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U.S. Department of Justice
Office of Justice Programs

**Report of the
Assistant
Attorney General
for
Justice Programs**

Fiscal Year 1985

June, 1986

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U.S. Department of Justice
National Institute of Justice

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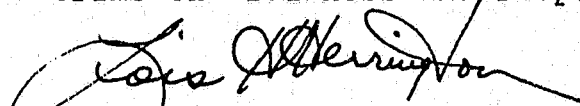
TO THE PRESIDENT AND THE CONGRESS OF THE UNITED STATES

I have the honor to transmit herewith the Annual Report of the Assistant Attorney General for Justice Programs. This Report is submitted in accordance with Sec. 102(b) and 810 of the Justice Assistance Act of 1984 (Public Law 98-473). It describes the programs and activities during Fiscal Year 1985 of the five agencies authorized by the Act: the Office of Justice Programs; the Bureau of Justice Assistance; the Bureau of Justice Statistics; the National Institute of Justice; and the Office of Juvenile Justice and Delinquency Prevention.

The Justice Assistance Act established an Office of Justice Programs, headed by an Assistant Attorney General, to coordinate the activities of and provide staff support for BJA, BJS, NIJ, and OJJDP.

The Bureau of Justice Assistance administers a program of financial and technical assistance to state and local governments. The Bureau of Justice Statistics develops statistics about crime victims, offenders, and criminal justice operations. As the research arm of the Department of Justice, the National Institute of Justice conducts research to increase knowledge about criminal behavior and criminal justice operations, and it evaluates the effectiveness of criminal justice programs. The Office of Juvenile Justice and Delinquency Prevention administers programs to assist state and local governments combat juvenile delinquency.

In this first Report under the new legislation, I believe you will find that the Justice Assistance Agencies have made important progress in implementing the new programs mandated by the Act and in continuing to foster improvements in our Nation's criminal and juvenile justice systems, particularly in helping to balance the administration of justice to afford victims of crime the fairness and respect that they deserve.



Lois Haight Herrington
Assistant Attorney General

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INTRODUCTION

On October 12, 1984, President Reagan signed into law the Justice Assistance Act of 1984 as part of the Comprehensive Crime Control Act of 1984. The Justice Assistance Act restructured the criminal justice research and statistics units of the Department of Justice and established a new program of financial and technical assistance to state and local governments.

The Act established an Office of Justice Programs, headed by an Assistant Attorney General, to coordinate the activities of and provide staff support to the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and a newly created Bureau of Justice Assistance. These agencies operate under the general authority of the Attorney General.

The Act also created a new Emergency Federal Law Enforcement Assistance Program and continued the Public Safety Officers' Death Benefit Program and expanded it to include Federal law enforcement officers and firefighters. These programs are being administered by the Bureau of Justice Assistance. Another program created by the Act, the Criminal Justice Facility Construction Pilot Program, failed to receive an appropriation and thus has not been implemented.

The Victims of Crime Act also is a part of the Comprehensive Crime Control Act of 1984. The Act established a Crime Victims Fund in the United States Treasury. The Attorney General has delegated the authority to administer the Act to the Assistant Attorney General for Justice Programs. The Assistant Attorney General has established an Office for Victims of Crime to implement the Act as well as the recommendations of the President's Task Force on Victims of Crime and the Attorney General's Task Force on Family Violence. The Office for Victims of Crime makes annual grants from the Fund to the states for programs to compensate crime victims and for programs that provide direct services to victims.

The Act also amended Title 18 of the United States Code by imposing a penalty assessment upon all convicted Federal defendants and authorizes United States Attorneys to seek the forfeiture of convicted violent criminals' literary profits that arise from the sale of the story of their crimes.

The Juvenile Justice and Delinquency Prevention Act of 1974--which established the Office of Juvenile Justice and Delinquency Prevention--also was amended further at the beginning of the fiscal year. A new title, called the Missing Children's Assistance Act, authorized OJJDP to establish a National Center for Missing and Exploited Children (including a national toll-free telephone line). The Center collects and disseminates information to assist in locating and recovering missing children, and provides technical assistance in the prevention, investigation, prosecution, and treatment of missing and exploited children cases. In addition, the Act authorizes the Office to make grants and contracts for research, demonstration, and service programs related to missing and exploited children.

