decade ago, Congress passed the Indian Alcohol and Substance Abuse Prevention

and Treatment Act. The Act was based on findings that “alcoholism and alcohol and substance abuse are the most severe health and social problems facing Native American tribes and people today and nothing is more costly to Native American people than the consequences of alcohol and substance abuse measured in physical, mental, social, and economic terms.” For more information about American Indian and Native Affairs (AI/AN), visit OJP’s AI/AN web site at www.ojp.usdoj.gov/americanative.

The Role of Alcohol in Violent Crime Victimization

The Bureau of Justice Statistics (BJS) sponsored criminal victimization studies in three Native American jurisdictions with special emphasis on the role of alcohol in violent crime victimizations, and the characteristics of domestic violence incidents.⁴ BJS findings include the following:

- Fifty-five percent of Native American victims of violent crime reported that their assailants were under the influence of alcohol and/or drugs, as compared to 44 percent of Caucasian victims and 35 percent of African Americans that made similar reports.
- In more than two-thirds of family violence cases, the assailant was under the influence of alcohol at the time of the incident.
- For alcohol-related offenses, including driving under the influence, liquor law violations, and public drunkenness, the arrest rate for Native Americans is more than double than that found among all races.
- Native Americans under the age of 18 are being incarcerated for alcohol related offenses at twice the national rate.

⁴ *American Indians and Crime*, February 1999, NCJ 173386).

Indian Alcohol and Substance Abuse Demonstration Program

In FY 2001 and 2002, Congress appropriated about \$5 million to address substance abuse and crime in Indian Country. The purpose of the Indian Alcohol and Substance Abuse Demonstration Program is to reduce crimes associated with the distribution and abuse of alcohol and controlled substances in tribal communities. The program seeks to mobilize tribal communities to implement or enhance innovative, collaborative efforts to address public safety issues related to alcohol and substance abuse. Tribes are encouraged to develop a strategy, or review and enhance an existing strategy, that is designed to prevent, interdict, and treat alcohol and drug use by members of tribal communities. Tribes also will assess how the Indian Alcohol and Substance Abuse Demonstration Program can augment that strategy.

Direction and guidance is provided by the Department of Justice Alcohol, Substance Abuse and Crime Working Group, which is focused on law enforcement and law enforcement-related activities. Coordination within the Department and with other federal agencies such as the Department of Transportation will continue. This working group has collaborated on the 2000 Indian Self-Determination: Summit on Tribal Strategies to Reduce Alcohol, Substance Abuse and Violence and ever-requested “Promising Practices and Strategies to Reduce Alcohol and Substance Abuse Among American Indians and Alaska Natives.”

The Office of Juvenile Justice and Delinquency Prevention manages and supports the Tribal Youth Program (TYP). TYP is part of the Indian Country Law Enforcement Initiative, a joint initiative of the U.S. Departments of Justice and the Interior to improve law enforcement and juvenile justice in Indian Country. Since FY 1999, \$12 million annually has been appropriated for TYP. TYP, in turn, provides resources to federally recognized tribes and Alaska Native villages. The funding distribution is based on service population on or near reservations. Program funding is for three months. Since 1999, 10 percent of the TYP appropriation has

been used for research and evaluation activities and 2 percent has been used for training and technical assistance.

3

COUNTERING TERRORISM & ENSURING DOMESTIC PREPAREDNESS

The attacks of September 11, 2001, made citizens painfully aware of the terrorist threat against the United States. These incidents, and the potential threat that future terrorist attacks will include the use of weapons of mass destruction, have focused the Department's attention and resources on the need to better prepare emergency response agencies at the federal, state, and local levels. As a result, the Department has been called upon to play a larger role in mitigating and responding to all types of human-caused violent events and has dramatically increased assistance to state and local jurisdictions to enhance their capacity to respond to these incidents. OJP is actively engaged in many of these activities, as well as in the development of technology that might prevent another attack on our nation.

DEVELOPING STATEWIDE DOMESTIC PREPAREDNESS STRATEGIES

The states, the District of Columbia, and the five territories were required to complete a Statewide Domestic Preparedness Strategy, based on their risk and needs assessments, to qualify for federal grant funds under the State Domestic Preparedness Equipment Program administered by the Office for Domestic Preparedness (ODP).⁵ State and local emergency response agencies were actively engaged in assessing the risk of an attack, the vulnerability of specific sites, as well as the capacity to respond to a weapons of mass destruction (WMD) terrorist attack. These agencies used an

Assessment and Strategy Development Tool Kit, and obtained input from local governments, to conduct comprehensive assessments of risk, capabilities, and needs related to potential WMD terrorism attacks. The assessment tool was developed by ODP in conjunction with the Federal Bureau of Investigation (FBI) and the Centers for Disease Control (CDC). Strategies identify measures needed to reduce vulnerabilities and to enhance a locality's capacity to respond to a terrorist attack.

EQUIPPING EMERGENCY RESPONDERS

The State Domestic Preparedness Equipment Formula Grant Program

The State Domestic Preparedness Equipment Formula Grant Program, administered by ODP, provides funds to states to purchase domestic preparedness equipment, which includes personal protective equipment; chemical, biological, or radiological detection equipment; communications equipment; and decontamination equipment.

5. Prior to the creation of the Department of Homeland Security in 2003, the Office of Domestic Preparedness was a component of the Office of Justice Programs, U.S. Department of Justice. The activities of ODP summarized in this chapter concern only fiscal years 2001 and 2002.

By FY 2002, all states, territories, and the District of Columbia submitted strategies to the Department and received a total of \$461 million for equipment and training.

Nunn-Lugar-Domenici Domestic Preparedness Program

The Nunn-Lugar-Domenici Domestic Preparedness Program (NLD-DPP), administered by ODP, provides training, exercises, and equipment support to enhance the capacity of state and local emergency responders, and support agencies, to prepare for and respond to terrorist incidents involving weapons of mass destruction. During FY 2001 and FY 2002, ODP continued to identify, train and equip communities to respond to terrorist attacks that may involve weapons of mass destruction.

Homeland Defense Reuse Program (HDER)

The Homeland Defense Equipment Reuse (HDER) Program is a cooperative effort of the Departments of Justice and Energy to provide surplus radiological detection equipment and other equipment to state and local emergency first responder agencies nationwide. The joint program is part of the larger federal effort to enhance the equipment and training available to the nation's first responders.

HDER is intended to provide a variety of equipment to measure the presence of radiation. The equipment is provided by the Energy Department and will be evaluated and refurbished by Department of Energy radiation equipment specialists.

A pilot phase for the HDER Program began on July 1, 2002, and is being coordinated with states containing the nation's 10 largest metropolitan areas, including Boston, Chicago, Dallas, Detroit, Houston, Los Angeles, New York City, Philadelphia, San Francisco, and Washington, D.C. The program is now administered by the Department of Homeland Security and the Department of Energy.

SUPPLEMENTAL EQUIPMENT FUNDING

The Fiscal Year 2002 Department of Defense/Emergency Supplemental Appropriations Act (P.L. 107-117) made \$251.28 million available for additional equipment, training, and other public safety needs. Among the funds awarded was a \$9.8 million grant to the City of New York to purchase and equip a Bell Model 412 helicopter that will allow the NYPD to respond to emergency situations, including terrorist attacks. In addition, the State and Local Emergency Preparedness Program (SLEP), managed by the Bureau of Justice Assistance, consisted of 27 projects in Virginia, New Jersey, Maryland, New York, and Pennsylvania, all of which received grants in FY 2002.

TRAINING STATE AND LOCAL EMERGENCY RESPONDERS

In FY 2001, ODP trained 33,520 emergency responders, including firefighters, law enforcement, emergency medical service (EMS), HazMat, public health, public works, and emergency management personnel. ODP, and its training partners, trained nearly 94,000 responders in FY02. Based on needs identified in the 56 statewide strategies, ODP estimates that more than 3.2 million emergency responders require training.

The National Domestic Preparedness Consortium

To address the training needs of emergency responders, ODP, in 1998 established the National Domestic Preparedness Consortium, a partnership of several nationally recognized public universities, the Justice Department, and the Department of Energy (DOE), which provides specialized and integrated training to the state and local emergency response community. Training provided through the Consortium includes "live agent" training provided by ODP's Center for Domestic Preparedness; explosives and incendiary training provided by the New Mexico Institute of Mining and Technology; radi-

ation/nuclear agent training provided by DOE's Nevada Test Site; law enforcement and biological incident training provided by Louisiana State University; and emergency response training and Internet-based courses provided by Texas A&M. Additional training courses and technical assistance programs have been developed and are delivered by several non-Consortium providers, including Community Research Associates, National Terrorism Preparedness Institute, and Pine Bluff Arsenal.

During FY 2001 and FY 2002, ODP offered more than 30 training courses at national training centers and through on-site training programs. ODP continued to develop new courses to address needs identified in the state strategies. Recent additions include a Mayors' Executive Seminar, Public Works: Planning for and Responding to a Terrorism/WMD Incident, WMD Crime Scene Management Course, and a Hospital Provider Course. A series of videos and live broadcasts are used to supplement ODP training seminars.

Training Following September 11th

As mentioned in Chapter 1, ODP was on the scene in New York immediately following the attack on September 11th to assist the Fire Department of New York City (FDNY) in addressing training needs in light of its horrendous losses. ODP has provided training to more than 13,900 responders since the attack, the majority of which are firefighters. ODP also supported the District of Columbia following September 11, 2001, by assisting with its planning efforts and delivering a variety of ODP's WMD training courses.

Centralized Scheduling and Information Desk

During FY 2001, ODP established a Centralized Scheduling and Information Desk (CSID). The CSID is a one-stop shop for information on homeland security terrorism preparedness events for the federal, state, and local communities. In addition, the CSID schedules ODP training with the emergency responder community and maintains interagency homeland security exercise schedules. The CSID provides a critical

tool to the federal agencies in coordinating, consolidating, and monitoring federal homeland security terrorism preparedness events in the United States.

The ODP Domestic Preparedness Support Help line at 1-800-368-6498, which was reestablished in FY 2001, provides state and local emergency responders with access to information on the characteristics and control of WMD materials, defensive equipment, mitigation techniques, and available federal resources.

State and Local Anti-Terrorism Training

The Bureau of Justice Assistance's (BJA) State and Local Anti-Terrorism Training (SLATT) Program provides training in the detection, investigation, and prosecution of extremist criminal activity, including activity that is inspired by international events. In response to the terrorist attacks of September 11, SLATT expanded its training and research on foreign-inspired terrorism to include specific organizations believed to be involved in the attacks. SLATT courses are designed for state and local law enforcement executives, command personnel, intelligence officers, investigators, training directors, and prosecutors. The delivery of SLATT to law enforcement agencies nationwide is a joint effort of BJA, the Federal Bureau of Investigation, and the Institute for Intergovernmental Research. Between April 2001 and December 2003, \$5,497,800 was awarded for SLATT.

TESTING PREPAREDNESS THROUGH EXERCISES

Training exercises are critical to achieving domestic preparedness by validating jurisdictional response plans; assessing responder, agency, and jurisdiction preparedness; building participants' confidence in their equipment and team members; and identifying training requirements and equipment needs. Exercises are conducted at the local, state, regional, and national levels. ODP provides support for six types of exercises: seminars, tabletop exercises, drills,

war games, command post exercises, and full-scale exercises. The value of conducting exercises is illustrated by the Tulsa Area Emergency Management Agency response following an Arsine gas cylinder explosion at a chemical plant in July 2001. This explosion resulted in the hospitalization of 116 people. After the incident, the Assistant Director of the Tulsa Area Emergency Management Agency wrote, "we had a very effective and organized response [which was] directly related to the [ODP-sponsored] Domestic Preparedness Program."

Estimates of the total number of exercises required nationwide at the state and local levels are nearly 2,500. During FY 2001, ODP supported the planning and conduct of nearly 50 exercises at the state and local levels, and nearly doubled that number in FY 2002 to 98. ODP is continuing to expand its capacity to provide direct assistance to state and local jurisdictions to test their response plans. In FY 2003, ODP will support 125 exercises at the state and local levels to combat terrorism.

To reach the estimated total number of exercises needed, ODP developed the Center for Exercise Excellence that will train state and local practitioners to conduct exercises. State and local governmental exercise programs are funded through ODP grant awards. ODP is also developing an Exercise Manual that will provide novice and experienced planners with an overview of the exercise process and with information, guidance, and procedures needed to conduct effective exercises. In addition, a multi-media Exercise Toolkit is being developed to provide state and local planners with the materials necessary to design, develop, and conduct plausible and realistic exercises; evaluate the exercises; and capture lessons and best practices that can be shared with their peers.

ODP's National Exercise Program enables DOJ to continue to design and conduct national exercises to test the readiness of federal, state, and local agencies to work together to respond to WMD terrorism incidents. The TOPOFF exercises involve emergency responders and public officials at the federal, state and local levels. TOPOFF 2000, conducted in May 2000, was an

exercise spanning a 10-day period with simulated attacks in three sites across the country during which local, state, and federal personnel (including cabinet-level officials) were challenged to employ the measures they would be required to implement in the event of a real attack involving chemical or biological agents. The conduct of a large-scale national exercise requires many months of planning and extensive coordination with other federal agencies and state and local jurisdictions.

During FY 2001 and FY 2002, ODP was actively engaged in planning and coordination activities relative to TOPOFF 2, which occurred in the spring of 2003. TOPOFF 2 consisted of simulated attacks using various kinds of weapons of mass destruction at several sites around the country and include participation by international players. Participating sites received grant funds to reduce the burden associated with their participation in this national exercise.

DEVELOPING TECHNOLOGY TO FIGHT AGAINST TERROR

Less-Than-Lethal Weaponry for Aircraft Security

As required by the Aviation and Security Act (P.L. 107-71), DOJ—through the National Institute of Justice—assessed whether less-than-lethal weapons could be used by commercial airline crews to thwart on-board attackers. NIJ's efforts were limited to a general examination of less-than-lethal weapons technology. Under tight time constraints, NIJ attempted to identify which of the technologies examined might be applicable to on-board aircraft security. The six general categories of less-than-lethal weapons that currently exist or are in development include electrical shock, chemical, impact projectile, physical restraint, light, and acoustic. Most less-than-lethal weapons are designed for outdoor use, and no commercially available less-than-lethal weapons have been customized for use on aircraft. In its report, NIJ stressed that further testing would be required before

any of the technologies might be deployed, and that any deployment should occur only when appropriate policies, guidelines, and training have been developed.

Meeting Public Safety Needs

In its *Second Report of the President's Advisory Panel to Assess Domestic Response Capabilities for Terrorism Involving Weapons of Mass Destruction*, the Advisory Panel to Assess Domestic Response Capabilities for Terrorism Involving Weapons of Mass Destruction (also known as the "Gilmore Commission") noted that "a national strategy for combating terrorism should emphasize programs and initiatives that build appropriately on existing state and local capabilities for other emergencies and disasters." Pursuant to the Anti-Terrorism and Effective Death Penalty Act of 1996 (P.L. 104-132), NIJ's Office of Science and Technology has been actively involved in providing public safety agencies with better tools to deal with such incidents, addressing both the unique needs of law enforcement and those shared with other types of public safety agencies.

Setting First Responder Equipment Standards

Public safety agencies, which play a key role in the efforts of the National Institute of Justice (NIJ), take a leading role in the definition of public safety technology requirements. Working closely with its partners, including the InterAgency Board for Equipment Standardization and Interoperability (IAB) and the National Institute for Occupational Safety and Health (NIOSH), NIJ is a major participant in the national effort to put in place a comprehensive set of first responder equipment standards. As a first step in 2001, NIJ published a series of five equipment guides including:

- *Guide for the Selection of Personal Protective Equipment for Emergency First Responders*

- *Guide for the Selection of Communication Equipment for Emergency First Responders*
- *An Introduction to Biological Agent Detection Equipment for Emergency First Responders*
- *Selection and Application Guide to Personal Body Armor*
- *Guide for the Selection of Chemical and Biological Decontamination Equipment for Emergency First Responders*

Each of these guides may be found on NIJ's Web site at www.ojp.usdoj.gov/nij/pubs.

Weapons of Mass Destruction

NIJ, through its Border Research and Technology Center (BRTC) and National Law Enforcement and Corrections Technology Center - Northeast, is supporting an initiative to meet the technology needs of Integrated Border Enforcement Teams being implemented between United States and Canadian jurisdictions. NIJ also is leading a multi-agency effort to conduct an assessment of the nature of the domestic chemical and biological terrorist threat.

NIJ has made significant contributions in developing technologies and tools to deal with terrorist acts involving chemical, biological, radiological, and nuclear devices.

Protecting the Individual: NIJ is both funding and collaborating with the Technical Support Working Group (TSWG) in developing a wearable device that warns of exposure to unanticipated chemical and biological hazards, such as anthrax. In a complementary effort, NIJ is working with the TSWG to develop an improved mask that will provide short-term protection against unanticipated chemical hazards.

Protecting Mass Transit: NIJ contributed seed money to begin development of a system to help subway systems deal with chemical attacks. This is a collaboration with the Washington Metropolitan Area Transit Authority

(Metro) and the Department of Energy (DOE). This technology is being exported to other municipalities, such as Boston.