BUDGET

The Fiscal Year 1985 appropriation for the Justice Assistance Act Agencies was \$124.3 million. The allocation was as follows:

- \$70,240,000 for Juvenile Justice and Delinquency Prevention programs.
- \$19,500,000 for Research, Evaluation and Demonstration programs (NIJ).
- \$16,766,000 for Justice Statistical programs (BJS).
- \$5,500,000 for State and Local Assistance. (This is in addition to the \$64,800,000 appropriated in Fiscal Year 1984 for the new state and local assistance program. Because the authorizing legislation had not been enacted, the funds were unspent and were available in addition to the FY 1985 appropriation.)
- \$8,301,000 for the Public Safety Officers Benefits Program.
- \$4,000,000 for the OJJDP Missing Children's Program.

The appropriation also included \$5 million to reimburse states for the cost of incarcerating Mariel Cubans in correctional facilities, and it provided management and administration funds for the Justice Assistance program units.

OFFICE OF JUSTICE PROGRAMS

Lois Haight Herrington
Assistant Attorney General

The Office of Justice Programs (OJP) was established within the Department of Justice by the Justice Assistance Act of 1984, which was a part of the Comprehensive Crime Control Act signed by President Reagan on October 12, 1984.

The Office is under the general authority of the Attorney General, who has delegated to the Assistant Attorney General for Justice Programs policy coordination functions and general authority over the Office of Justice Programs, the Bureau of Justice Assistance, the National Institute of Justice, the Bureau of Justice Statistics, and the Office of Juvenile Justice and Delinquency Prevention. In addition, the Attorney General has delegated authority to the Assistant Attorney General to administer the Victims of Crime Act of 1984 for the purpose of making grants to the states for compensating and otherwise assisting victims of crime, and to exercise the responsibilities of the Attorney General and the Federal Crime Victim Assistance Administrator with respect to victims of Federal crimes.

The Assistant Attorney General for the Office of Justice Programs also has been delegated by the Attorney General the authority to develop and administer Federal programs to facilitate implementation of the recommendations of the Attorney General's Task Force on Family Violence, the President's Task Force on Victims of Crime, and the Attorney General's Task Force on Family Violence.

Subject to the general authority and policy control of the Attorney General, the Assistant Attorney General for the Office of Justice Programs has been delegated the authority to award grants to eligible states and administer the State Reimbursement Program for Incarcerated Mariel-Cubans vested in the Attorney General by the provisions of the Department of Justice Appropriations Act of 1985. Under the general authority of the Attorney General, the Assistant Attorney General also is authorized to administer the Regional Information Sharing Systems (RISS) program and to promulgate such regulations as are necessary for the effective administration of the program; to determine that Federal surplus real and related personal property is required for correctional facility use by a state or local unit of government or territory under an appropriate program approved by OJP for the rehabilitation of criminal offenders; and to provide staff assistance for implementation of the Emergency Federal Law Enforcement Assistance functions vested in the Attorney General by the Justice Assistance Act of 1984.

The Justice Assistance Act restructured the criminal justice and statistics units of the Department of Justice and established a new program of financial and technical assistance to state and local governments.

The Office of Justice Programs, under the direction of the Assistant Attorney General, coordinates the activities of and provides staff support for the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and a newly created Bureau of Justice Assistance. In addition, it is responsible for maintaining a liaison with the executive and judicial branches of Federal and state governments in matters relating to criminal justice. In this regard, in Fiscal Year 1985 OJP conducted a series of four regional briefings on the financial assistance programs under the Justice Assistance and Victims of Crime Acts for state and local agency personnel.

OFFICE FOR VICTIMS OF CRIME

Within OJP is the Office for Victims of Crime (OVC) which develops and directs programs to facilitate implementation in the states of the recommendations for improving the treatment of victims made by the President's Task Force on Victims of Crime and the Attorney General's Task Force on Family Violence. The Office provides leadership to states and localities through the award of grants and contracts designed ultimately to balance the system of justice by recognizing that victims are an integral part of the criminal justice process who must be afforded the fairness, respect, and courtesy that they deserve.

The Office also is responsible for administering the Crime Victims Fund established under the Victims of Crime Act of 1984. Grants from this Fund are made to the states to provide financial assistance to state victim compensation programs and projects providing services to crime victims. The Office also administers the Federal Crime Victim Assistance Program under the Victims of Crime Act, operates the National Victims Resource Center, a clearinghouse on victim information, and provides support for the President's Child Safety Partnership.

The program strategy calls for the development and support of projects at the national level that will influence or otherwise greatly enhance the implementation of the Victims Task Force recommendations. This strategy was dictated by the reality that the bulk of the Task Force recommendations are capable of being implemented only at the state and local levels.

Consequently, the initial national scope priorities included the development of training packages on victim subjects for various criminal justice personnel and the preparation of model

legislation in response to 12 legislative enactments proposed for the states by the Victims Task Force.

The first priority is the development and implementation of training packages for law enforcement officials and prosecutors. These training packages will track the Task Force recommendations and concentrate on informing state and local prosecutors and law enforcement officials about the needs of victims and how these individuals can better serve victims as they perform their duties within the criminal justice system. To this end, the Office has awarded grants to carefully selected national constituency groups--such as the National District Attorneys Association, the National College of District Attorneys, the National Sheriffs' Association, the National Association of State Directors of Law Enforcement Training, and the National Organization of Black Law Enforcement Executives--to provide training and technical assistance to their members on victim issues and services.

The second priority is the development of legislation that will be offered to the states as models for the 12 legislative enactments proposed by the President's Task Force to help crime victims. The Task Force recommended that each state enact a statute to ensure that the addresses of victims and witnesses are not made public in court routinely, absent a clear need, to prevent harassment. It also recommended enactment of legislation in the states to provide that designated victim counseling is legally privileged and not subject to defense discovery or subpoena and to modify bail laws to better protect the public. This would include denying bail in cases in which a defendant is found to be a danger to the community.

As another example, OVC recently completed a model statute for consideration by the states that, as urged by the Victims Task Force, would make available to businesses and organizations the sexual assault, child molestation, and pornography arrest and conviction records of prospective and present employees whose work would bring them into regular contact with children.

Grants were awarded to the American Bar Association, the National Association of Attorneys General, and the Center for Women Policy Studies to focus on victims issues. A grant to the National Organization for Victim Assistance will enable NOVA to continue its effective support to state networks of victims service providers. In addition, OVC cosponsored a Sexual Assault Symposium with the Federal Bureau of Investigation at the FBI Academy which brought together law enforcement officials, staff from rape crisis centers, judges, physicians, prosecutors, and forensic scientists to discuss techniques for combatting sexual assault and how to provide better services to victims of sexual assault.

Grants also were awarded to the National Judicial College to provide training for judges on victims issues as part of its regular teaching curriculum, and to the National Center for State Courts to fund training for state court administrators on victim issues.

OVC has begun an effort to encourage the states to use model rape evidence kits and protocols, as recommended by the Victims Task Force, and plans to develop model protocols for hospitals to follow in the handling of all crime victims. In addition, model statutes to assist the states in adopting the legislative enactments proposed by the President's Task Force were in the final stages of development at the end of the fiscal year.

During the year, the Office staff completed the victim compensation and assistance program guidelines and initiated the grant application process to fully implement the Victims of Crime Act. The Fiscal Year 1985 Crime Victims Fund, established in the U.S. Treasury by the Victims of Crime Act, provided more than \$23 million in Federal financial assistance to the 39 states having active compensation programs and approximately \$40 million to all the states and territories to enhance public and private nonprofit programs that provide direct assistance to crime victims.

The National Victims Resource Center (NVRC) has established and maintains two computerized data bases: a listing of victims programs in the states; and a legislative directory that lists pending and enacted victim related bills in the states. The NVRC has answered more than 2,000 reference and informational requests from criminal justice agency officials, victims groups, national and state constituency organizations, state and local governments, students and universities, community organizations, staff of Federal agencies, and victims seeking help.