Dealing with Explosive Devices: NIJ has programs in place to address the needs of the bomb disposal professionals. Current efforts include:

- the assessment of personal digital assistants (PDAs) as a means of delivering needed information to bomb technicians on the scene,
- development of a device to safely neutralize large explosive devices,
- improved x-ray diagnostic systems and bomb robots (which currently involves public safety agencies in 27 states), and
- development of a chemical and biological protective ensemble for bomb technicians.

Public safety agencies play a leading role in this effort by testing the new tools being developed by NIJ and its technology partners. Partnering to take advantage of related research and development efforts is a major part of NIJ's development strategy. Almost 50 public safety agencies are involved with NIJ in development of critical incident technologies in 27 states and the District of Columbia. NIJ partners include: the Technical Support Working Group (TSWG), the Sandia National Laboratory, the Federal Aviation Administration (FAA), the FBI, FEMA, and the Defense Advanced Research Projects Agency (DARPA). Other partners include: the National Institute of Standards and Technology (NIST), Dartmouth College's Institute for Security Technology Studies (ISTS), the Oklahoma Memorial Institute for the Prevention of Terrorism (MIPT), and Eastern Kentucky University. NIJ's efforts also were coordinated with the National Domestic Preparedness Office (NDPO) and the Office of Domestic Preparedness (ODP).

PROTECTING OUR INFRASTRUCTURE

Chemical Facility Vulnerability Assessment

In June 2002, NIJ released an assessment tool for the nation's 15,000 chemical facilities to use in identifying and assessing potential security threats, risks, and vulnerabilities, in order to improve facility safety. The Chemical Facility Vulnerability Assessment Methodology is a practical method to assess the security of chemical facilities, which is focused primarily on terrorist or criminal activity that could have significant national impact or cause releases of hazardous chemicals that would compromise a facility's integrity, cause serious injuries or fatalities of facility employees, contaminate adjoining areas and cause injuries or fatalities in these areas.

NIJ developed the tool in collaboration with the Department of Energy's Sandia National Laboratories. Among the 12 basic steps for developing a chemical facility are: determining the need for a vulnerability assessment; assessing likely threats; analyzing risks; and making appropriate recommendations.

Weapons Detection

NIJ is collaborating closely with the Federal Aviation Administration (FAA) Aviation Security Research and Development Division in the development of weapons detection technologies. Two technologies that show the most promise are a walk-through portal system using magnetometers to detect disturbances in the earth's magnetic field caused by ferro-magnetic materials, such as steel, and a portable device that develops images from body heat in the millimeter wave (MMW) band of the electromagnetic spectrum.

The portal device provides a significant enhancement over other metal detectors because it does not alert on innocuous objects such as jewelry and keys. Other detectors work by generating an electro magnetic field that interacts with all types of metal objects. In situations where large numbers of people need to be moved through an area rapidly, the sensitiv-

ity of these other systems must be turned down, leading to the possibility that they might miss small metal objects. The walk-through portal device is able to detect such objects because its sensitivity does not need to be turned down. In 2001, the portal was placed in the New York City School System and has detected items missed by other detectors. After the terrorist attacks on September 11, NIJ supplied a portal to the FAA for evaluation.

The MMW device is able to detect non-metallic and metallic weapons at safe distances. This device produces a real-time video of an individual using the heat energy that his/her body emits in the MMW band of the electro magnetic spectrum. Objects carried on the person appear as distinct images in the video because of the differences in temperature between those objects and his/her body.

Identifying Threats

NIJ is participating in the FAA's Aviation Security Research and Development Division Technical Steering Committee and on their Aviation Security Biometrics Working Group, which addresses the technical and operational issues associated with the use of biometrics, in particular face recognition, to enhance the security of civil aviation.

Managing Incidents Better

NIJ is in the first stages of assessing the utility of critical incident management technologies and identifying gaps in existing technologies. This is a collaboration with the Dartmouth Institute for Security Technology Studies, the District of Columbia's Emergency Management Agency, the U.S. Navy's Space and Naval Warfare System's Center, Charleston, and Camber Associates. Included in this test bed is the First Responder Integrated Support System, which is being used to define how chemical and biological sensors can be integrated into a critical incident management system.

Supporting 9-11 National Response

NIJ's partnership agreements enabled it to rapidly and effectively deploy a team to support search and rescue operations after the attack on the World Trade Center. These activities are detailed in Chapter 1.

Partnerships to Combat Terrorism

NIJ works with the key federal agencies involved in developing technology to combat terrorism, including the 70-agency TSWG and the Department of Energy's Special Technology Office. NIJ works closely with the Department of Homeland Security's Federal Emergency Management Agency (FEMA) and the U.S. Customs Service, as well as with the Secret Service, and the FBI. NIJ also participates on the National Security Council's Anti Terrorism Task Force and the InterAgency Board for Equipment Standardization and Interoperability, the responder community's forum for issues dealing with standards. NIJ coordinates its efforts with the Office of Defense Preparedness and the FBI's National Domestic Preparedness Office. Other NIJ collaborations include the Department of Energy and Department of Defense entities, such as the Sandia National Laboratories and the U.S. Air Force Research Laboratory; the Department of Transportation; DOT's Federal Aviation Administration; the Centers for Disease Control; and FEMA.

NIJ's network of partnerships and in-depth assessments of practitioner requirements enables it to identify gaps in existing technology efforts. It also enables it to leverage its \$20 million investment in this area with investments by other agencies totaling hundreds of millions of dollars.

ENSURING A SAFE OLYMPIC GAMES

The Bureau of Justice Assistance and the Office for Domestic Preparedness began working with the Utah Olympic Public Safety Command (UOPSC) five years ago to ensure the safety of every athlete, spectator, media representative, and international visitor attending the 2002

Winter Olympics in Salt Lake City, Utah. A comprehensive strategy, detailing security measures at every Olympic venue, was approved by UOPSC members in July 2000. UOPSC tested and refined the strategy through tabletop exercises and mock disaster drills with the thousands of public safety personnel who provided security at the Games. UOPSC members also traveled to the 2000 Summer Games in Sydney, Australia, and to special events such as the Democratic and Republican National Conventions to view state-of-the-art technology in event security and terrorism prevention.

Following the terrorist attacks on September 11, UOPSC planners took immediate action to increase security by providing more personnel, security devices, and preventive measures. The number of security officers was doubled to 15,000, including National Guard troops. Together, federal, state, and local governments spent more than \$345 million to protect the 17-day event, triple the amount spent on security at the Summer Games in Atlanta in 1996.

CARING FOR VICTIMS OF TERRORISM

Terrorism and International Victims Unit

The Office for Victims of Crime (OVC) created the Terrorism and International Victims Unit (TIVU) in 2001. TIVU is responsible for developing programs and initiatives that assist victims of terrorism and victims of crimes involving transnational dimensions, such as commercial exploitation, international trafficking of women and children, and international child abduction. TIVU staff is responsible for coordinating OVC resources and funding for victims of terrorism and other transnational crimes, as well as administering a new compensation program for victims of international terrorism. TIVU also seeks to further integrate crime victim issues into international discussions related to the response to crime.

OVC has taken a leadership role in coordinating the development of a federal protocol to ensure a more effective and timely response to victims of terrorism. Terrorism crimes tend to involve large numbers of victims and may include employees of various federal agencies as well as tourists, business representatives, and foreign nationals. Coordination within the federal government to respond to victims' needs and facilitate access to emergency relief and ongoing services is crucial. Recent international terrorist attacks against the U.S. have illuminated many of the unique and complex problems in coordinating an appropriate short- and long-term response to victims of terrorism abroad. The goal of this protocol is to ensure a more seamless response to victims of such incidents in the future.

Antiterrorism and Emergency Assistance Program for Terrorism and Mass Violence Crimes

OVC released final guidelines and an application packet and informational brochure for the Antiterrorism and Emergency Assistance Program for Terrorism and Mass Violence Crimes. OVC developed this program to implement the victim assistance and compensation provisions contained in the Antiterrorism and Effective Death Penalty Act of 1996, the Omnibus Consolidated Appropriations Act of 1997, and the Victims of Trafficking and Violence Protection Act of 2000. Funding under this program is available to provide compensation and assistance to victims of acts of terrorism or mass violence within and outside the United States. Funding may be used to provide a wide range of services and assistance and to respond to the immediate and on-going challenges of providing victim assistance services in the aftermath of cases of terrorism and mass violence.

4

DEVELOPING INNOVATIVE CRIME CONTROL STRATEGIES

OJP is committed to developing and supporting innovative strategies that will permit the most effective use of funds, while bringing new ideas to bear in promoting public safety. These strategies are primarily community-based and multidisciplinary. They rely on active partnerships among law enforcement, prosecutors, courts, correction programs, and community-based services to achieve success. To the degree possible, OJP encourages the involvement of faith-based organizations in each partnership.

PROJECT SAFE NEIGHBORHOODS

Despite an overall decline in the number of gun homicides during the last 15 years, gun violence in America remains intolerably high. Two-thirds of the 15,000 people murdered each year die at the hands of armed criminals. Of particular concern is the high toll gun violence takes on our nation's youth.

To address these issues, the Bush Administration has given all 93 U.S. Attorneys a mandate and a framework for creating an effective gun violence reduction program, Project Safe Neighborhoods (PSN). PSN is modeled on successful firearm programs such as Project Exile in Richmond, Virginia, and Operation Ceasefire in Boston, Massachusetts.

PSN implements five essential elements to reduce gun violence: 1) Partnerships, 2) Strategic Planning, 3) Training, 4) Community Outreach and Public Awareness, and 5) Accountability. Mindful of the varying problems

facing each community, this initiative does not mandate a "one-size-fits-all" approach that supplants effective strategies already in place in individual jurisdictions. Instead, the elements are tailored to the needs of each community and its gun violence problem. Through unprecedented partnerships with federal, state, and local law enforcement, and the Bureau of Alcohol, Tobacco, and Firearms (ATF), the International Association of Chiefs of Police (IACP), the National District Attorneys Association (NDAA), and the National Crime Prevention Council (NCPC), each U.S. Attorney is charged with implementing the five core elements of Project Safe Neighborhoods in a way that fits the specific gun crime problems in their community. The goal is to create safer neighborhoods by reducing gun violence and by sustaining that reduction. More information about PSN may be found at www.projectsafeneighborhoods.gov.

PSN, funded through the Bureau of Justice Assistance, Community Gun Violence Prosecution Program (GVP), is a nationwide commitment to reducing gun crime by networking existing local programs that target gun crime and providing them with additional tools necessary to be successful. GVP grants will improve the long-term ability of prosecution agencies to address the issue of firearm-related violent crime within their jurisdictions and to deter firearm-related violent crime through the swift certainty of prosecution. In FY 2001, BJA awarded more than \$16 million of the funds to 95 jurisdictions to hire 146 prosecutors. The balance of the funds were awarded in FY 2002

to about 200 additional jurisdictions that applied prior to the deadline of October 31, 2001. Funding for other project elements was awarded in early FY 2003.

WEED AND SEED'S COORDINATED STRATEGY

The Weed and Seed approach is a coordinated community-based strategy working to make a broad range of public and private sector resources more accessible to crime prevention efforts, in a collaborative manner. With leadership provided by U.S. Attorneys, the strategy brings together federal, state, and local crime-fighting agencies, social service providers, representatives of public and private sectors, business owners, and neighborhood residents. These groups are linked in a shared goal of weeding out violent crime and gang activity while seeding the community with social services and economic revitalization.

The Weed and Seed approach emphasizes four principles:

1. Aggressive law enforcement strategies.
2. Community policing.
3. The provision of crime prevention, intervention, and treatment services.
4. Neighborhood restoration and revitalization activities.

Initiated in 1991 in three pilot sites, the Weed and Seed approach is operating in more than 270 sites around the nation. Since Weed and Seed is primarily a strategy, all Weed and Seed sites must show their capacity to obtain financial and in-kind resources from a variety of public and private sources. Many Weed and Seed sites receive support from federal, state, and local agencies, and the private sector (non-profit and for-profit).

In FY 2001, the Executive Office for Weed and Seed provided \$47.5 million to 216 sites, and it

awarded some \$62 million to 222 sites in FY 2002. In August 2001, Philadelphia hosted the Weed and Seed National Training Conference. This event marked the 10th anniversary of the Weed and Seed approach to community improvement. Attorney General Ashcroft delivered the keynote address, setting the program's new priorities of focusing on results, sustainability, and coordination with other key DOJ initiatives, such as Project Safe Neighborhoods.

Weed and Seed has a rich tradition of partnering with faith-based organizations (FBOs) in meeting many of the critical needs of America's citizens. By executive order, President Bush has made clear that FBOs should have the fullest opportunity permitted by law to participate in the myriad service-delivery grant programs offered by the federal government. In FY 2002, EOWS included a step-by-step implementation guide in the special emphasis section of their grant application kit. The guide provides detailed information about how communities can ensure that FBOs are incorporated into local Weed and Seed strategies. The guide is available on the EOWS Web site.

OPPORTUNITIES FOR VOLUNTEER SERVICE

In his 2002 State of the Union Address, President Bush announced the creation of the USA Freedom Corps, which is an effort to foster a culture of service, citizenship, and responsibility, building on the generous spirit of the American people. The Citizen Corps programs are part of the USA Freedom Corps initiative and share the common goal of helping communities prevent, prepare for and respond to crime, natural disasters, and other emergencies. Two of these Citizen Corps programs, the Neighborhood Watch Program and the Volunteers in Police Service (VIPS), are administered through OJP, which provided \$1.9 million to the National Sheriffs' Association in FY2002 to expand the existing, highly successful Neighborhood Watch Program in communities across the nation. In addition to their existing crime prevention role, Neighborhood Watch

programs can also be used as the basis for bringing neighborhood residents together to focus on disaster preparedness and terrorism awareness, evacuation drills and exercises, and organize group training. Information on the Neighborhood Watch program can be found at their Web site: www.usaonwatch.org; or through the Citizen Corps logo on the OJP Web site.

In May 2002, Attorney General Ashcroft launched the VIPS initiative, where volunteers assist police in performing routine duties that are necessary to efficient police operations, thus freeing officers to continue to perform their sworn duties. VIPS is the first program to bring together law enforcement volunteer programs nationwide to share resources and support each other's efforts. This initiative is designed to increase the number of law enforcement volunteers nationwide, expand or improve various components of existing programs, and assist agencies in establishing VIPS program. In FY 2002, an initial \$700,000 was awarded under VIPS. Information on the VIPS program can be reached through the Citizens Corps logo on the OJP home page at www.ojp.usdoj.gov.

ENSURING COMMUNITY SAFETY WHEN OFFENDERS RETURN

Between 1998 and 2000, more than 1.7 million prisoners were released from federal, state, and local prisons. In 2001, some 600,000 were released, with more than 160,000 of them being former violent crime offenders. Because ex-offenders are often released from prison with little or no supervision, they frequently return to the same environment from which they came. Consequently, about two-thirds of former prisoners are re-arrested within three years of release. To address this problem, OJP has been working to ensure offenders receive the supervision and services they need to make a successful transition back into the community through a variety of reentry oriented programs.

The Serious and Violent Offender Reentry Initiative

In July 2002, the Attorney General announced a comprehensive nationwide effort to reintegrate offenders back into their communities. Forty-nine states, the District of Columbia, and the Virgin Islands shared \$100 million in grant funds through the Serious and Violent Offender Reentry Initiative. OJP awarded 68 grants to support efforts to ensure public safety and reduce victimization by helping returning offenders become productive members of their communities through education, job and life skills training, and substance abuse treatment that is provided while the offenders' activities are carefully monitored post-release.

The Serious and Violent Offender Reentry Initiative is a comprehensive effort that addresses both juvenile and adult populations of serious, high-risk offenders. It provides funding to develop, implement, enhance, and evaluate reentry strategies that will ensure the safety of the community and the reduction of serious, violent crime. This is accomplished by preparing targeted offenders to successfully return to their communities after having served a significant period of secure confinement in a state training school, juvenile or adult correctional facility, or other secure institution.

The Reentry Initiative represents a new way of doing business for federal, state, and local agencies. Instead of focusing the Initiative on a competition for a limited amount of discretionary funds, the federal partners came together to help state and local agencies navigate the complex field of existing state formula and block grants and to assist them in accessing, redeploying, and leveraging those resources to support all components of a comprehensive reentry program. The discretionary funding available through this Initiative is provided only to fill any gaps in existing federal, state, and local resources.

The Serious and Violent Offender Reentry Initiative is supported by the Office of Justice Programs and the National Institute of Corrections, and their federal partners: the

U.S. Departments of Education, Health and Human Services, Housing and Urban Development, Labor, Veterans Affairs, and the Social Security Administration.

The Reentry Initiative envisions the development of model reentry programs that begin in correctional institutions and continue throughout an offender's transition to and stabilization in the community. These programs will provide for individual reentry plans that address issues confronting offenders as they return to the community, while working to protect the public from re-victimization by these offenders.

SUBSTANCE ABUSE TREATMENT FOR OFFENDERS

Residential Substance Abuse Treatment for State Prisoners Program

In FY 2001, the Corrections Program Office (CPO), through the Residential Substance Abuse Treatment for State Prisoners Program, awarded grants totaling more than \$58 million to all 50 states and eligible territories to continue providing substance abuse treatment for offenders at state and local correctional facilities. In FY 2002, \$64 million was awarded for the same purpose.

RSAT grant funds implement and enhance residential substance abuse programs that provide individual and group treatment activities for offenders in residential facilities operated by state and local correctional agencies.