The Federal Victims Assistance Administrator was appointed to oversee the Federal victims program under the Victims of Crime Act. Major efforts underway include establishing victim assistance training programs for Federal prosecutors and Federal law enforcement officials, developing a model victim/witness assistance program, and establishing procedures for monitoring compliance with the Attorney General's Guidelines for Victim and Witness Assistance.

The Family Violence Section has concentrated its efforts on the spouse abuse, child abuse, and child molestation aspects of family violence. A cooperative agreement was made with the National Coalition Against Domestic Violence to develop and distribute public awareness information on spouse abuse, including a directory of shelters and a listing of model programs.

In addition to the award of funds, the Family Violence Section has led an effort to involve other agencies, groups and organizations in both the private and public sectors in family violence issues. In this regard, the Section staff have worked closely with staff in the other JAA bureaus, the Department of Health and Human Services, the Defense Department, the Department of Housing and Urban Development, and various foundations to address those family violence related activities for which they have authority.

The Family Violence Section also is providing staff support and other assistance to the President's Child Safety Partnership. The Partnership--comprised of leaders from the corporate, public interest, Federal, state, and local government sectors--will hold hearings around the country to study and report on ways the public and the private sector can become more involved in initiatives to safeguard children and respond to the victimization of children, including child sexual abuse and neglect. Priorities of the Partnership are to encourage private sector involvement in child safety programs; clarify existing statistics regarding offenses against youngsters; and encourage programs for preventing, investigating, and prosecuting crimes against children. The Partnership plans to present its report to the President in mid-1987 with recommendations for future action.

OFFICE OF GENERAL COUNSEL

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

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

During the year, the Office was actively involved in implementing the Justice Assistance Act of 1984, the Juvenile Justice Act Amendments, and the Victims of Crime Act of 1984.

OFFICE OF CIVIL RIGHTS COMPLIANCE

The Office of Civil Rights Compliance monitors compliance with the civil rights responsibilities of the recipients of criminal justice system financial assistance under the Justice

Assistance Act of 1984, the Juvenile Justice and Delinquency Prevention Act of 1974, as amended, and the Victims of Crime Act of 1984.

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

No post-award compliance reviews were conducted during this fiscal year. Pre-award reviews were conducted on 38 grant applications of \$500,000 or more and special conditions appended where necessary. In addition, 48 block grant applications from states were reviewed.

Although 129 allegations of civil rights noncompliance were received during this fiscal year, only six were docketed for investigation. The balance were referred to other Federal agencies, where appropriate, or closed for want of funding under the Justice Assistance Act, the Juvenile Justice Act, or the Victims of Crime Act.

OFFICE OF CONGRESSIONAL AND PUBLIC AFFAIRS

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

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

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

As the Freedom of Information Act Office, OCPA is responsible for making all grants and other nonexempt documents available for inspection or possible reproduction. During the year, the Office published a newsletter, Justice Assistance News, that was distributed to interested criminal justice professionals, research institutions, schools, colleges, and universities, as well as members of the public. OCPA also is responsible for keeping public interest groups informed of activities of interest to their members.

OFFICE OF THE COMPTROLLER

The Office of the Comptroller (OC) is the principal advisor to the Assistant Attorney General for Justice Programs on resource management, information systems, and internal controls.

It provides policy guidance, control, and support services for the offices and bureaus in accounting, grant management, procurement, claims collection, and automated data processing. It also provides financial management technical assistance to grantees.

One major project completed by the Office during FY 1985 was reconciliation of all state letter-of-credit accounts. Those awards totaled \$6.281 billion and dated back to 1969.

OC also strengthened grantee cash management and fiscal integrity requirements in 1985. This has resulted in recovery of excess cash in the hands of grantees and a reduction of cash on hand for grantees and deobligation of available funds.

OFFICE OF OPERATIONS SUPPORT

The Office of Operations Support is responsible for directing and coordinating all activities concerning administrative support, personnel management, and Equal Opportunity programs for the agencies.

The Personnel Division provides employee and personnel management services to all components of the agencies. This includes the recruitment, selection, and placement of all employees, position classification and employee development and training. It also represents management in labor-management matters.