INNOVATION IN OFFENDER MANAGEMENT

Drug Courts

In FY 2002, the Drug Courts Program Office (DCPO) merged with the Bureau of Justice Assistance (BJA) and began operating as a division of BJA. During FY 2002, BJA awarded more

than \$34 million to 94 communities to plan, implement, or enhance drug courts, similar to the figures for FY 2001 when more than \$30 million went to 92 sites. Drug courts integrate substance abuse treatment, drug testing, sanctions, and incentives with case processing to place nonviolent drug-involved defendants in judicially supervised rehabilitation programs.

More than \$2.6 million of the total awards were made to Native American tribal governments to plan or implement drug courts. These grants help respond to the higher alcohol dependency rates and need for treatment among Native Americans, which was reported in a 1997 study by the U.S. Department of Health and Human Services' Substance Abuse and Mental Health Services Administration.

Today, the United States has 1,014 drug courts. The DCPO funded the direct implementation of 407 of these programs with an implementation grant (171 programs) or a combination of planning and implementation funds (an additional 236 programs). An additional 260 programs received DCPO funds for training but were implemented without DCPO resources. Drug courts are still operating or being planned in all 50 states, the District of Columbia, Puerto Rico, and Guam. Once limited only to adult offenders, specialized drug courts have been developed for juveniles, families, the mentally ill, persons charged with Driving Under the Influence or Driving While Intoxicated, and for tribal court operations.

Drug court programs use multiple federal funding sources, even those that have received Drug Court Grant Program funding, or a combination of state and local, private, and federal funding, to support drug court programs. Some localities use funding from OJP's Byrne Formula Grant Program, the Local Law Enforcement Block Grants, or the Juvenile Accountability Incentive Block Grants Program, all of which include drug court funding as an allowable purpose area.

The Drug Courts Program Office greatly expanded its training efforts in response to the needs expressed by drug court practitioners.

Under the Drug Court Planning Initiative, a series of three workshops on planning a drug court is now available directly to interested communities, which no longer need to submit a funding application or provide a 25 percent local match. With this initiative, DCPO in FY 2002 trained more than 160 communities in planning a drug court.

During FY 2001 and FY 2002, DCPO continued to fund the Drug Court Clearinghouse at the American University to support its training and technical assistance programs, and to serve as a repository of statistics and research findings regarding drug courts.

The combination of funding, training, technical assistance, and evaluation now being implemented by the DCPO will help maintain strong and effective drug courts throughout the country. Those drug courts can become major assets to public safety by improving the operation of the nation's justice systems, and by working to break the cycle of substance abuse and crime.

Mental Health Courts

The Mental Health Courts Program funds mental health court demonstration projects that mobilize communities to implement innovative and collaborative efforts to bring systemwide improvements in the way they address offenders with mental disabilities or illnesses. At the center of the service delivery system is the case manager, who offers centralized case management that coordinates treatment and social services for the mentally ill offender. In FY 2002, BJA awarded \$3,167,929 to 23 communities.

HELPING TO BRING LAW ENFORCEMENT INTO THE COMMUNITY

Community Prosecution Initiative

Community prosecution is a key element of community justice, a movement that has grown in response to the need to involve more of our

nation's citizens in crime prevention.

Neighborhood prosecutors can be more effective than traditional prosecution efforts when dealing with low-level, quality-of-life crime because they emphasize community-focused crime strategies, working directly with a neighborhood's residents, public and private organizations, and businesses.

In December 2001, the Bureau of Justice Assistance (BJA) announced community prosecution grants to 75 communities, with awards totaling more than \$10 million. BJA funds 180 community prosecution grants in 125 jurisdictions. As part of BJA's FY 2001 community prosecution initiative, nine jurisdictions began work as leadership sites or learning laboratories for other communities planning to implement community prosecution strategies. The sites are Denver, Colorado; Washington, D.C.; Indianapolis, Indiana; Minneapolis, Minnesota; Brooklyn, New York; Portland, Oregon; Austin, Texas; Howard County, Maryland, and Kalamazoo County, Michigan. These leadership sites hosted regional community prosecution workshops in FY 2002. BJA also initiated an evaluation plan for the community prosecution programs it funds. In February 2001, the Crime and Justice Research Institute (CJRI) completed *Community Prosecution Strategies: Measuring Impact*. This publication identifies the key elements of community prosecution strategies and provides a framework for measuring program implementation and impact.

MANAGING SEX OFFENDERS

Jacob Wetterling Crimes Against Children and Sexually Violent Offender Registration Act

The Bureau of Justice Assistance (BJA) continued to encourage compliance with the Jacob Wetterling Crimes Against Children and Sexually Violent Offender Registration Act, which conditions 10 percent of states' Edward Byrne Memorial State and Local Law Enforcement formula grant funding be used on

establishing effective systems for registering and tracking convicted sex offenders.

The Jacob Wetterling Crimes Against Children and Sexually Violent Offender Registration Act was passed as part of the Federal Violent Crime Control and Law Enforcement Act of 1994. This law requires states to implement a sex offender and crimes against children registry. In 1996, Megan's Law amended the Wetterling Act. It requires states to establish a community notification system. Also in 1996, the Pam Lychner Sexual Offender Tracking and Identification Act amended the Wetterling Act. It requires lifetime registration for recidivists and offenders who commit certain aggravated offenses. In 1998 provisions contained in Section 115 of the General Provisions of Title I of the Commerce, Justice, and State, the Judiciary, and Related Agencies Appropriations Act (CJSA) amended the requirements of the Wetterling Act to include heightened registration requirements for sexually violent offenders, registration of federal and military offenders, registration of nonresident workers and students, and participation in the National Sex Offender Registry (NSOR). Finally, in 2000 the Campus Sex Crimes Prevention Act amended the Wetterling Act, requiring offenders to report information regarding any enrollment or employment at an institution of higher education and to provide this information to a law enforcement agency whose jurisdiction includes the institution.

Center for Sex Offender Management

The Center for Sex Offender Management (CSOM) is a project sponsored by the Office of Justice Programs (OJP), the National Institute of Corrections (NIC), and the State Justice Institute (SJI).

In FY 2001, Congress appropriated \$5 million for sex offender management initiatives, \$2.9 million of which was set aside for grants under the Comprehensive Approaches to Sex Offender Management Program. CPO awarded grants to 21 state and local jurisdictions to develop, implement, or expand comprehensive strategies to manage sex offenders under community

supervision. Eleven states received about \$2.75 million for the same program in FY 2002.

Under this program, communities must develop multidisciplinary teams, which include probation and parole officers, other criminal justice personnel, treatment providers, and victim advocates. Grant recipients used funds to establish teams of representatives from law enforcement, prosecution, courts, corrections, probation, social services, and victim organizations to identify strengths and weaknesses in sex offender management systems and to assess the staff and equipment necessary to identify, track, and treat sex offenders. Funds also were used for a project planning phase to gauge the need for training probation officers and other criminal justice personnel, treatment providers, and victim advocates about sex offender management.

Juvenile Sex Offenders

A recent study conducted by the Bureau of Justice Statistics (BJS) indicates that 23 percent of all sexual assault perpetrators are younger than 18 years of age. One of the most difficult and complex issues facing the juvenile justice system is how to manage and treat these adolescent sexual offenders. Knowledge about adult sex offenders is erroneously believed to apply to all offenders, regardless of age. Policies and practices for preventing, intervening with, and treating juvenile sex offenders are often implemented on the basis of conventional wisdom, without the benefit of sound empirical data. Juvenile justice practitioners and policy-makers, professionals in other fields (e.g. child welfare, mental health, education) charged with caring for our nation's children, the news media, and the general public require more accurate and up-to-date information about the nature and scope of juvenile sex offending. Such information can be used to support the development of effective plans for addressing this serious problem.

In FY 2001, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) made a grant award to the University of Oklahoma Health Sciences Center for the Juvenile Sex Offender Training and Technical Assistance Initiative. The

goal of this initiative is to increase the accessibility and strategic use of accurate information about the nature, extent, and impact of juvenile sex offending. Information provided through this initiative is intended to foster the development of sound policies and procedures for preventing, managing, and treating juvenile sex offenders. The project is expected to last three years and will include a wide variety of public education, training, technical assistance, information dissemination, and collaborative activities.

In addition, through its Field Initiated Research and Evaluation Program, OJJDP has made a grant award to the University of Minnesota for a research project entitled "The Unique Needs of Juvenile Sex Offenders." This project is designed to enhance the field's understanding of the differences between adolescents who have molested children and other delinquent youth. The long-term goal of this research is to determine the need for offender-specific treatment and to develop interventions with demonstrated efficacy for juvenile sex offenders.

5

PROTECTING AND SUPPORTING VICTIMS OF CRIME

Every crime can have a significant and long-lasting impact on surviving victims and families of victims. With the help of federal funding and other assistance, a network of service providers has been established across the country to help victims deal with the impact of crime on their lives. The Office of Justice Programs continued its exploration of the unmet needs of victims, particularly the under-served populations—the disabled, the elderly, Native Americans, rural, and immigrant victims.

ASSISTING VICTIMS

The Office for Victims of Crime (OVC) is the federal government's chief advocate for crime victims and their families. OVC provides funding for some 3,700 victim assistance programs serving 3.1 million crime victims each year and state victim compensation programs that serve an additional 200,000 victims. Fines collected by U.S. Attorneys, the U.S. Courts, and the Bureau of Prisons are deposited into the Crime Victims Fund, which is supported solely by fines paid by federal criminal offenders, not taxpayers. These funds are available for grant awards the following year. Funds deposited into the Crime Victims Fund in FY 2000 totaled \$777 million, of which \$537.5 million was available in FY 2001. Collections in FY 2001 totaled \$544 million, with \$550 million made available by Congress for FY 2002. Because of the extra burden on the CVF following September 11, the \$550 million was insufficient to cover needs, and OVC had to draw on additional funds remaining from prior years.

In FY 2002, OVC awarded more than \$383 million in victim assistance to all 50 states, the District of Columbia, and the five territories. Since 1986, when the program was initiated, OVC has distributed more than \$2.3 billion in victim assistance funds. States use their victim assistance funds to support community-based efforts that provide counseling, advocacy, emergency transportation, shelter, or other services to crime victims. States also can use the funds for innovative efforts such as sexual assault nurse examiner (SANE) programs or victim service units in law enforcement agencies, prosecutors offices, and social service agencies.

OVC awarded more than \$94 million in victim compensation funds to all 50 states, the District of Columbia, and three territories in FY 2002. With the addition of these grants, OVC has distributed more than \$1 billion in victim compensation funds since FY 1986. Compensation programs work similarly to private insurance, providing reimbursement to, or on behalf of, crime victims for expenses such as medical costs, mental health counseling, funeral and burial costs, and lost wages, as a result of being a crime victim.

ASSISTING VICTIMS OF TERRORISM

Immediate Response to Victims of September 11 Attacks

OVC drew on its wide network of resources to respond immediately to the needs of the victims of September 11, 2001, and their families, including setting up a toll-free call center for victims and families to contact to provide identification information on victims, to receive crisis counseling, and for referrals for locally based assistance. The call center was operational and staffed by trained crisis counselors by 4 p.m. on September 11. Immediately after the attacks, OVC transferred \$300,000 to the FBI to expand its Emergency Victim Assistance Fund, covering travel expenses for victims' families, transport of bodies, and other critical needs not met by other sources. OVC, with assistance from EOUSA and the FBI, also set up a task force to expeditiously process victims' requests. In addition OVC set up a password-protected Web site to provide information to victims and families within days of the attacks. Details of OVC's post-September 11th activities are outlined in Chapter 1, along with the activities of other OJP components.

In addition, on October 4, 2001, OVC awarded more than \$15 million in supplemental funding to New York, Pennsylvania and Virginia, which was used to compensate victims and to support state and local programs that offer various forms of assistance. States used the victim compensation awards to supplement their own compensation efforts, which reimburse victims for expenses such as medical and mental health treatment, funeral costs, or lost wages. Victim assistance funds were used to support organizations that provide critical victim services, such as information and referral, emergency shelter, and emergency transportation.

Awards totaling more than \$42 million, designated by Congress specifically to provide mental health counseling services, went to California, Massachusetts, New Jersey, New York, Pennsylvania, and Virginia in the spring of 2002.

Guidance for Victims of Terrorism

OVC in November 2001 released a new handbook, *Coping After Terrorism: A Guide for Healing and Recovery*. The guide describes some common reactions to terrorist violence and provides practical suggestions for coping with the related trauma. It was developed based on input from terrorism victims, mental health and crisis counselors, and victim assistance professionals. It stresses the importance of seeking help—especially from trained counselors or victims who have had similar experiences—and finding ways to help others. The OVC distributed the survey to victims of the September attacks through the International Red Cross, the Federal Emergency Management Agency, the Executive Office of U.S. Attorneys, the Department of Health and Human Services' Center for Mental Health Services, and state victim assistance coordinators.

HELPING TO MEET THE NEEDS OF VICTIMS

How people cope as victims of crime depends largely on their experiences immediately following the crime. Law enforcement officers' initial response to victims is critical in determining how victims cope in both the short and long term. This interaction also strongly influences victims' participation in the investigation and prosecution of the crime, and the likelihood that they will report future offenses to law enforcement.

Human Trafficking

During FY 2001, OVC participated in the Justice Department's initiative to combat slavery and trafficking in humans by providing funding to assist victims of these insidious crimes. Since 2000, OVC has funded a unique grass roots victim assistance organization in Los Angeles, California. The Coalition Against Slavery and Trafficking (CAST) is a first of its kind "one stop shop" which provides services and assistance to trafficking victims. The CAST case workers assist victims in locating housing,

jobs, medical and mental health services as well as advising them on immigration issues. OVC continued this funding support in FY 2001 and FY 2002.

Also during FY 2001, OVC established emergency victim assistance funds at three federal Agencies. These funds are targeted to provide emergency support to trafficking victims and are administered by the Federal Bureau of Investigation, the Immigration and Naturalization Service (now the Bureau of Citizen and Immigration Services at the Department of Homeland Security), and the Civil Rights Division, Criminal Section at the Justice Department. Emergency medical, mental health, and translation services can be supported with these funds.

Following passage of the Victims of Trafficking and Violence Protection Act of 2000, the National Institute of Justice (NIJ) solicited proposals to conduct research on trafficking of humans to the United States that will further our understanding of its impact, particularly at the state and local level. Additional studies were begun to assess the services available to victims of trafficking and the impact of transnational crime on local and state law enforcement.

Victim Assistance in Indian Country

OVC continued its commitment to assisting crime victims in Indian Country by maintaining its Victim Assistance in Indian Country (VAIC) and Children's Justice Act Partnerships in Indian Country (CJA) discretionary grant programs. These competitive grant programs provide funding to Native American tribes and nonprofit organizations to support reservation-based services and assistance for victims of crime in Indian Country. The VAIC program presently encompasses 30 victim assistance programs at a funding level of \$1.3 million. In FY 2001, the CJA program's funding doubled from \$1.5 million to \$3 million, and remained at that funding level through FY 2002. CJA funds reservation-based programs designed to improve the investigation and prosecution of child abuse, particularly child sexual abuse, in

Indian Country. CJA funds also may be used to purchase equipment for use in forensic medical examinations, to provide training and technical assistance on child abuse issues, and to promote the development of Child Advocacy Centers in Indian Country.

Training Law Enforcement Officers

In 2001, OVC, through the National Sheriff's Association, revised, expanded and published *First Response to Victims of Crime*, a handbook to help law enforcement officers better understand and meet the needs of crime victims. The revised edition provides officers guidelines for approaching and interacting with older victims, victims of domestic violence and sexual assault, child victims, and survivors of homicide, the revised handbook includes a section on responding to victims of alcohol-related driving crashes.

OVC recognizes the continuing value in enhancing the response of law enforcement to crime victims. Through a grant to the International Association of Chiefs of Police (IACP), OVC intends to build the capacity of local law enforcement agencies to provide sensitive and quality assistance to victims. Through technical assistance services and outreach efforts, IACP is working with individual and regional groups of law enforcement agencies to provide victim centered training programs.

Responding to Victims with Disabilities

The handbook, *First Response to Victims of Crime Who Have a Disability*, published by OVC in 2001, offers specific guidance on working with disabled victims, including ways that law enforcement officers can be responsive to the particular needs of disabled victims without compromising criminal investigations. OVC developed the handbook to bolster these victims' equal opportunity to participate in and benefit from law enforcement programs and services. Working with the National Sheriffs' Association, OVC consulted with victim service providers, victim advocates, and experts on working with people with disabilities to produce the handbook.

Victim Services 2000

OVC's Victim Services 2000 intends to improve the range, quality and accessibility of services for victims of crime. In 2001, OVC published two bulletins developed by "Victim Services 2000—Denver," the demonstration project for developing integrated victim services models in urban communities. These bulletins, *Denver Victim Services 2000 Needs Assessment* and *Using Technology to Enable Collaboration*, are the first in a series of reports that describe the creation of the Denver VS2000 model service network and detail the strategies and technical assistance resources that may be useful to other urban communities that wish to implement some of the key elements of the Denver VS2000 model.

UNDERSTANDING AND PREVENTING VICTIMIZATION OF ELDERS

National Center on Elder Abuse National Policy Summit

In December 2001, OVC supported the National Center on Elder Abuse National Policy Summit, which was co-sponsored by the U.S. Administration on Aging. The purpose of the summit was to bring key leaders together to create a consolidated, prioritized National Action Agenda on Elder Abuse laying out a blueprint to address the needs of abused and at-risk elders living in both community settings and institutions. Issues addressed included victim services, increasing prosecution, professional training, and enhancement of adult protective services. Summit participants included practitioners, researchers, and trainers in elder abuse, aging, law enforcement, prosecution, health care, and other fields.

OVC awarded grants to the Denver District Attorney's Office, Legal Services of Eastern Michigan, and Sam Houston State University in Huntsville, Texas, to help improve services for older victims of fraud. These grants totaled

about \$200,000 each and are intended to help develop innovative research, training, and materials that OVC will then distribute to law enforcement, victim service providers, and professionals who work with older adults.

Fighting Telemarketing Fraud Against Elders

The Bureau of Justice Assistance (BJA) supports a consortium of prevention, education, and prosecution projects working to thwart fraudulent telemarketers who prey on senior citizens. A major component of the project is the Telemarketing Fraud Training Task Force, a multi-agency committee led by the National Association of Attorneys General (NAAG) that includes the National District Attorneys Association through the American Prosecutors Research Institute, the National White Collar Crime Center (NWCCC), and the AARP Foundation.

The goals of the Task Force are to raise awareness of telemarketing fraud within the state and local prosecutorial and law enforcement communities; assess the needs of states and local communities to prevent and combat telemarketing fraud; identify how state and local law enforcement could best leverage their resources; and educate consumers about how to avoid becoming victims of telemarketing fraud.

Members of the Task Force provide training to five BJA-funded demonstration sites (Los Angeles, Atlanta, Raleigh, NC, Montpelier, VT, and the State of Illinois), which have implemented innovative telemarketing prevention and enforcement programs.

In addition, BJA funded the National Consumers League (NCL) to provide local law enforcement agencies with tools to conduct effective public education programs aimed at preventing telemarketing fraud. The primary objectives of this work are to empower consumers to avoid victimization, encourage victims to report fraud crimes, develop and disseminate a Telemarketing Fraud Education Kit to law enforcement agencies, and participate in public forums, such as radio programs, to heighten awareness of telemarketing crime.

Curriculum for Physicians and Medical Students

The Office for Victims of Crime awarded an FY 2001 grant to the Baylor College of Medicine (TX) to develop and pilot test a curriculum targeted to physicians and medical students in emergency medicine, geriatrics, and general practitioners on elder abuse. The curriculum, which is being designed for national replication, covers the nature of victimization, screening, assessment, appropriate interventions, reporting, and working with adult protective services and the criminal justice system. The grantee is conducting training on this curriculum at all medical schools in Texas, as well as at least one additional medical school elsewhere in the country. The project also will generate a publication for the field highlighting the work that is being done by Baylor's TEAM Institute, a partnership between the medical school and adult protective services dedicated to identifying and responding to victims of elder abuse.

Blackfeet TRIAD Program

OVC continues to support the adaptation of promising practices in victim assistance to Indian Country. The Blackfeet TRIAD program, which assists victims of elder abuse, continues to provide services to this under served group of crime victims. TRIAD is a joint effort of the AARP, the International Association of Chiefs of Police, and the National Sheriffs' Association to build coordinated services for elderly victims of crime. TRIAD combines the efforts and resources of law enforcement, senior citizens and many of the organizations that represent them, and victim assistance providers.

RECOGNIZING SERVICE TO VICTIMS

National Crime Victims' Right Week

In FY 2001 and FY 2002, OVC continued its tradition of supporting the development of a kit of adaptable resource materials for the victims' field, such as posters, model speeches, press

releases, camera ready artwork, and plans for commemorative activities for use during National Crime Victims' Right Week (NCVRW). The NCVRW in 2001 culminated in an awards ceremony on April 21, 2001 sponsored by OVC, and presided over by the Attorney General, who presented five service awards and two leadership awards to an extraordinary group of organizations and individuals who have advanced the cause of victims in their communities, states, and the nation itself.

President George W. Bush honored victims by his attendance at the 2002 ceremony held April 16, 2002. In his remarks he endorsed a constitutional amendment that guarantees certain fundamental rights for victims. During the same event, Attorney General Ashcroft presented five service awards, an award for innovation in victims' service, and awards to federal employees whose extraordinary efforts improved federal victim restitution and increased CVF deposits. Among the service awardees was Chaplain Mindi Russell, Executive Director and Senior Chaplain for the Law Enforcement Chaplaincy in Sacramento, who, in the days following the September 11 attacks, trained more than 500 chaplains at the World Trade Center and Pentagon sites in care of victims of mass disasters.

TRAINING VICTIM SERVICE PROFESSIONALS

National Victim Assistance Academy

More than 200 victim services professionals completed week-long intensive training at the annual National Victim Assistance Academy sponsored by OVC in June 2002, with approximately the same number attending the 2001 Academy. The 2002 Academy provided state-of-the-art training on assisting terrorism victims and featured a national satellite videoconference broadcast to 39 sites nationwide. Panelists recounted their experiences helping victims of terrorist attack, including the September 11th attacks and the 1995 Oklahoma City bombing. The videoconference also spotlighted resources

available to help terrorism victims and victims of other forms of mass violence.

The 40-hour Academy, conducted from three different universities, is aimed at improving direct services to victims by educating victim service professionals about the latest techniques and programs in the field. The classes included participants from the criminal justice system, domestic violence, sexual assault, and child victimization advocates, and those who serve elderly victims, survivors of homicide victims, and victims of juvenile offenders. The class also included federal victim-witness coordinators from U.S. Attorneys' Offices and representatives from other federal criminal justice agencies. Students can earn academic credit through select universities by taking this course. The Academy has trained more than 1,800 victim service professionals since it began in 1995.

National Symposium on Victims of Federal Crime

In FY 2001, OVC conducted its third biannual National Symposium on Victims of Federal Crime. This premier training event for persons who work with and assist victims of federal crimes took place January 8-12, 2001 in Washington D.C. More than 1,200 personnel from federal agencies, the military, tribal, and nonprofit victim assistance agencies attended the symposium which provided training on a multitude of topics including: methamphetamine labs and children; victims with disabilities; resources for financial fraud victims; and victims in Indian Country.

Sexual Assault Support Team Training Conference

Providing sensitive, effective medical-forensic care to victims is critically important in the aftermath of a sexual assault. During FY 2001, OVC continued to provide training and technical assistance to Sexual Assault Nurse Examiner (SANE) programs and Sexual Assault Support Teams (SARTs), culminating in the First

National SART Training Conference that was held in San Antonio, Texas in May, 2001. More than 700 professionals from the fields of law enforcement, medicine, forensic nursing, victim advocacy, mental health, and prosecution attended the conference. In conjunction with this conference, OVC released two bulletins: *SANE Programs: Improving the Community Response to Sexual Assault Victims* and *Understanding DNA Evidence: A Guide for Victim Service Providers* to provide state-of-the-art information to these practitioners on evidentiary and resource issues.

National MultiCultural Institute and the Cultural Considerations Program

Recognizing the ongoing need to promote culturally competent service delivery to crime victims, OVC continued funding the National MultiCultural Institute (NMCI) in FY 2001 to expand upon its Cultural Considerations program. This program, which has developed and piloted training curricula for service providers in several states, has provided cultural competency education to victim service providers, prosecutors, law enforcement, and related professionals so that they may better respond to the needs of an increasingly diverse population in the United States. With the support of OVC funding, NMCI has previously established productive training partnerships with Victim Services 2000 and the Sexual Assault Interagency Council in Denver, Colorado, as well as the Missouri Coalition to End Domestic Violence. Through these partnerships, the Cultural Considerations program has provided training and ongoing technical assistance to promote individual and organizational cultural competency to improve crime victim service delivery. In FY 2001, NMCI initiated a similar partnership with the International Association of Chiefs of Police and piloted a training event for local law enforcement officers in Kentucky.

IMPROVING UNDERSTANDING OF CHILD VICTIMIZATION

Statistics on Child Abuse

Traditionally, parental assault, molestation, and other forms of child abuse have been considered to be child welfare problems. However, these acts are crimes, and a substantial number of child abuse cases are investigated and adjudicated in the criminal justice system.

Unfortunately, most publicly available statistics on child abuse come from child welfare agencies and describe child welfare system activities alone. In May 2001, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) released *Child Abuse Reported to the Police*, a bulletin that discusses how the Federal Bureau of Investigation's National Incident-Based Reporting System (NIBRS) which is gradually replacing its Uniform Crime Reporting system and reports much more information on the crime committed, victim characteristics (including age), offender characteristics, and incident circumstances will capture data that will allow researchers to analyze incidents reported to the police that involve child victims and parent or other caretaker perpetrators. This bulletin shows how NIBRS data can be used to describe police experience with child abuse. Analysis of NIBRS data and child welfare data revealed the following key findings:

- Incidents of child abuse committed by parents and other caretakers account for about 20 percent of violent crimes against children (ages 0 to 17) reported to the police.
- Nearly 75 percent of these parent and caretaker crimes are physical assaults, and 23 percent are cases of sexual abuse.
- Child abuse constitutes more than one-half of the crimes against children age two or younger reported to the police.⁶

During the past half century, as more mothers have entered the workforce and fewer families live with or near other relatives, parents in this

country have increasingly come to rely on non-familial paid babysitters to care for their children. Despite almost universal concern by parents and policymakers about the informal way in which most babysitters are recruited and screened, traditional methods of tracking crime statistics have produced little information on the offenses babysitters commit against children in their care. Babysitters are one of the categories of offenders for whom specific information is being collected within NIBRS.

OJJDP Child Protection Activities

The Office of Juvenile Justice and Delinquency Prevention's Child Protection Division is highly active in the area of preventing child abuse, protecting abused children, and providing a range of services related to missing and exploited children. Information on these activities can be found in Chapter 7.

International Parental Abductions

The Departments of Justice and State have a cooperative agreement with the National Center for Missing and Exploited Children (NCMEC) to track parentally kidnaped children taken across international borders and to help their parents obtain lawful custody under the Hague Convention's Treaty on international child abductions. To assist in this effort, OVC provides funding to NCMEC to assist parents with inadequate resources in traveling abroad and accompanying their children back to the United States.

Effects of Childhood Abuse

Childhood victimization represents a widespread, serious social problem. Earlier reports demonstrated that child abuse and neglect increased the likelihood of delinquency, adult

6. *Child Abuse Reported to the Police*, May 2001, NCJ 187238 (This Bulletin uses data from the National Incident-Based Reporting System (NIBRS), which collects detailed information about crime and its victims.)

criminality, and violent criminal behavior. The National Institute of Justice's (NIJ) report entitled *Update on the "Cycle of Violence"* documents the persistence of the relationship and long-term consequences. This research compared the arrest records of abused and/or neglected children with arrest records of children who were not abused or maltreated. Results showed that childhood abuse and neglect

increased the odds of future delinquency and adult criminality by 29 percent. Data on the same subjects six years later showed increases of 59 percent for arrest as a juvenile, 28 percent for arrest as an adult, and 30 percent for a violent crime arrest. Poor educational performance, mental health problems, and generally low levels of achievement also characterize victims of early childhood abuse and neglect.

6

COMBATING DOMESTIC VIOLENCE

Family violence—whether intimate partner violence, child maltreatment, stalking, and elder abuse—continues to be a significant problem that often results in an increase in the use of criminal and civil justice processes. Although domestic violence occurs most often in the home, its effects are seen in schools and in the workplace. In the United States, strict laws are in place to hold domestic abusers accountable for their conduct and the federal government is partnering with states, local communities, and victim advocates to develop a comprehensive, coordinated strategy to enforce these laws and support the victims of crime.

BUILDING KNOWLEDGE ABOUT INTIMATE PARTNER VICTIMIZATION

Two key studies related to intimate partner victimization were released in FY 2001, one representing data from the Bureau of Justice Statistics' National Crime Victimization Survey (NCVS) and one released jointly by the National Institute of Justice and the Centers for Disease Control and Prevention entitled *The Effects of Arrest on Intimate Partner Violence: New Evidence From the Spouse Assault Replication Program*.

Using data from the NCVS and the Federal Bureau of Investigation's (FBI) Supplementary Homicide Reports, the Bureau of Justice Statistics (BJS) published *Intimate Partner Violence and Age of Victim, 1993–99*. The report presents trends in intimate partner violence, characteristics of victims (race, gender,

age, income, ethnicity, and whether the victims live in urban, suburban, or rural areas), kind of crime (physical assault or verbal threats), and trends for reporting the crimes to police. Intimate partner victimizations measured include murder, rape, sexual assault, robbery, aggravated assault, and simple assault.

Summary findings include:

- Intimate partners killed 1,218 women during 1999. From 1993 to 1999, intimates killed 45 percent of all female murder victims age 20–24.
- Women separated from their husbands were victimized by an intimate partner at rates higher than married, divorced, widowed, or never married women.
- Women age 35–49 were the most vulnerable to intimate murder, while females age 16 to 24 were the most vulnerable to nonfatal violence.

The National Institute of Justice (NIJ) continued its close working relationship with the Centers for Disease Control and Prevention (CDC) on issues related to intimate partner violence, sexual assault, and stalking. NIJ and the CDC released a joint publication titled *Full Report of the Prevalence, Incidence, and Consequences of Violence Against Women: Findings From the National Violence Against Women Survey*. The report provides data on rape, physical assault, and stalking. The report also includes the rate of injury among rape and

physical assault victims and injured victims' use of medical services. It confirms previous reports that violence against women is primarily perpetrated by intimate partners.

The report also found that many women do not characterize their sexual victimizations as a crime for a number of reasons (such as embarrassment, not clearly understanding the legal definition of rape, or not wanting to characterize someone they know who victimized them as a rapist) or because they blame themselves for their sexual assault.

NIJ's report titled *The Effects of Arrest on Intimate Partner Violence: New Evidence From the Spouse Assault Replication Program* describes the outcomes of field experiments using on-scene counseling, temporary separation, and arrest as interventions for intimate partner violence. Findings from the report include:

- The effectiveness of arrest does not vary by jurisdiction.
- The size of the reduction in repeat offending associated with arrest is modest compared with the effect of other factors (such as the batterer's age and prior criminal record) on the likelihood of repeat offending.
- Regardless of whether or not the batterer was arrested, more than half of the suspects committed no subsequent criminal offense against their original victim during the follow-up period.
- A minority of suspects continue to commit intimate partner violence regardless of whether they were arrested, counseled, or temporarily separated from their partner. Future research needs to focus on identifying such offenders and the policies and practices that will prevent their partners from being victimized further.

FUNDING TO COMBAT DOMESTIC VIOLENCE

Funding to State and Local Governments

The Office on Violence Against Women (OVW) administers 11 separate grant programs and coordinates Department of Justice efforts to combat violence against women.

Services*Training*Officers*Prosecutors

In 2001, OVW awarded \$113.1 million under the Services*Training*Officers*Prosecutors (S*T*O*P) Violence Against Women Formula Grant Program to improve law enforcement, prosecution, court and victim services responses to domestic violence, sexual assault, and stalking in all 50 states, the District of Columbia, and five U.S. territories. In FY 2002, S*T*O*P funding increased to \$132.2 million. S*T*O*P funds are awarded directly to states and are used for the training of law enforcement officers and prosecutors to more effectively identify and respond to domestic violence, sexual assault, and stalking cases; to develop domestic violence units in police departments and prosecutors' offices; to enhance victim services; and to improve court responses to these crimes.

Arrest Policies Program

The Grants to Encourage Arrest Policies and Enforcement of Protection Orders are designed to encourage state, local, and tribal governments and state, local, and tribal courts to treat domestic violence as a serious violation of criminal law requiring the coordinated involvement of the entire criminal justice system. Grant funds may be used to implement mandatory or pro-arrest programs and policies; develop policies and training in criminal justice agencies to improve tracking of domestic violence and dating violence cases; and create centralized domestic violence units consisting of police, prosecution, or other criminal justice agencies. At least five percent of the funding for this program must be available for grants to Indian tribal governments.

OVW awarded \$26.7 million in FY 2001 to 90 jurisdictions in 36 states and the District of Columbia and awarded \$46.1 million in FY 2002 to 90 jurisdictions, 42 of which were new awards and 48 were continuation awards, for their efforts in implementing policies that encourage or mandate the arrest of batterers and to enforce protection orders.

PREVENTING AND REDUCING DOMESTIC VIOLENCE

Toolkit to End Violence Against Women

The Web-based *Toolkit to End Violence Against Women* was developed to assist communities and individuals engaged in activities to end violence against women. The *Toolkit* was developed by the National Advisory Council on Violence Against Women and is based on the premise that ending violence against women begins with cultural and societal change. The recommendations and information contained in the *Toolkit* were the result of input from leaders and practitioners around the country with expertise in domestic violence, sexual assault, and stalking. Key individuals working in the areas of the criminal justice system, health, sports, faith, the media, the military, and entertainment also contributed. Released in FY 2001, the *Toolkit* is designed as a dynamic document that will evolve as the issues surrounding violence against women change over time.

OVW Demonstration Programs

OVW continued its collaborative, inter-agency efforts aimed at expanding OVW's interest in developing coordinated community responses through demonstration initiatives that reach out to diverse, non-traditional partners in jurisdictions throughout the country. FY 2001 funding for these programs, the *Greenbook Initiative* and the *Judicial Oversight Demonstration Project*, totaling about \$6 million, addresses the intersection of courts, child and family welfare agencies, prosecutors, governmental and non-governmental service providers, and focuses on strengthening a com-

munity's capacity and providing tools to address domestic violence victims and their children. In some instances, private foundations are funding related activities that complement the federal initiative.