The Administrative Services Division is responsible for the management and provision of security, furnishings, telephone systems, equipment, maintenance, office space, mail services, safety and health programs, records and mail management, graphic

support, and printing. In addition, the Division assists the agencies' grantees in obtaining excess Federal personal property.

The Equal Employment Opportunity Staff provides support for the full range of Equal Employment Opportunity programs and the operation of the Equal Employment Opportunity grievance system.

PLANNING AND MANAGEMENT STAFF

The Planning and Management Staff provides support and assistance to the Office of Justice Programs in its planning, coordination, and management activities. It advises the Office of the Assistant Attorney General with regard to strategy and priority options for achieving goals and objectives.

During Fiscal Year 1985, the Staff developed a reorganization proposal in order to structure the Office of Justice Programs in accordance with the Justice Assistance and Victims of Crime Acts of 1984. The proposal was reviewed by the Attorney General, the Office of Management and Budget, and Congress and permission to begin implementation of the reorganization was given in April 1985.

In addition, during the year the Staff was involved in the following significant activities:

- Coordinated internal control activities for all agencies. Vulnerability assessments of 23 functions or programs and four Internal Control Reviews were conducted.

- Coordinated the development and implementation of audit resolution policy and procedures; provided staff support to the Audit Review Committee; and maintained liaison with Department of Justice Audit Staff and the General Accounting Office.

- Coordinated the OJP Directives/Forms System; developed necessary requirements and standards; and provided technical assistance to bureaus and offices in developing, preparing, and clearing their directives.

- Updated OJP handbooks, guidelines, regulations, and directives to reflect the changes necessitated by the new legislation.

- Coordinated OJP's implementation of Executive Order 12372, Intergovernmental Review of Federal Programs.

BUREAU OF JUSTICE ASSISTANCE

Mack M. Vines
Director

The Bureau of Justice Assistance administers the Justice Assistance Act grant program to improve state and local criminal justice systems. The Bureau makes block grant awards to states and territories, sets priorities for and awards discretionary grants, and administers the Public Safety Officers' Death Benefits Program. The Regional Information Sharing Systems Program, Prison Industry Certification Program, Surplus Federal Property Program, Emergency Federal Law Enforcement Assistance Program, and the Mariel-Cuban Reimbursement Program are administered by the Bureau under authority delegated by the Assistant Attorney General for Justice Programs.

CRIMINAL JUSTICE BLOCK GRANT PROGRAM

The Bureau of Justice Assistance awarded FY 1985 block grants to 48 states, two territories, and the District of Columbia to improve the functioning of the criminal justice systems in those jurisdictions. The awards totaled approximately \$55 million. In addition, awards were made to individual projects in Kansas inasmuch as the state chose not to participate in the BJA block grant program.

The states subgrant BJA block grant funds to state and local units of government for programs in 18 program areas that are defined by the Justice Assistance Act as offering a high probability of improving the criminal justice system and that focus on violent crime and serious offenders. The Bureau has developed and distributed to the states program briefs describing many of the program areas, including program goals and objectives, critical elements, implementation strategies, and performance measures for successful programs. A reporting and evaluation system has been established by the Bureau with the cooperation of the National Criminal Justice Association and the National Association of Criminal Justice Planners. The system will evaluate the effectiveness of the block grant program.

States report plans to distribute BJA block grant funds among programs in seven categories, as follows:

Crime Prevention	16 percent
Victim/Witness Assistance	10 percent
Investigation and Apprehension	18 percent
Prosecution and Adjudication	13 percent
Corrections and Treatment	24 percent
Information Systems	11 percent
Training and Technical Assistance	8 percent

During Fiscal Year 1985, states were in the process of establishing offices to administer the Justice Assistance Act program, developing procedures, conducting needs assessments, and soliciting and reviewing applications for funds. A number of states made subgrant awards during the fiscal year, however, most states will make such awards during FY 1986. While a detailed report of state project activities is not yet available, the following section provides an overview of the types of projects that are being supported with BJA block grant funds and the expected results.

Crime Prevention

Approximately 300 state and local crime prevention programs in 40 states, representing awards of almost \$8 million, will be awarded under the BJA block grant program. These programs, which include community crime prevention and prevention of crimes against the elderly, are expected to involve an estimated 12 million people throughout the Nation in crime prevention efforts.