COMBATING DOMESTIC VIOLENCE IN TRIBAL AND RURAL COMMUNITIES

Rural Domestic Violence and Child Victimization Grant Program

Rural domestic violence victims face unique challenges, such as geographic isolation, not encountered by victims living in urban areas. The special circumstances of rural communities also complicate the ability of the criminal justice system to investigate and prosecute domestic violence and child victimization cases, and they present barriers for victim service providers in identifying and assisting abused women and children.

In FY 2001, OVW awarded \$21.5 million in funding and \$34.7 million in funding in FY 2002 under the Rural Domestic Violence and Child Victimization Grant Program (Rural Program). As a result, victims of domestic violence and their children living in 78 rural areas in 37 states will receive improved services such as improved investigation and prosecution of domestic violence and child abuse cases and increased victim access to advocacy and counseling. This program also assists criminal justice and social services staff to find creative solutions to some of the multifaceted problems faced in rural communities.

The Rural Domestic Violence and Child Victimization Enforcement Grants are designed to enhance services available to rural victims and children by encouraging community involvement in developing a coordinated response to domestic violence, dating violence, and child abuse. A state is considered rural if it has a population of 52 or fewer persons per square mile or the largest county has less than

150,000 people. In rural states, eligible applicants are state and local governments and public and private entities. Non-rural states may apply on behalf of rural jurisdictions in their states. Eligible applicants also include tribal governments in rural and non-rural states. At least five percent of the funding for this program must be available for grants to Native American tribal governments.

S*T*O*P Violence Against Indian Women Program

The S*T*O*P Violence Against Indian Women Program, authorized under the Violence Against Women Act (VAWA), sets aside five percent of the funding for this program for tribal justice agencies and service providers that assist Native American victims of domestic violence and sexual assault. The S*T*O*P Violence Against Indian Women Grants are intended to develop and strengthen tribal law enforcement and prosecution efforts to combat violence against Native American women and to develop and enhance services for victims of such crimes.

Since 1995, the STOP Violence Against Indian Women Program has awarded more than \$40 million to tribal governments and over \$70 million to tribal governments in all of the OVW discretionary grant programs.

In FY 2001, OVW awarded \$8.1 million to 84 Native American tribal governments to support projects that help Native American women who are victims of domestic violence and sexual abuse. These funds also assist law enforcement officers and prosecutors who investigate and prosecute cases involving violence against Native American women. In FY 2002, OVW awarded \$4.6 million to 39 Indian tribal governments under this program. Tribal governments in all of the OVW's discretionary grant programs, including the S*T*O*P program, were awarded \$13.4 million in FY 2002.

ADDRESSING VIOLENCE AGAINST WOMEN ON COLLEGE CAMPUSES

Sexual assault and other violent crimes against women often go unreported on college campuses because appropriate services are not available to victims or there is a lack of coordination with the local criminal justice system. Congress appropriated \$11 million for the FY 2001 Grants to Combat Violent Crimes Against Women on Campuses program. OVW received 97 applications and awarded 26 grants, totaling \$8.7 million, to higher education institutions. In FY 2002, 35 colleges and universities received awards under this program totaling \$8.1 million. More than \$2 million was set aside for a national evaluation of the program and technical assistance to grantees.

To receive funding, colleges and universities must:

- Develop partnerships with nonprofit victim advocacy organizations and local criminal justice or civil legal agencies.
- Train campus police to respond to sexual assault, domestic violence, and stalking.
- Establish a mandatory prevention and education program on violence against women for incoming students.

The *Sexual Victimization of College Women Survey*, cosponsored by the National Institute of Justice (NIJ) and the Bureau of Justice Statistics (BJS), assessed the extent and nature of the sexual victimization of college women. The national-level survey of 4,446 college women suggests that many students will encounter sexist and harassing comments, receive an obscene phone call, and/or have a good chance of being stalked or of enduring some form of coerced sexual contact. During any given academic year, 2.8 percent of women will experience a completed and/or attempted rape. Based on the study findings, it is estimated that more than 350 rapes a year can occur on a campus with a population of 10,000 female students.

HELPING DOMESTIC VIOLENCE VICTIMS

In FY 2001, OVW implemented two new grant programs: the Grants to State Sexual Assault and Domestic Violence Coalitions Program and the Grants to Tribal Domestic Violence and Sexual Assault Coalitions Program. OVW also continued to award grants under the Legal Assistance to Victims Grant Program, which provides funding for the provision and improvement of legal services to victims of domestic violence.

Grants to State Sexual Assault and Domestic Violence Coalitions Program

State sexual assault coalitions and state domestic violence coalitions have played a critical role in the implementation of the Violence Against Women Act (VAWA), serving as a collective voice for victims and survivors of sexual and domestic violence. Moreover, these coalitions collaborate with federal, state, and local organizations to bring an end to domestic violence. The Grants to State Sexual Assault and Domestic Violence Coalitions Program, created by VAWA 2000, allows OJP to provide federal financial assistance to state coalitions to support the coordination of state victim services activities, and collaboration and coordination with federal, state, and local entities engaged in domestic violence activities. In 2001, OVW received more than 85 applications and awarded approximately \$10.4 million in grants. The following year OVW made awards totaling more than \$8.9 million to 91 different coalitions.

Under the Grants to State Sexual Assault and Domestic Violence Coalitions Program, funds are used to:

- Provide technical assistance to member agencies to expand their capacity to provide enhanced services for member programs.
- Expand the technological capacity of coalitions and/or member programs.

- Develop culturally appropriate services or programs to under-reached populations.
- Bring local programs together to identify gaps in services.
- Coordinate federal, state, and local law enforcement activities to develop or enhance strategies to address the needs of domestic violence victims.

Grants to Tribal Domestic Violence and Sexual Assault Coalitions Program

Few domestic violence and sexual assault coalitions are dedicated to the unique issues that confront Native American victims in Indian Country. The Bureau of Justice Statistics (BJS) reports that between 1993 and 1998, Native Americans sustained violent victimization at a higher per capita rate than any other group. Many Native American and Alaska Native women suffer a disproportionate level of intimate partner violence and sexual assault.

In FY 2001, Congress appropriated \$3.8 million for the Tribal Domestic Violence and Sexual Assault Coalitions Program. OVW awarded 15 grants, totaling approximately \$2.3 million, and set aside \$750,000 for program evaluation and technical assistance to grantees. The remaining funds were retained to support FY 2002 Tribal Domestic Violence and Sexual Assault Coalitions Program grants. In FY 2002, six tribal coalitions received a total of \$1.7 million. Federal funds from this program are used to:

- Provide technical assistance to coalition members, programs, and organizations.
- Expand the capacity of coalitions and enhance appropriate services for member programs.
- Conduct statewide, regional and/or tribally-based meetings or workshops for tribal victim advocates, survivors, legal services providers, and criminal justice representatives.

- Bring local tribal programs together to identify gaps in services and to coordinate activities such as victims advocacy and community education programs to increase an understanding of domestic violence and sexual assault matters.

Legal Assistance to Victims Grant Program

Many domestic violence victims do not have access to civil legal services that can provide important avenues for victims to seek protection from circumstances that lead to domestic violence. In FY 2001, under the Legal Assistance to Victims Grant Program, OVW awarded 113 grants totaling \$29.6 million to law school legal clinics, legal services organizations, domestic violence programs, and bar associations so that victims of domestic violence in all 50 states, the District of Columbia, and three territories could receive legal assistance with matters related to their abuse. The following year, over \$35.6 million went to 93 successful applicants.

The funds provide legal assistance to victims of domestic violence to address their immediate concerns about physical safety and financial security, and to enable them to escape the violence. Grantees are using the civil legal assistance funds to:

- Help victims access benefits, health care, and housing.
- Establish legal advocacy programs to represent victims in protection order, marital, spousal and child support, and child custody matters.
- Recruit and train attorneys who provide pro-bono civil legal assistance to domestic violence victims.

Training Grants to Stop Abuse and Sexual Assault Against Older Individuals or Individuals with Disabilities

Elder abuse is the physical, sexual, emotional or financial abuse or neglect or abandonment of an older person by a family member, fiduciary

or caregiver. Elder abuse victims face unique obstacles in seeking assistance because they often are dependent on the abuser and have little possibility of moving or otherwise ending the abusive relationship.

Older individuals who are victims of domestic violence and/or sexual assault also face additional challenges in receiving services they need to enhance their safety. Appropriate interventions may be compromised by misconceptions that older persons are incapable of inflicting serious harm on their intimate partner, that the abuse is an expression of stress associated with caring for an aging partner, or that older people are not sexually assaulted or battered. Age or disability may increase the isolation of victims of domestic violence and sexual assault or their dependence on abusers for care or housing. Also, these cases may go unnoticed because criminal justice system personnel may perceive a victim's injuries as arising from aging, frailty, illness, or disability instead of recognizing that the injuries may be attributed to violence in the home.

The Training Grants to Stop Abuse and Sexual Assault Against Older Individuals or Individuals with Disabilities Program (Elder and Disabled Program) was created by the Violence Against Women Act of 2000 to address the obstacles encountered by victims of crimes who are older individuals or persons with disabilities.

Administered by OVW, this grant program provides a unique opportunity for targeted training for law enforcement officers, prosecutors, and court officers to enhance their ability to recognize, address, investigate, and prosecute instances of elder abuse, neglect, and exploitation and violence against individuals with disabilities, including domestic violence and sexual assault against older or disabled individuals. Funds were first appropriated for the Elder and Disabled Program in FY 2002. OVW received a total of 108 applications and awarded \$4.5 million for 18 projects.

As part of the civil and criminal justice system, law enforcement officers, prosecutors, and court officers are in a position to help victims

cope with the immediate trauma of crime and ensure that offenders are held accountable as well as to help in restoring victims' sense of security and control over their lives. Training for those in the civil and criminal justice systems to understand that older victims or victims who are individuals with disabilities require compassionate and comprehensive services like all victims and also may face unique challenges is essential. This grant program supports training for criminal justice system personnel that will address barriers faced by older victims and victims with disabilities and improve systemic responses to these populations.

Education and Technical Assistance Grants to End Violence Against Women With Disabilities

Research suggests that persons with disabilities face a 4 to 10 times higher risk of being physically or sexually assaulted. Crimes of domestic violence, stalking, and sexual assault committed against persons with disabilities are likely to go unreported, and victims with disabilities face multiple barriers to accessing needed services, and participating fully in the civil and criminal justice systems. Often, individuals with disabilities face physical and social isolation, especially in cases of prolonged home or institutional care. Consequently, many are more vulnerable to victimization and lack information about the services and interventions available to stop abuse in their lives. Physical barriers posed by buildings and transportation systems that have not adapted to the needs of individuals with disabilities and the lack of adequate interpretation services can prevent crime victims from utilizing services and agencies that are critical to enhancing their safety. Violence in the lives of individuals with disabilities also may have additional consequences, such as exacerbating existing health problems, abuse and retaliation for disclosure from care givers, and the loss of child custody. In some instances, courts have awarded custody to domestic violence offenders, based on the assumption that children may be better off with an "able-bodied" offender than with a victim who has a disability.

The Violence Against Women Act of 2000 specifically addressed the obstacles encountered by victims of those crimes who are women with disabilities by establishing a new grant program, Education and Technical Assistance Grants to End Violence Against Women With Disabilities to provide education, consultation and information on violence against women with disabilities. Awards totaling \$6.9 million were made to 18 organizations for the first time under this program in FY 2002.

Ensuring that individuals with disabilities who are victims of domestic violence, stalking, or sexual assault can access the complete array of services and protections they need to become safe requires a comprehensive and aggressive response. Physical improvements in infrastructure to make facilities accessible, coupled with improvements to services for women with disabilities who are victims of violence are paramount. No less important is a coordinated community response to violence against women with disabilities that gathers the strengths and insights of disability rights advocacy organizations, victim services and advocacy organizations, the criminal justice system, social services, the health care system, and other community-based organizations.

Safe Havens: Supervised Visitation and Exchange Grant Program

Studies have shown that the risk of violence is often greater for victims of domestic violence and their children after separation from an abusive situation. Even after separation, batterers often use visitation and exchange of children as an opportunity to inflict additional emotional, physical and/or psychological abuse on victims and their children.

The Safe Havens: Supervised Visitation and Exchange Grant Program (Supervised Visitation Program), created by the Violence Against Women Act of 2000, provides an opportunity for communities to support supervised visitation and safe exchange of children, by and between parents, in situations involving domestic violence, child abuse, sexual assault, or stalk-

ing. Projects funded in FY 2002 under the Supervised Visitation Program were grounded in the belief that domestic violence is an attempt by one family member to gain control over other family members. Visitation and exchange services, provided through the Supervised Visitation Program, reflect an understanding of the dynamics of domestic violence, sexual assault, and stalking, the impact of domestic violence on children; and the importance of holding offenders accountable for their actions.

Appropriated for the first time in FY 2002, OVW awarded 31 grants totaling \$9 million.

VAWA 2000 specifically addressed the special needs of victims and their children by establishing a new grant program to increase the availability of supervised visitation and exchange programs which provide safe, neutral, child centered environments where trained personnel oversee time-limited visits or exchanges between children and their non-custodial parents.

PREVENTING DELINQUENCY & IMPROVING JUVENILE JUSTICE

Through comprehensive and coordinated efforts at the federal, state, and local levels, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) contributes to the reduction of youth violence. OJJDP continues to strengthen the nation's juvenile justice system and supports prevention and early intervention programs that are making a difference for young people and their communities. Other OJP components, including the Bureau of Justice Assistance, the National Institute of Justice, and the Office for Victims of Crime, also provide programming and research support for outreach to juveniles and their families, and OJJDP works with other federal partners on comprehensive initiatives.

REDUCING YOUTH VIOLENCE AND IMPROVING JUVENILE JUSTICE SYSTEMS

Juvenile Justice and Delinquency Prevention Formula Grant Program

Most Office of Juvenile Justice and Delinquency Prevention (OJJDP) funding is awarded directly to state governments to support local juvenile justice and delinquency prevention projects. In both FY 2001 and FY 2002, OJJDP awarded more than \$76 million to all 50 states, territories, and the District of Columbia under the Juvenile Justice and Delinquency Prevention Formula Grant Program to support a variety of juvenile justice activities. Two states

(Wyoming and South Dakota) did not participate in the Formula Grants Program due to non-compliance with the core elements of the OJJDP Act. In these states, funds were awarded to non-profit agencies working to assist their state government's efforts to regain eligibility.

Title V and State Challenge Grants

In FY 2001, OJJDP awarded more than \$42.5 million under the Title V program, which provides funds to states to implement comprehensive plans for delinquency prevention, and almost \$9 million under the State Challenge Grants program, which provides funds to improve juvenile justice systems, including juvenile courts, juvenile corrections, and juvenile probation and aftercare programs. For the same programs in FY 2002, almost \$27 million was available for Title V, and about \$9 million for the Challenge program.

Juvenile Accountability Incentive Block Grants

The Juvenile Accountability Incentive Block Grants Program (JAIBG) is strengthening the juvenile justice system by encouraging states and local jurisdictions to implement accountability-based reforms. Under the program, OJJDP awards block grants to states, which, in turn, distribute the funds to local jurisdictions. JAIBG also supports program-related research, demonstration, evaluation, training, and technical assistance activities.

During FY 2001, 56 eligible jurisdictions, including all 50 states, territories, and the

District of Columbia, received JAIBG awards totaling \$231 million. In FY 2002, almost \$194 million was awarded. The awards were used to fund a variety of programs, including:

- Building, expanding, renovating, or operating temporary or permanent juvenile corrections or detention facilities, including training of correctional personnel.
- Developing and administering accountability-based sanctions for juvenile offenders.
- Hiring additional judges, probation officers, and court-appointed defenders, and funding pretrial services for juveniles, to ensure the smooth and expeditious administration of the juvenile justice system.
- Establishing court-based juvenile justice programs that target young firearms offenders through the creation of juvenile gun courts for the adjudication and prosecution of juvenile firearms offenders.
- Implementing a policy of controlled substance testing for appropriate categories of juveniles within the juvenile justice system.

To help states and local jurisdictions implement JAIBG programs, OJJDP provides training and technical assistance. OJJDP and the Bureau of Justice Statistics (BJS) also established the JAIBG Technical Support Center to help states calculate the amount of JAIBG funds to be allocated to local jurisdictions. A 48-month national evaluation of the JAIBG program is underway. In addition, OJJDP continues to publish a series of JAIBG bulletins, which present up-to-date information about each of the JAIBG program purpose areas, and a semiannual JAIBG newsletter.

PREVENTING YOUTH CRIME

Federal Coordinating Council on Juvenile Justice and Delinquency Prevention

As part of another federal interagency collaboration to prevent youth crime, Deputy Attorney

General Larry Thompson led a discussion on preventing and controlling juvenile gang crime during the July 24, 2001, quarterly meeting of the Federal Coordinating Council on Juvenile Justice and Delinquency Prevention. The Federal Coordinating Council on Juvenile Justice and Delinquency Prevention is chaired by the Attorney General and includes the Secretaries of Education, Health and Human Services, and Housing and Urban Development and juvenile justice practitioners appointed by Congress and the President. Its primary function is to coordinate all federal juvenile delinquency prevention programs, all federal programs and activities that detain or care for unaccompanied juveniles, and all federal programs related to missing and exploited children. It also examines how programs can be better coordinated at different levels of government to serve at-risk youth, makes recommendations to Congress, and reviews the programs and practices of federal agencies to assess their compliance with the Juvenile Justice and Delinquency Prevention Act. The other meetings in FY 2001–2002 focused on child protection, capacity building for faith-based and community-based organizations, and reentry.

MEETING THE NEEDS OF YOUTH

Juvenile Mentoring Program

In FY 2002, OJJDP awarded more than \$14 million in grants to fund juvenile mentoring programs across the nation. Through the JUMP program, more than 5,000 at-risk youth in 38 states and the District of Columbia will receive one-to-one mentoring aimed at keeping them in school and away from drugs and crime. The three-year grants ranged from \$156,000 to \$220,000 each. In FY 2001, OJJDP awarded more than \$5.6 million in grants to 28 sites.

OJJDP selected the 66 new sites from a pool of 863 applicants, a sharp increase in applicants from FY 2001 when the 28 new sites were chosen from 534 applicants through a competitive review process. Awards ranged from \$190,000 to \$210,000 for use over three years. The varied

mentoring programs share three goals: improved academic performance, reduced school dropout rates, and prevention of delinquent behavior. All sites were required to coordinate their activities with local schools. Some programs emphasized tutoring and academics; others emphasized vocational counseling and job skills.

Mentors reflect a variety of backgrounds and professions. Prospective mentors can call 1-800-547-6339, a toll-free number, to receive a list of nearby JUMP sites and other mentoring programs that need volunteers.

The FY 2001 JUMP sites represented a strong cross-section of projects from every region in the nation. Eight were predominantly rural, 16 are urban, 2 include both rural and urban areas, one was suburban, and one was on a Native American reservation. The FY 2002 awardees represented a balanced distribution across the country, with more than 54 percent of the sites in urban areas, almost 38 percent in rural areas, and almost 8 percent suburban. Twelve percent of the grants were awarded to faith-based organizations. All sites are participating in the continuing national evaluation of JUMP.

Boys & Girls Clubs of America

In FY 2001, the Bureau of Justice Assistance (BJA) funded communities to offer Boys & Girls Clubs memberships to 315,000 unserved youth, establish more than 180 new clubs, create 100 new youth technology centers, and leverage over \$45 million from other funding sources. BJA funds also were used to expand the outreach of existing clubs in severely distressed communities, such as many of those in Indian Country, and in small, rural communities. BJA funds supported a collaborative effort with the National Center for Missing and Exploited Children to develop technology programs that allow youth safe access to the Internet. In South Carolina, BJA funded a comprehensive training curriculum for club professionals and staff at the Strom Thurmond Boys & Girls Club Leadership Institute at Clemson University. In FY 2002, Boys & Girls Clubs received \$70 million in federal funding from

the Department of Justice to continue outreach to unserved youth and to expand services.

ADDRESSING SUBSTANCE ABUSE BY YOUNG PEOPLE

Drug-Free Communities Support Program

In FY 2001, local efforts to prevent substance abuse by youths were enhanced through about \$15 million in Drug-Free Communities Support Program grants awarded to 157 sites across the country. In FY 2002, \$45.5 million was awarded to fund new and continuing drug-free coalitions. Seventy new sites received \$6.8 million, while 462 existing coalitions received the remaining \$38.7 in continued funding. With the addition of the new sites, the program now funds more than 500 community coalitions in all 50 states, the District of Columbia, Puerto Rico, and the U.S. Virgin Islands.

The Drug-Free Communities Support Program was created under the Drug-Free Communities Support Act of 1997 (P.L. 105-20) to strengthen local anti-drug coalitions, which include businesses, youth service organizations, health care professionals, youth, parents, media, law enforcement, school officials, religious organizations, other community representatives, and state, local, or tribal government agencies. The program allows local coalitions to strengthen their efforts to prevent and reduce young people's illegal use of drugs, alcohol, and tobacco by encouraging citizen participation and by disseminating information about effective programs. Each of the coalitions receiving grants has worked together for a minimum of six months on substance abuse reduction initiatives before applying for the grants.

The program is authorized within the White House Office of National Drug Control Policy (ONDCP) and administered by the Office of Juvenile Justice and Delinquency Prevention. ONDCP and OJJDP selected the new sites through a competitive review process from a pool of between 350 and 450 applications. Awards ranged from \$30,810 to \$100,000 for

use over a 12-month period, and grant recipients may apply for continuation awards. The coalitions, which have developed a long-range plan to reduce substance abuse, are required to match grant awards with an equal amount of funding from non-federal sources. Technical assistance is available to grant recipients to help them implement effective community prevention programs through funding from OJJDP and the federal Substance Abuse and Mental Health Services Administration's Center for Substance Abuse Prevention (CSAP).

Enforcing the Underage Drinking Laws Program

The Office of Juvenile and Delinquency Prevention's (OJJDP) Enforcing the Underage Drinking Laws Program helps all 50 states and the District of Columbia develop comprehensive and coordinated initiatives to enforce state laws that prohibit the sale and prevent the purchase and/or consumption of alcoholic beverages by minors. In FY 2002 and FY 2001, OJJDP awarded block grants of \$360,000 each, to all states and the District of Columbia. Recipients use these funds to support activities in one or more of three areas: enforcement, public education, and/or innovative programs. In addition to the block grants, OJJDP selects states to receive FY discretionary grants. Currently, 26 states are active discretionary grantees. OJJDP also supports a national evaluation of this program which is being conducted by Wake Forest University School of Medicine in Winston-Salem, North Carolina.

Juvenile Drug Court Programs

In May 2001, OJJDP released *Juvenile Drug Court Programs*, a JAIBG bulletin that discusses juvenile drug courts intensive treatment programs established within and supervised by juvenile courts to provide specialized services for eligible drug-involved youth and their families and explains how they are structured, administered, and incorporated into the juvenile justice system. Since 1995, more than 100 juvenile drug courts have been established in the United States and another 100 are being

planned. This bulletin provides local officials with the experience and perspective of juvenile justice policymakers and practitioners and facilitates the development of constructive, well-conceived programs that improve the juvenile justice system's ability to hold youthful offenders accountable for their behavior while enhancing public safety and strengthening existing state and local programs. Initial analysis shows that juvenile drug courts are demonstrating effective rehabilitation of youth who were assessed to be at high risk of continued delinquent involvement and illicit substance use.

Mental Health and Juvenile Justice

A significant number of youth in the juvenile justice system suffer from mental health and substance abuse disorders. In many cases, these conditions have contributed to a juvenile's offending behavior, and, left untreated, can interfere with justice system attempts at rehabilitation. In recent years, juvenile justice practitioners, policymakers, and researchers have expressed increasing concern regarding the ability of the juvenile justice system to adequately address the mental health needs of youth in its care.

In FY 2001, OJJDP made its largest grant award ever in the area of mental health. The goal of the Mental Health and Juvenile Justice: Building a Model for Effective Service Delivery Initiative is to improve the ability of the juvenile justice system to respond to the complex needs of youth with mental health and co-occurring substance abuse disorders. The grantee, Policy Research Associates, Inc., of Delmar, New York, will complete a review of mental health needs and services, visit sites demonstrating best mental health practices, and develop a model on which to base future services.

National Youth Court Center

The National Youth Court Center (NYCC) at the American Probation and Parole Association (APPA) serves as an information clearinghouse and provides training and technical assistance to youth court programs in the United States.

The NYCC was created by OJJDP and funded by its Juvenile Accountability Incentive Block Grant Program in collaboration with the National Highway Traffic Safety Administration of the U.S. Department of Transportation. Project partners, including the American Bar Association (Division of Public Education and Office of Justice Initiatives), Street Law, Inc., Constitutional Rights Foundation, Constitutional Rights Foundation Chicago, and Phi Alpha Delta Public Service Center, also are creating resources for and/or supporting the NYCC.

Youth courts (also known as teen courts and peer courts) are juvenile justice programs wherein youth are sentenced by their peers. Some of the benefits of youth courts include holding juvenile offenders accountable for their actions, promoting restorative justice principles, educating youth on the legal system, reinforcing and empowering youth to participate actively in community problem solving, and building good character traits in young people. The number of youth courts in the United States has increased significantly over the past several years. As of June 2002, more than 900 youth court programs were in operation in 46 states, with several hundred poised to become operational in the near future. In 1994, there were only 78 operating youth courts. The NYCC serves as a central point of contact to established and developing youth court programs across the nation.

In FY 2001, through funding made available by OJJDP, the NYCC released a volunteer training package and documentary on youth courts. Additionally, six regional training programs were offered across the United States that helped communities implement a youth court or enhance an existing youth court. The training package was selected by the Association of Education Publishers to receive its "Excellence in Educational Multimedia Presentations for Children" award in 2002. OJJDP collaborated with the American Bar Association and the American Probation and Parole Association in the development and distribution of these materials.

ENSURING SCHOOL SAFETY

The majority of schools are very safe, and even those with higher levels of crime than the typical school may be generally safer than the communities in which they are located. However, no level of school violence is acceptable, and reducing violence in schools and ensuring that students can learn in a safe and nonthreatening environment is a national priority. In recent years, many programs have been implemented in the nation's schools to promote safe and healthy learning environments.

School Crime Statistics

The Bureau of Justice Statistics (BJS), in collaboration with the National Center for Education Statistics (NCES), periodically collects data on aspects of school crime through a supplement to the National Criminal Victimization Survey (NCVS).

The joint BJS/NCES publication, *Indicators of School Crime and Safety, 2002*, reports that victimization in the nation's schools has decreased since 1992. The report says that between 1992 and 1999, violent victimization rates at schools generally declined from 48 crimes per 1,000 students ages 12 through 18 to 33 per 1,000 students. Data from the report also indicate that between 1995 and 1999 the percentage of students who said they were the victims of any crime of violence or theft at school decreased from 10 percent to 8 percent. During 1999, students were victims of about 2.5 million crimes at school, 1.6 million thefts and 880,000 nonfatal violent crimes, including about 186,000 serious violent crimes (rape, sexual assault, robbery, and aggravated assault). By comparison, students were victims of 2.1 million crimes away from school: 1 million thefts and 1.1 million non-fatal violent crimes, including 476,000 serious violent crimes.

The latest data, available in *Indicators of School Crime and Safety, 2002*, was released in November 2002. The report says that violent victimization rates for students varied from a high of 59 violent victimizations per 1,000 students in 1993 to a low of 26 per 1,000 students

in 2000. Data also indicates that the percentage of students who said they were victims of crime at school, both violent and property crimes, decreased from 10 percent of all students in 1995 to 6 percent in 2001. In 1993, 1995, 1997, 1999 and 2001, between 7 percent and 9 percent of students reported being threatened or injured in the previous 12 months with a weapon such as a gun, knife, or club on school property.

Safe Schools/Healthy Students Initiative

Research confirms that a comprehensive community-wide and school-wide approach works best to promote healthy child development and to reduce school violence and drug use. The safety and well being of our nation's children can be enhanced through the work of partnerships that bring together schools, families, and community organizations and offer a broad-based preventive approach to violence and drug use. The Safe Schools/Healthy Students Initiative supports urban, rural, suburban, and tribal school districts in their efforts to link prevention activities and community-based services and to provide community-wide approaches to violence prevention and healthy child development. This collaboration among the U.S. Departments of Education, Justice, and Health and Human Services helps communities design and put into place comprehensive educational, mental health, social, law enforcement, and juvenile justice services for youth.

In FY 2001, more than \$38 million was awarded to 20 communities for three-year projects to make schools safer, to foster children's healthy development, and to prevent aggressive and violent behavior and drug and alcohol use among youth. Continuation grants for the initial 77 three-year projects funded in FY 1999 and 2000 were awarded in Summer 2001, with more than \$100 million from the three federal agencies. Projects had to demonstrate substantial progress to receive continued funding.

In FY 2002, more than \$80 million was awarded to 46 communities, funding new three-year projects, adding to the 97 SSHS projects funded in the previous three years.

Research shows that preventing violence by building on children's strengths and promoting healthy development produces more positive results and is more cost-effective than strictly punitive measures. Grantees were urged to intervene with children early and to use programs that have been proven effective, such as life skills development, mentoring, conflict resolution, support for families, professional development for staff, truancy prevention, after-school activities, teen courts, and alternative education.

Safe Schools Technology Initiative

Schools have incorporated safety and security technologies within their overall school safety plans as an aid in creating safer and more secure schools. The Safe Schools Technology Initiative, coordinated by the National Institute of Justice (NIJ), encourages technology developers to work with school administrators and law enforcement agencies to propose new or improved safety technologies that have promise for wide implementation. Under this initiative, NIJ sponsors technology research, development, and evaluation in the following areas: concealed weapons, contraband detection, information technology, surveillance, and training simulation technologies for incident prevention and response. In FY 2001, NIJ completed the CD-ROM *School Critical Incident Planning Resource* that is designed to assist school administrators, school resource officers, and local law enforcement agencies plan for incidents that could affect school safety. This pocket sized CD-ROM is a three-part reference (prepare, respond, resolve) with links to the Internet for more information.

Technology assistance is another piece of the Initiative. NIJ invites practitioner participation in policy and liability assessment forums that bring together law enforcement and school safety officials wherever appropriate. NIJ also uses the resources of its National Law Enforcement and Corrections Technology Center system to provide technology information, assistance, demonstrations, and other support to community law enforcement agencies and school security personnel.

ADDRESSING YOUTH GANG CRIME

Gang-Free Schools and Communities Initiative

OJJDP helps communities address problems related to crime by youth gangs. OJJDP continues to support the Gang-Free Schools and Communities Initiative, which includes three programs: (1) Comprehensive Gang Model: An Enhanced School/Community Approach to Reducing Youth Gang Crime; (2) Gang-Free Communities; and (3) National Evaluation of the Comprehensive Gang Model: An Enhanced School/Community Approach to Reducing Youth Gang Crime. OJJDP also supports the Boys & Girls Clubs of America Gang Prevention Through Targeted Outreach Program, which helps local Boys & Girls Clubs prevent youth from entering gangs, intervene with gang members in the early stages of gang involvement, and divert youth from gang activities into more constructive programs.

In May 2001, the Attorney General announced the selection of 10 sites including Los Angeles; San Francisco; Washington, DC; Ft. Lauderdale; Louisville, Kentucky; Lakewood, Washington; Miami; East Cleveland, Ohio; Pittsburgh; and Houston to receive \$1.5 million through the Gang-Free Schools and Communities Initiative. The sites will use their awards to implement the five elements of OJJDP's Comprehensive Gang Model:

- 0.1 Mobilizing the Community—bringing together law enforcement, schools, community organizations, citizens, and youth.
- 0.2 Intervening with At-Risk Youth—including in-school and after-school programming, mentoring, family counseling, drug treatment and outreach to gang-involved youth.
- 0.3 Providing Opportunities—offering education, vocational training, and job placement services.

0.4 Suppressing Gang Activity—including targeted police operations.

0.5 Improving Organization Structure—sharing information, enhancing case management and establishing multi-disciplinary coordination and training.

Youth Gang Statistics

The proliferation of youth gangs throughout the United States and the growth of youth violence have heightened the awareness of the youth gang problem among policymakers, law enforcement agencies, and the public. In FY 2001, OJJDP released the *1998 National Youth Gang Survey*, the fourth in a series of OJJDP annual surveys conducted by the National Youth Gang Center. Highlights of the survey include:

- 48 percent of respondents indicated that they had active youth gangs in their jurisdictions, with 70 percent of large cities, 50 percent of suburban counties, 32 percent of small cities, and 21 percent of rural counties reporting gang activity. Each area showed a modest downturn in jurisdictions reporting gangs, with the largest decrease (7 percent) in suburban counties.
- Youth gang activity varied substantially by region, with 72 percent of jurisdictions in the West (which has historically experienced significant gang problems) reporting activity. 48 percent of jurisdictions in the Midwest and the South reported activity and 29 percent of jurisdictions in the Northeast.
- An estimated 28,700 gangs with 780,200 gang members were active in 1998.

Female Gangs

OJJDP in FY 2001 released a new bulletin in its Youth Gang series titled *Female Gangs: A Focus on Research*. This bulletin summarizes both past and current research on female gangs and draws attention to programmatic and research needs. It considers the background for female

gang membership, assesses the delinquency and criminal activity of female gang members, examines how ethnicity and gender norms may influence female gang behavior, and discusses the long-term consequences of gang membership for females. Forces that foster female gang membership include economic and ethnic factors, family pressure, and sex stereotyping and victimization. The description of female gang member criminality includes levels and types of offending. The bulletin also notes that drug offenses are among the most common offenses committed by female gang members.

BUILDING KNOWLEDGE ABOUT YOUTH CRIME

The 1999 OJJDP Statistical Briefing Book

This publication, released in 2001, provides information on juvenile crime and victimization on youth involved in the juvenile justice system. Data in the six topics—characteristics, victims, offenders, arrests, courts, and corrections—provide timely and reliable statistical answers to the questions most frequently asked by policymakers, media, and the public.

CHILD PROTECTION ACTIVITIES

OJJDP's Child Protection Division administers programs related to crimes against children and provides leadership, training, and funding in the areas of enforcement, intervention, and prevention. They promote effective policies and procedures to address the needs of abused, neglected, missing, and exploited children. OJJDP supports the National Center for Missing and Exploited Children, a clearinghouse and resource center that collects and distributes data regarding missing and exploited children and operates a national toll-free hotline (1-800-843-5678) for information about missing children.