Cleveland, Ohio, for example, plans to organize Neighborhood Watch programs in 500 city blocks, conduct 1,000 home security audits, and mark personal property in 500 households through "Operation I.D." The city also plans to fingerprint or videotape 1,500 children and establish more than 100 safe houses for children as part of its child watch program.

The Housing Authority in Houston, Texas, plans to establish a community crime prevention program in five public housing developments with high crime rates. The goal is to encourage resident participation in reducing crime by involving an estimated 25 percent of the residents in neighborhood watch and "Operation I.D." activities. Neighborhood cleanup campaigns will be organized at each site and recreational and other activities are planned for youth.

Halifax County, Virginia, plans to expand its existing crime prevention efforts to address residential and commercial burglaries and vandalism. The Sheriff's Department will expand its successful neighborhood watch program, provide security in-

spectations, and implement crime prevention through environmental design concepts by assisting the County in reviewing applications for commercial building permits.

Several states plan to fund statewide crime prevention programs. For example, a program operated by the Illinois Criminal Justice Information Authority will conduct a statewide public education campaign featuring "McGruff," the spokesdog for the National Crime Prevention Campaign's "Take A Bite Out of Crime" initiative. Illinois also plans to assist local law enforcement agencies in initiating or expanding crime prevention programs, conduct crime prevention training, and provide crime prevention information to the public.

A program in Iowa aimed at preventing crimes against the elderly and elder abuse includes community education, coordination among service groups, law enforcement, and social service agencies, and assistance and support for elderly victims, including a toll-free information and referral hotline for victims of elder abuse.

Victim/Witness Assistance

Thirty-three states plan to fund projects in this category, with funding totaling almost \$4.5 million. The projects will assist crime victims and witnesses, improve the prosecution of child abuse cases, and support family violence intervention efforts.

The State of Vermont has allocated almost 75 percent of its total block grant award to address problems related to domestic violence, child sexual abuse, and other victims issues. Police officers will be trained to better understand the needs of victims and the complexities of domestic violence cases. Mental health treatment for adolescent sex offenders and mental health services for child victims of sexual assault will be expanded statewide through implementation of a training and technical assistance program. A successful program that uses child sexual abuse treatment teams is expected to be expanded to four or five additional counties in the state. These teams review all confirmed cases of child sexual abuse and plan and provide for appropriate treatment for victims. Two programs designed to prevent child sexual assault and abuse by educating children, their parents, and teachers also are planned.

A Rhode Island project aims to reduce the trauma of child victims of sexual assault enduring a court process designed for adults, and Virginia plans to fund 15 victim/witness projects throughout the state. The Virginia projects will provide victims and witnesses with information about their cases, such as trial dates and disposition, counseling or referral to counseling, and assistance in the recovery of stolen property and in applying for compensation.

Portland, Maine, plans to establish a program to implement the recommendations of the U.S. Attorney General's Task Force on Family Violence, such as improved procedures for the arrest and prosecution of violent offenders in family disputes. Case workers will act as victim advocates and provide victims and offenders with counseling and other assistance.

Investigation/Apprehension

Property crime, drug trafficking, white-collar and organized crime, arson, and other serious crimes are the focus of state and local law enforcement investigation and apprehension efforts under the BJA block grant program.

STING anti-fencing operations will be initiated or expanded in at least 17 states. These programs have proven to be an effective means of disrupting property crime activities and have resulted in numerous arrests and the recovery of significant amounts of stolen property. For example, if the objectives of one project in the Southwest are met, at least 300 criminals will be arrested and convicted of burglary and fencing and approximately \$750,000 worth of stolen property will be recovered.

Approximately 17 states plan to fund projects that address the problems of organized crime, white-collar crime, public corruption, and drug trafficking. These programs are expected to result in the dismantling of at least eight white-collar crime/organized crime operations and lead to the recovery of \$2 million in fraudulent payments. In addition, approximately 30 drug trafficking organizations are expected to be disrupted, resulting in recovered contraband worth an estimated \$30 million.

Integrated Criminal Apprehension Programs will be funded to improve state and local law enforcement services in 22 states. ICAP uses information derived from crime analysis techniques to better direct resources to deal with serious crime. California plans to fund five Career Criminal Apprehension Programs. The goals of these programs will be to: identify, apprehend, and assist in the prosecution of repeat felony offenders; establish a centralized crime analysis unit to identify existing and evolving crime patterns and allocate patrol resources based on this information; and, improve investigative management to increase the number of successful prosecutions of career criminal cases.

The State of Washington has allocated its entire block grant of more than \$1 million for a criminal apprehension program operated by the King County Police Department. The goal of the program is to identify, apprehend, and prosecute violent criminal offenders in general and the "Green River Killer(s)" in particular. The "Green River Killer" is believed to have killed

at least 29 and as many as 43 young women in the King County area. In addition to the regular data gathering, crime analysis, and criminal investigation management activities of the program, nearly 5,000 items of evidence collected in the Green River murders case will be analyzed.

Prosecution/Adjudication

Approximately 13 percent of the total block grant funds have been allocated by the states for career criminal and court delay projects. Eighteen states are planning to fund career criminal prosecution programs, and 12 will address problems related to court delay. A significant impact on crime can be expected from this concentration of limited criminal justice resources on the removal from the community of those offenders who commit large numbers of serious crimes and the reduction in the time it takes to process these and other offenders through the court system.

Two examples of career criminal projects which are projected to significantly reduce the incidence of serious crime in their jurisdictions are the Habitual Serious Juvenile Offender Project in Philadelphia and the Bexar County/San Antonio, Texas, Career Criminal Project. The Philadelphia project expects to arrest a minimum of 100 habitual violent juvenile offenders by conducting intensive investigations and maintaining complete background records on known juvenile offenders. The project estimates that up to 4,000 felonies a year can be prevented by the arrest and prosecution of habitual juvenile offenders. More than 4,000 serious crimes per year are projected to be avoided by the prosecution and sentencing of approximately 125 career criminals in the Texas project. Based on the projected results from these two projects, an estimated 35,000 to 40,000 serious crimes per year could be prevented by state career criminal projects supported by the BJA block grant program.

Reduction of court delay is a priority for New Jersey, which has allocated approximately 70 percent of its total block grant award to this effort. The state's goal is to dispose of cases within 75 days when the defendant is being held in jail and 135 days if the defendant is out on bail. Cases that would not involve a custodial sentence or would be handled through a plea to the charge will be screened out by the state and county projects, allowing the system to focus on more serious cases involving violent and repeat offenders.

Corrections and Treatment

Almost one-fourth of BJA block grant funds will be used by the states to fund programs that provide alternatives to incarceration, relieve prison and jail crowding, develop prison industry projects, and provide services for serious juvenile offenders and offenders with drug problems.

Several states plan to fund intensive probation or parole supervision programs which provide a strict community-based program as an alternative to incarceration to reduce prison and jail crowding. An intensive probation supervision program in Philadelphia is designed to provide a mid-range punishment option to the court for approximately 400 offenders by providing strict supervision and surveillance. Each probation officer will have a reduced caseload, and a minimum of five contacts per week, a curfew, and home detention will be required of the clients. Iowa plans to institute an intensive supervision program in three judicial districts that is designed to provide a highly structured form of supervision for approximately 175 high risk parolees.

Jails in Virginia are operating at approximately 110 percent of their capacity. The Virginia Department of Corrections projects that it will reduce the jail population in the City of Richmond by 25 percent through the use of pretrial alternatives to incarceration. If successful, this pilot project will offer a practical solution to the chronic overcrowding of local jails, thus increasing the availability of bed space, increasing the options available for handling pretrial persons, and alleviating crowded court calendars.

Maine plans to fund a project designed to reduce by 75 percent the admissions of juveniles to two local jails. In addition to the expected benefits to juveniles in terms of more suitable care, this project is expected to alleviate overcrowding in these two jails. The projects will use attendant care services, supervised conditional release, emergency foster care, shelter and group homes, and crisis intervention to reduce the number of juveniles incarcerated.