National Missing Children's Day

OJJDP annually observes National Missing Children's Day with a ceremony highlighting

on-going efforts to return missing children to their homes and honoring the work of law enforcement and others in this cause. The 20th anniversary of the Missing Children's Act, signed into law by President Reagan in 1982, was observed on May 23, 2002, with a ceremony in the Great Hall. As in previous years, awards were conferred recognizing the contributions of law enforcement, citizen volunteers, and corporate leadership. In addition, young people were recognized with the Youth Courage award, recognizing efforts contributing to return of a missing child, and a student received an award for designing a Missing Children's Day poster, which was part of a national school competition.

Internet Crimes Against Children

OJJDP also administers the Internet Crimes Against Children (ICAC) Task Force Program, which helps state and local law enforcement agencies acquire skills, equipment and resources needed to respond to ICAC cases. OJJDP supports 30 ICAC task forces, supported by 54 investigative satellites. Each of these regional task forces provide forensic, prevention, and investigative assistance to parents, educators, prosecutors, law enforcement, and other professionals working on child victimization issues.

As of September 30, 2001, task force operations had resulted in the seizure of more than 900 computers; service of 695 search warrants and 1,388 subpoenas; forensic examinations of more than 1,500 computers; provision of investigative assistance in more than 1,000 cases at the request of other law enforcement agencies; and provision of training for more than 1,400 prosecutors and 12,500 law enforcement officers. ICAC Task Force presentations, publications, and public service announcements reached thousands of children, teenagers, parents, educators, and others interested in safe Internet practices for young people.

A common set of standards to assist law enforcement agencies in making interagency referrals of child pornography and cyberentertainment cases was developed by OJJDP in consul-

tation with prosecutors, investigators, and law enforcement executives from federal, state and local agencies. The standards address investigative techniques, evidence collection, prevention efforts, media relations, and management practices, and represent a major achievement of the Task Force program.

With an estimated 10 million children using the Internet daily, OVC in May 2001 released *Internet Crimes Against Children*, a bulletin that explores the challenges law enforcement personnel and victim service providers face as they try to protect children who go online every day and become targets for sexual predators. The bulletin also addresses how to meet the children's needs, while ensuring their safety.

Parental Abduction

OJJDP also released the following two complementary bulletins that address the issue of parents who abduct their own children:

- *Family Abductors: Descriptive Profiles and Preventive Interventions*, released in January 2001, describes profiles of parents at risk for abducting their children. Key factors that point to a greater likelihood that parents will abduct their children include prior threats, a belief the child is being abused, parental psychological disorders, the end of a multinational marriage, and alienation from the legal system. The bulletin also offers a number of recommendations to reduce these risks, such as parent legal education programs and efforts to increase parents' access to legal representation.
- *Early Identification of Risk Factors for Parental Abduction*, released in March 2001, identifies the characteristics of parental abductors and their families and examines the effectiveness of interventions used to prevent or respond to child abductions. From one element of this study, the researchers identified the following six profiles of parents at risk for abducting their children: (1) parents from whom there has been a prior threat

of or actual abduction; (2) parents who suspect or believe abuse has occurred and friends and family members who support these concerns; (3) paranoid delusional parents; (4) severely sociopathic parents; (5) parents who are citizens of another country and end a mixed-culture marriage; and (6) parents who feel alienated from the legal system and have family/social support in another community. Researchers were also able to provide instruction to Family Court Services personnel on how to identify individuals who fit one or more of the profiles.

EFFORTS TO HELP CHILDREN EXPOSED TO VIOLENCE

SafeStart Initiative

In FY 2001, the Office of Justice Programs continued working to assist children exposed to violence. More than \$6 million in funds were awarded by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to nine sites during the first year of a 5½-year SafeStart Initiative to develop comprehensive efforts to help children exposed to violence. The sites are San Francisco, California; Bridgeport, Connecticut; Pinellas County, Florida; Chicago, Illinois; Washington County, Maine; Baltimore, Maryland; Rochester, New York; Chatham County, North Carolina; and Spokane, Washington. In addition, two tribal sites, Pueblo of Zuni, New Mexico, and Sitka Tribe of Alaska were selected. Grant recipients will receive approximately \$670,000 per year from OJJDP for this initiative.

The SafeStart Initiative is based in part on the Child Development-Community Policing pilot program developed by Yale University and the New Haven, Connecticut Police Department with OJJDP support. This program brings police officers and mental health professionals together through training, consultation, and support to provide constructive intervention for child victims and witnesses of violent crime.

OJJDP selected the nine grantees after a review of the 208 applications received. First-year funding was dedicated to a thorough review of existing community services and identification of gaps that need to be filled. Based on this review, the grantees will plan a 5-year comprehensive response. The sites' plans will be based on coordination among law enforcement, mental health and medical professionals, and child protective service providers. The plans will include efforts such as child advocacy centers, home visitation programs, and domestic violence services for battered mothers whose children are at a high risk of exposure to violence.

In addition to the nine SafeStart sites, OJJDP also awarded \$670,000 to each of three sites—Miami, Florida; New Orleans, Louisiana; and Newark, New Jersey—for a two-year period. These sites are focusing on specific improvements to services for children exposed to violence. The National Center for Children Exposed to Violence in New Haven, Connecticut is working with OJJDP to provide training and technical support to the Safe Start sites.

Children's Advocacy Centers

OJJDP supports the National Children's Advocacy Center (NCAC) in Huntsville, Alabama, which was established in 1985 as one of the first child advocacy center programs in the nation. The NCAC handles cases of child physical and sexual abuse, child neglect, and domestic violence. It is a leader in the provision of training and technical assistance for children's advocacy centers and programs nationwide, sponsoring a national training academy and annual symposium.

Since FY 1995, OJJDP has also funded four Regional Child Advocacy Centers, which are

responsible for providing information, technical assistance, and training to assist communities in establishing multi-disciplinary programs that respond to child abuse. Through the National Children's Alliance, OJJDP also provides funding to local children's advocacy center.

Currently, 464 operational Children's Advocacy Centers (CACs) operate in the United States. All are members of the National Children's Alliance, a grantee of OJJDP and membership organization for the CACs.

Closed-Circuit Televising of Child Victims of Abuse

The Bureau of Justice Assistance (BJA) funded the Closed-Circuit Televising of Child Victims of Abuse Program grants, which were instrumental in securing portable videotape and closed-circuit television equipment allowing the testimony of child victims at Children's Advocacy Centers to be televised and linked to courtrooms. These grants purchased document cameras and electronic whiteboards that clarify the testimony of child victims through physical evidence such as drawings. The grants also funded the creation of forensic interview rooms in Children's Advocacy Centers.

In 2001, BJA funded five demonstration sites in Cullman, Alabama; Prescott, Arizona; Denver, Colorado; Essex County, New Jersey; and Madison, Wisconsin. The grants funded training for criminal justice professionals in interviewing child victims. The training examined legal requirements, how to minimize trauma, and a range of issues related to children's memory capability.

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DEVELOPING KNOWLEDGE THROUGH RESEARCH

Research is critical to the development of sound criminal justice policy, as well as to the development of advanced technologies that support the work of law enforcement agencies. Sound evaluations of methods and existing OJP grant programs are necessary to the wise expenditure of taxpayer dollars. As the primary research, development, and evaluation agency of the Department of Justice, the National Institute of Justice is engaged in innovative research and development of 21st century technology that can enhance the work of law enforcement, assist in prosecutions, and serve the cause of justice for victims and offenders. Other bureaus and offices also participate in these activities, often in concert with NIJ, and all grantees are required, within the terms of their award, to complete an outcome evaluation of their project, adding to the body of knowledge on effective programs. National scope evaluations are also in progress on a number of OJP grant programs.

IMPROVING THE USE OF DNA EVIDENCE

Convicted Offender DNA Backlog Reduction Program

In FY 2001, NIJ's Convicted Offender DNA Backlog Reduction Program was restructured to take advantage of economies of scale. The costs of analyzing convicted offender Deoxyribonucleic Acid (DNA) samples were

reduced by 30 percent, allowing the addition of more than 170,000 convicted offender samples to be added to the national database at a savings of more than \$2.5 million. A total of 24 states applied and received assistance from this program, for a total of about \$6 million.

Forensic DNA Research and Development

NIJ's Forensic DNA Research and Development Program aims to reduce the time and cost needed for forensic DNA analysis, to develop or enhance technologies used for DNA testing, and to identify and evaluate new DNA markers that will provide additional tools for identity determination. Examples include the development of a microdevice for high-throughput and portable DNA analysis, the development of software that will assist in the quality control and interpretation of DNA data, improved methods for separating the male and female portions of sexual assault evidence, and exploration of genetic markers that are of value in examining degraded DNA. During 2001, \$5 million was committed to this program, allowing NIJ to continue supporting projects that address all of these objectives.

In August of 2001, the Attorney General asked NIJ to pinpoint the issues and identify the solutions that currently impede the full and effective use of DNA from the crime scene to the courtroom. NIJ convened a working group of experts on DNA analysis from all facets of the criminal justice community in response to the Attorney General's inquiry.

The National Commission on the Future of DNA Evidence

The Commission's charter ended in FY 2001 after four years of providing important recommendations on the most effective ways to use DNA in the criminal justice system and the importance of supporting forensic DNA testing through Federal funding. In collaboration with the Office for Victims of Crime, the Commission published *Understanding DNA Evidence: A Guide for Victim Service Providers* brochure. It also developed and published *Improved Analysis of DNA Short Tandem Repeats with Time-of-Flight Mass Spectrometry*.

Survey of DNA Crime Laboratories

Survey of DNA Crime Laboratories provided national data on publicly-operated forensic crime laboratories that perform DNA testing. In 2001, BJS collected data on personnel, budgets and expenditures, workloads, equipment, procedures and policies, and data processing from 110 of the 120 known DNA crime labs. BJS released the report, *Survey of DNA Crime Laboratories, 2001*, which compares findings to the baseline data collected in 1998.

The report found that in 2000 DNA crime laboratories received about 31,000 subject cases, an increase from almost 21,000 cases in 1999. Forty-five percent of laboratories reported contracting a private laboratories to do forensic DNA testing in 2000. At the beginning of 2001, 81 percent of DNA crime laboratories had backlogs totaling 16,081 subject cases and 265,329 convicted offender samples.

GENERAL FORENSICS RESEARCH AND DEVELOPMENT

Although DNA evidence is important to the resolution of many violent crimes, on average it makes up less than 5 percent of the evidence used. Other kinds of forensic evidence continue to play a crucial role in the investigation of violent crimes. NIJ is committed to enhancing the use of all classes of forensic evidence.

In FY 2002 it supported research and development in areas such as questioned document examination, ballistics, toxicology, trace evidence, teleforensics, end evidence visualization.

National Conference on Science and the Law

The National Conference on Science and the Law is an annual conference sponsored by NIJ, and has been cosponsored by a variety of academic and criminal justice associations such as the American Academy of Forensic Sciences, Federal Judicial Center. The conference addresses issues that arise when scientific evidence is introduced in the court system in order to improve understanding between scientists, attorneys, and judges. The event included panel discussions among distinguished members of the scientific and legal communities on a number of topics, including:

- the evidentiary value of scientific and demonstrative evidence,
- funding for validation of emerging technologies,
- ethical questions and concerns about the role scientific evidence may play in the future, and
- judicial training on the role of scientific evidence so they can perform their role as gatekeepers.

SUPPORTING THE DEVELOPMENT OF LAW ENFORCEMENT TECHNOLOGY

Crime Identification Technology Act

OJP, through the Crime Identification Technology Act (CITA), funds state and local jurisdictions to establish, integrate, or upgrade criminal justice information systems and identification technologies that enhance their ability to prevent crime. OJP supported the following CITA projects in FY 2001 and FY 2002:

- NIJ's AGILE program continued to develop and demonstrate technologies that facilitate the sharing of voice, data, and images among agencies using disparate systems. Specifically, the multi-band radio antenna, molded into a vehicle spoiler, was successfully demonstrated and a spatial knowledge mining and information sharing system was demonstrated in the laboratory. The COPLINK information sharing and data mining tool being used by the Tucson, Arizona Police Department was made available to law enforcement in the Washington, D.C. area during the sniper attacks in September and October 2002. In addition, CITA funding has been used to identify, develop, and adopt architecture standards for voice, data, image, and video communications.
- CITA funds were also used for NIJ's DNA Backlog Reduction and Crime Laboratory Improvement Programs. The Crime Laboratory Improvement Program (CLIP) continued with the goal of increasing the capabilities and capacities of our nation's public crime laboratories to perform various types of forensic analysis, such as biological evidence analysis (including DNA testing), trace evidence analysis, fingerprint comparison, toxicology, and firearm and tool mark analyses. A prominent element of the CLIP program in 2001 was NIJ's Forensic Resource Network (FRN) that provides technology-based training and training tools; quality systems support; broker services; methods and equipment testing, evaluation, and validation; dissemination of best practices; and a balanced portfolio of near to long-term research and development designed to meet the purposes of CLIP.
- The National Criminal History Improvement Program (NCHIP) makes direct awards and technical assistance to help states improve the quality, completeness, and accessibility of criminal history records. More complete information on NCHIP, which has provided

nearly \$391 million to the states and territories since the program began in 1995, is found in Chapter 9.

Interoperability

In today's fast-moving environment, there are many occasions when more than one law enforcement agency may be involved in a case or situation. Police units from multiple departments engaging in a joint operation, such as a high-speed pursuit, frequently cannot communicate with one another directly as events are unfolding. This inability may result from use of different radio frequencies, varying and proprietary protocols or system architectures that are incompatible, outdated equipment, or operational restraints.

NIJ is addressing interoperability problems through its AGILE program (Advanced Generation of Interoperability for Law Enforcement). In order to consider the latest technologies that can impact short and long-term interoperability planning, NIJ's Office of Science and Technology released a focused solicitation in July 2001 for research and development proposals that address the area of convergence of wireless and information technologies, software radios, and general interoperability technologies.

Capital Wireless Integrated Network (CapWIN)

The inability of neighboring jurisdictions in the Washington, D.C. metropolitan region to communicate on incident scenes has been a topic of concern for over 20 years, dating back to the Air Florida crash in January 1982, and continuing through the terrorist attack on the Pentagon in 2001. While D.C. metro area first responder agencies have been able to overcome most of the voice interoperability issues through "mutual aid" agreements, agencies equipped with mobile computing capabilities are still hampered by the inability to communicate with each other. In FY 2001, ODP and NIJ commenced implementation of CapWIN, a project designed to improve communication

among Maryland, Virginia, and DC first responder agencies. The project was created by Maryland, Virginia, and DC officials, with help from the Department. In January 2002, Congress provided significant funding to the Office of Domestic Preparedness to advance CapWIN. This funding was awarded and is being managed through a \$19,619,915 grant from NIJ to the University of Maryland, Center for Advanced Transportation Technology. In August 2002, IBM Corporation was awarded a contract as the systems integrator for CapWIN and is responsible for developing the first phase of the project. For more information about the CapWIN project, visit www.capwinproject.com.

Smart Gun Technology

According to the FBI's 2000 annual report on *Officers Killed and Assaulted*, in a 10-year period, 51 police officers were killed with their own guns after being disarmed and 108 other officers' firearms were taken by offenders. In response, NIJ began to research potential firearm technology solutions to keep officers safe. After initial, collaborative research with Sandia Laboratories, in 2001 NIJ awarded FN Manufacturing, Inc., \$1,271,826 to develop a secure weapons system. In FY 2002, NIJ awarded \$590,884 to Smith & Wesson to continue research and development of a human skin biometric identification system for authorized user-only handguns.

National Law Enforcement and Corrections Technology Center (NLECTC)

The National Institute of Justice's (NIJ) National Law Enforcement and Corrections Technology Center (NLECTC) system serves as a "broker" for technology information, assistance, and expertise for the nation's law enforcement, corrections and criminal justice community. NLECTC assists in the introduction and demonstration of emerging technologies; tests off-the-shelf products; prepares and disseminates equipment test reports, user guides, bulletins, and the award-winning *TechBeat* newsletter. This system also provides unique technology

assistance and assists in technology commercialization. NLECTC's products and services help to ensure that law enforcement, corrections agencies and personnel utilize appropriate technology to enhance their effectiveness, efficiency, and safety.

NLECTC-Northwest and the Rural Law Enforcement Technology Center (RLETC) are the newest facilities to join the NLECTC system. NLECTC-Northwest in Anchorage, Alaska, will study the effects of the extreme weather conditions found in Alaska and similar areas of the United States on law enforcement and corrections equipment, technology and operations. RLETC in Hazard, Kentucky, will provide technology and technical solutions to a historically underserved population—the country's rural, small town and small county criminal justice agencies. In addition to their own focus areas, the two centers will work with the other centers to provide objective science and engineering advice and technology assistance, including capacity building, crime mapping capabilities, long-distance learning opportunities and communications systems interoperability.

NLECTC also assists state and local law enforcement through federal surplus property programs operated through a memorandum of understanding between DOJ and the Department of Defense. In fiscal 2001, the Federal Property Program assisted in transferring \$135 million worth of property. The transferred property reached more than 8,000 state and local law enforcement agencies, more than 1 million sworn officers and 500 federal agencies. In addition, the Center system worked with the Defense Information System Agency to transfer excess computers and equipment with a total value of about \$1.5 million to law enforcement agencies. Equipment transferred in FY 2002 totaled more than \$102 million, including weapons, aircraft, vehicles, boats, generators, personal protection gear (such as body armor, masks, etc.), and a variety of other equipment.

The Mock Prison Riot, hosted by NIJ's Office of Law Enforcement Technology Commercialization is held annually at the former West Virginia Penitentiary in Moundsville. This event show-

cases emerging corrections and law enforcement technologies, and provides corrections officers and tactical team members an opportunity to use and evaluate the equipment in a realistic setting. In 2001, more than 1,300 individuals representing 35 states and four countries participated in this four-day event. A total of 77 technologies were showcased. The 2002 event attracted more than 1,200 people, including those from 33 states and five countries, with 79 technologies available.

Performance Standards and Guides

NIJ also develops minimum performance standards and guides for equipment and technology. Testing and research have led to performance standards for more than 60 types of criminal justice equipment, ranging from body armor and handcuffs to protective gloves and communications systems. NIJ does not recommend particular brands. Rather, it distributes lists of products that have passed standardized tests and indicates whether the item will meet the minimum performance requirements necessary to be effective for the criminal justice practitioner.

Recently published standards are:

- *Development of NIST Standard Bullets and Casings Status Report*, (November 2000)
- *Users' Guide for Hand-Held and Walk-Through Metal Detectors*, (January 2001)
- *Guide to the Technologies of Concealed Weapon and Contraband Imaging and Detection* (NIJ Guide 602-00) (February 2001); and
- *Flammable and Combustible Liquid Spill/Burn Patterns*, (March 2001).

Equipment test results were published on police cruisers, patrol vehicle tires, replacement brake pads and ballistic resistant body armor.

Testing is currently being performed on ballistic-resistant and stab-resistant body armor, metallic handcuffs and semiautomatic pistols.

In particular, NIJ continues to update its standards for public safety products to address advances in technology and testing innovations. NIJ administers a voluntary compliance testing program to help inform state and local law enforcement agencies regarding the performance of manufacturers' body armor products. NIJ plans to implement a new initiative that will examine the reliability of body armor at different points in its use by law enforcement personnel in the field and to help lay a foundation for the future of bullet-resistant technology and testing.

SHARING INFORMATION

Arrestee Drug Abuse Monitoring Program (ADAM)

The National Institute of Justice's (NIJ) Arrestee Drug Abuse Monitoring Program (ADAM) tracks trends in the prevalence and types of drug use among booked arrestees in urban areas. The data play an important role in assembling a picture of drug abuse in the local arrestee population, and have been a central component in studying the links between drug use and crime. The ADAM program made important strides in FY 2001. NIJ fully implemented both probability-based sampling plans (which afforded greater confidence in the findings) and an expanded interview instrument at all sites. Not only does ADAM collect data on recent and past drug use, it also now gathers information on alcohol use, drug and alcohol abuse and dependence (using a validated, clinically-based dependency screener), drug and alcohol treatment, drug market participation and dynamics, and more.

NIJ's *ADAM Preliminary 2000 Findings on Drug Use and Drug Markets: Adult Male Arrestees*, published in December 2001, presents current information on drug use and drug markets among adult male arrestees using data from the redesigned ADAM program. This data reflects a redesign of the ADAM program to uses revised interview questions and a probability-based sample to more accurately detail issues related to

drug use among this high-risk population. The data helps to explore the correlates between drug use and crime so that policy makers and practitioners can better understand the problem and develop solutions.

Even with these successes, gaps remain in our basic understanding about the link between drugs and crime that ADAM cannot address. Also, ADAM does not provide a nation-wide estimate of arrestee drug use, which many policy-makers have asked the Justice Department to provide. To address these concerns, NIJ and the Bureau of Justice Statistics (BJS) expect to embark on a planning process to design and implement a new statistical data collection program to provide a national drug use estimate of arrestees. At this time, it is anticipated that many of the current ADAM sites will be involved in this process, although with some modification to their operations. And while some of the current ADAM sites will not be needed for this estimate, several new sites will be brought into the process in order to provide a reliable national estimate. This process will build upon the successes of ADAM but also provide even better information about the nature of drug use and crime.

Information Technology (IT) Initiative

Traditionally, funding for information technology in the criminal justice system has been limited to individual programs or specific purposes. This approach has led to the ad hoc implementation of different computer systems serving the various justice components in state, local, and tribal governments. Many of these systems are incapable of sharing information and perpetuate inefficiency in regional, state and local justice systems.

The Bureau of Justice Assistance (BJA) addresses this problem through the Information Technology (IT) Initiative. The IT Initiative facilitates improved communication and information sharing at all levels of government federal, regional, state, local, and tribal and across all disciplines of the justice system. The funding and technical assistance provided through the Initiative has helped states and local jurisdic-

tions establish, integrate, and upgrade information systems and identification technologies, thus increasing their ability to prevent and fight crime. The Initiative pursued projects in five strategic areas: leadership and guidance, infrastructure and governance, standards, privacy and information quality, and architecture.

The Global Justice Information Network Advisory Committee (Global), a consortium of key stakeholders working in justice information integration, advises the federal government, through the Attorney General and OJP's Assistant Attorney General, in standards-based electronic information exchange throughout the justice community. In 2001, the Infrastructure/Standards and XML workgroups made significant progress toward launching a pilot Standards Registry Program and an XML Data Dictionary. Additionally, Global established working groups to support national integration efforts in the areas of security, privacy and outreach.

In October 2001, OJP announced the launch of its Information Technology Initiatives Web site. This comprehensive, interactive resource for justice practitioners and policymakers provides a host of information related to information sharing initiatives, including bulletin on breaking policy and technology developments.

Also in 2001, BJA worked with the National Governors' Association to award \$16 million to 26 states to help them connect information networks that will allow police officers, court administrators, corrections officers, and other officials at the state, local, and federal levels to share relevant justice information. BJA has also partnered with the National Criminal Justice Association, the International Association of Chiefs of Police, the Police Executive Research Forum and the National Sheriffs' Association on a variety of IT initiatives.

A separate component of the initiative involving OJP and the Office of Community Oriented Policing Services (COPS) focuses on improving information technology in Indian Country. The Inter Tribal Integrated Justice Pilot Project (3 Tribes Project) is to increase the electronic sharing of information among the Navajo

Nation, Hopi Tribe and Pueblo of Zuni. Targeted information on driving under the influence, domestic-violence protection orders, and 24-hour emergency services are proposed to be integrated throughout this three-phase pilot project. An IT technical assistance project related to the pilot will be closely coordinated with the Tribal Justice Statistical Analysis Center.

The Bureau of Justice Statistics (BJS), with funding from BJA and cooperation with the U.S.

Department of Interior's Bureau of Indian Affairs (BIA), funded two American Indian jurisdictions to develop an automated criminal case-tracking system. The integrated system, which links police, court and corrections data, proposed to enable tribal jurisdictions to track violent offenders, domestic abuse cases, the impact of drug testing, and probation and other forms of supervised release. It is anticipated that BIA will make the system available to all interested tribes pending completion and testing.

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COLLECTING AND ANALYZING STATISTICS

Through the capabilities of the Bureau of Justice Statistics, the National Institute of Justice and the Office of Juvenile Justice and Delinquency Prevention, OJP collects and analyzes data related to the criminal and juvenile justice systems and disseminates it to the public. This information is vital to public policymakers as they determine priorities in programming and funding at all levels. BJS is the primary data analysis entity for the Department of Justice. In addition, BJS makes funds available to states for improving the quality and accessibility of the nation's criminal history record systems.

BUILDING KNOWLEDGE ABOUT CRIMINAL JUSTICE: CRIME STATISTICS

Victimization Statistics. The National Criminal Victimization Survey (NCVS) collects data from a nationally representative sample on the impact, frequency and consequences of criminal victimization through a survey of approximately 50,000 households comprising nearly 100,000 persons. Survey data reveal the number of rapes, sexual assaults, robberies, assaults, thefts, household burglaries and motor vehicle thefts that U.S. residents and their households experience each year. The NCVS, which is continuously conducted and updated, provides details on victims and offenders and the circumstances under which they come together and the contingencies of crime, such as weapon use, place and time of occurrence, costs of crime, and perceived alcohol and drug

use by the offender. The NCVS enables BJS to conduct small-area analyses and to study discrete population segments. In addition, NCVS serves as a national platform to periodically conduct special data collections on topical issues. In September 2002, BJS released *Criminal Victimization, 2001, Changes 2000-2001 with Trends 1993-2001* (NCJ-194610) which reports—

- the nation's violent crime rate fell almost 10 percent in 2001, after a 15 percent decline in 2000, which was the largest one-year decline ever recorded by the National Crime Victimization Survey.
- Violent victimization and property crime rates in 2001 were the lowest recorded since the NCVS's inception in 1973.

New Statistical Data Web site

In February 2002, the Bureau of Justice Statistics launched a new Web site that provides comprehensive criminal data sets for use by state and local law enforcement, government officials and the general public. The site includes data from the FBI's Uniform Crime Reports (UCR), the FBI's Supplementary Homicide Reports and BJS's Law Enforcement Management and Administrative Statistics. Users can construct data tables on reported criminal offenses from the UCR for all 50 states and local agencies with a population coverage of 10,000 or more. Users can also access homicide trends and characteristics for all 50 states and localities with populations of more than

250,000. Management and administrative statistics are available for state and local law enforcement agencies employing 100 or more sworn officers. This site can be found at <http://www.ojp.usdoj.gov/bjs>.

Recent BJS studies of particular interest are highlighted below:

- **Cybercrime Statistics Program**, initiated in 2001, is designed to measure changes in the incidence, magnitude, and consequences of electronic or cybercrime. Cybercrime statistics will include data on both personal and property crimes, ranging from e-mail threats and harassment to illegal use of or access to networks to commit fraud or theft. Plans include conducting a commercial victimization survey focusing on the exposure to computer crime among about 32,000 businesses engaging in e-commerce nationwide.
- **Workplace Violence**. In December 2001, BJS released *Violence in the Workplace, 1993-99* (NCJ 190076) which presents data for 1993 through 1999 from the NCVS estimating the extent of workplace crime in the United States. The report describes different kinds of workplace crimes, their frequency of occurrence, characteristics of the victims and offenders, victimization by profession, the victim/offender relationship, and how many of these victimizations are reported to law enforcement.
- **Immigration Law Prosecutions**. In August 2002, BJS published *Immigration Offenders in the Federal Criminal Justice System, 2000*. The study examines the number of people prosecuted for immigration offenses in federal courts, referrals to U.S. Attorneys for immigration offenses, and the kinds of immigration offenses committed during the study period.

Gun Use by Juveniles

Among its publications and as part of its Program of Research on the Causes and Correlates of Delinquency, OJJDP released the bulletin entitled *Gun Use by Male Juveniles: Research and Prevention* in July 2001. This bulletin describes a study to examine patterns of juvenile gun ownership and use. The findings reported in this bulletin were drawn from the Rochester, New York Youth Development Study, which tracked the growth of delinquent behavior, drug use, and related behaviors in a sample of 1,000 adolescents in that city. The youth have been interviewed in 12 waves since 1987. During the survey period, the participating adolescents were asked if they owned a gun, and if so, their motivation for doing so. The bulletin provides a longitudinal analysis of how juveniles come to own and use illegal guns over time and summarizes current research and prevention projects such as the Youth Firearms Violence Initiative; OJJDP's Baton Rouge Partnership To Reduce Juvenile Gun Violence Program; and the Boston Gun Initiative.

The study concludes that reducing illegal gun carrying and firearm violence requires law enforcement and the community to work together to build trust and cooperation. Research also shows that illegal firearm use by juveniles is a relatively small and localized problem and that gun carrying among juveniles tends to be transitory. Such findings suggest that illegal gun carrying by juveniles can be deterred by focusing interventions on "hot spots" of gun problems.

FIREARM TRANSFERS

Background Checks for Firearm Transfers, 2001, published in September 2002, describes background checks for firearm transfers conducted in 2001. This report provides the number of applications checked by state points of contact, estimates of the number of applications checked by local agencies, the number of applications rejected, the reasons for rejection, and estimates of applications and rejections conducted by each type of approval system,

including permit approval systems. The report also provides limited information about appeals of rejected applications and arrests for falsified applications. The Firearm Inquiry Statistics Program, funded by BJS through the National Criminal History Improvement Program, is an ongoing data collection effort focusing on the procedures and statistics related to background checks in selected states.

Highlights of the report include the following:

- Total applications for firearm transfers or permits nationwide increased 3%, from 7.7 million in 2000 to 8.0 million in 2001;
- In 2001, 151,000 applications for firearm transfers or permits were rejected by the Federal Bureau of Investigation or state and local agencies;
- The number of rejections for reasons other than felonies increased 256% from the enactment of the Brady Act to year end 2001.

COLLECTING DATA FOR LAW ENFORCEMENT

National Criminal History Improvement Program

Through BJS, OJP made over \$36 million in FY 2002 and \$38 million in FY 2001 available in direct awards and technical assistance to help states improve the quality, completeness, and accessibility of criminal history records. States can use the funds for a variety of purposes, including strengthening their criminal records systems to support the nation's efforts to reduce crime and fight terrorism. The funding is awarded under the National Criminal History Improvement Program (NCHIP), which has provided nearly \$391 million to the states and territories since the program began in 1995. NCHIP funding has led to a 23 percent increase in the number of criminal history records held nationwide and a 40 percent increase in the

number of automated records available to law enforcement.

The National Incident-Based Reporting System Implementation Program

The National Incident-Based Reporting System Implementation Program (NIBRS) is administered by BJS and is designed to assist state and local jurisdictions in implementing NIBRS-compliant systems and analyzing incident-based data. NIBRS is a law enforcement tool and replaces the current national system for counting crimes reported to police, the Uniform Crime Reporting Program (UCR) with information on up to 46 offenses and includes victim and offender characteristics, the circumstances surrounding the offense and the consequences of the crime for the victim. In FY 2001, BJS and the FBI took a major step toward moving the nation's crime reporting apparatus into the 21st century with the award of more than \$13 million in grants to 26 states to improve their ability to measure crime and report crime information at the national level under this new crime reporting system.

The NIBRS grants will assist states to convert crime statistics from simple summary counts of eight types of crime—murder, rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft and the recently added arson offenses—to a new and more sophisticated system of incident-based data, detailing many of the elements of crimes recorded at the scene by the investigating officer. BJS and the FBI are encouraging the nearly 18,000 law enforcement agencies in the U.S. to adopt NIBRS. NIBRS will permit law enforcement executives, analysts and the public to better understand trends in different types of crime, including domestic violence, the victimization of children and alcohol-involved crime, and to evaluate the harm to victims, including injuries as well as monetary and other losses. NIBRS will support sophisticated techniques for insuring better allocation of resources to emerging crime hot spots.

Contacts between Police and the Public

In March 2001, BJS released *Contacts between Police and the Public: Findings from the 1999 National Survey*, which presents data on the nature and characteristics of citizen contacts with the police over a 12-month period. Data were obtained from a nationally representative survey of nearly 90,000 residents age 6 or older on face-to-face contacts with the police, including traffic stops, arrests, handcuffing and incidents of police use-of-force.

Community Policing

Community Policing in Local Police Departments, 1997 and 1999, released by BJS in February 2001, is based on the 1997 and 1999 Law Enforcement Management and Administration Statistics surveys and focuses on changes in the prevalence of community oriented policing policies, programs and activities.

State Police Traffic Stops

In 2001, BJS published *State Police Traffic Stop Data Collection Procedures*, which presents findings from the 2001 State Police Traffic Stop Data Collection Procedures. State police agencies were asked to report on their policies and procedures for collecting race and ethnicity data regarding motorists involved in traffic stops. Discussed are the circumstances under which demographic data are collected for traffic-related contacts and violations. The survey questions included whether the data collected were stored in an electronically accessible format. Findings are compared to those found during the 1999 survey.

Crime Victimization Survey Software

Crime Victimization Survey software is available from BJS to help communities conduct local crime and attitudinal surveys. The Crime

Victimization Survey (CVS) software package, designed by BJS and the Office of Community Oriented Policing Services (COPS), and released for use by law enforcement agencies in November 1999, allows communities to conduct their own telephone surveys of residents to collect data on crime victimization, attitudes toward policing, and other community issues. Using the established methods and questions of the National Crime Victimization Survey, this software allows communities to generate crime and victimization estimates that facilitate comparisons among similar jurisdictions.

In addition to other projects, funds were awarded to universities, colleges and organizations to carry out crime victimization surveys among residents of Indian Country. Three to five sites were awarded funds to conduct crime victimization surveys among tribal residents. Special emphasis was made to collect detailed information on the role of alcohol in violent crime victimizations and to better understand the characteristics of domestic violence incidents.

The software is available free of charge from the BJS Web site at www.ojp.usdoj.gov/bjs/abstract/cvs.

Jails in Indian Country

In July 2001, the Bureau of Justice Statistics (BJS) released *Jails in Indian Country, 2000*, a report that presents data for all 69 confinement facilities, detention centers, jails, and other facilities operated by tribal authorities or the Bureau of Indian Affairs. Included in the report is data on rated capacity, number of adults and juveniles held, number of persons under community supervision, peak population during June, number of admissions and discharges in the last 30 days, inmate characteristics, number of inmate deaths, facility crowding, and renovation and building plans.

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