The benefits to the states and to prison inmates of private sector involvement in prison industry programs has been demonstrated by a number of successful projects in several states. A problem faced by most Departments of Corrections is the inability to adequately market the concept. Oklahoma plans to address this problem by designing and producing brochures and audio/visual presentations on the benefits and requirements for implementation of a private prison industry program which will be distributed to approximately 5,000 companies.

Iowa plans to implement a food service-cook/chill prison industry program that is designed to address the problems of increasing budgetary costs for food preparation at correctional institutions, inadequate existing food preparation facilities, and poorly motivated inmates. Under the program, inmates will be provided with a realistic work environment in which they can acquire marketable skills and make financial payments for restitution to victims, support for their families, and room and

board to the institutions. Training in the cook/chill program, which is a relatively new technology, will translate into work opportunities for discharged inmates in hospitals, nursing homes, and other types of institutions.

Several programs to treat serious juvenile offenders in the community are planned in Rhode Island. One program operated by the Department of Children and Their Families is designed to provide educational services, access to vocational training, and employment opportunities to at least 50 juveniles who have been convicted of multiple, serious crimes. Another project in Warwick is expected to provide intensive supervision and comprehensive community-based services to 35 youth who have committed sexual offenses.

Oklahoma is funding a statewide program to provide public sector jobs to approximately 350 juvenile offenders per year for the purpose of paying restitution to their victims. These youth, who otherwise would not be able to pay restitution, also will have the opportunity to learn job skills.

Like most states funding programs for drug dependent offenders, Alaska and Texas have adopted the certified Treatment Alternatives to Street Crimes (TASC) model. By joining criminal justice system authority with treatment system expertise in rigorous screening, referral, and monitoring, TASC has effectively curtailed criminal activity during the treatment period and has been increasingly successful in reducing recidivism.

Information Systems

Thirty states will award almost \$6 million to state and local units of government to improve information available to the criminal justice system. These information systems are expected to increase the effectiveness of criminal justice operations and result in decreases in crime and court processing time and increases in clearances by arrest, the identification of habitual offenders, and conviction rates.

A centralized automated file of criminal history records of all persons arrested for serious offenses will be established in Nevada to improve information available for investigative purposes. The automated file is expected to result in an increase in arrests of persons with outstanding warrants, increased officer safety through the immediate identification of dangerous individuals, and improved identification of career criminals. Nevada currently does not have a central criminal history record repository.

Wyoming has allocated its entire block grant award of \$342,000 to establish a statewide Court Information Management

System and a statewide Warrants, Jail Management, and Crime Analysis Information System. The court information system is designed to track offenders through the criminal justice system, facilitate case docketing to accommodate victim/witness availability, officer availability, court time, etc., and provide for the exchange of information among the various courts and other criminal justice agencies. The second information system is expected to provide law enforcement with quick access to wants and warrants information, automate and simplify jail record keeping functions, and implement a statewide crime analysis and intelligence gathering system.

The District Attorney Information System in Maine is designed to enable the district attorneys to target prosecution activities on perpetrators of violent crimes, especially career criminals. The system is expected to reduce court processing time to 90 days in most cases and reduce the time required to obtain criminal history information, to issue subpoenas, and to notify victims and witnesses of court proceedings. It also is expected to increase the number of habitual criminal charges filed, facilitate the identification of serious juvenile offenders, and improve interagency responsiveness to victims of rape, child abuse, and other serious crimes.

The Iowa Supreme Court plans to implement a multiyear statewide Judicial Information System that will provide caseload, caseflow, and financial information on district court operations. The system is designed to provide the district courts with improved case processing capabilities, reduced case processing time, increased dispositions per judge, and increased revenue from the collection of unpaid fines and court costs.

Arizona plans to use BJA funds to help automate the operations of 170 municipal and justice courts that process almost 1.3 million criminal case filings per year. The automated system is expected to improve the efficiency of the courts and the accuracy of criminal history information.

Georgia plans to implement a Violent Offender Risk Assessment Program designed to identify offenders who pose a high risk of committing violent and serious crimes. The program also will develop a risk assessment instrument to interface with current parole guidelines.

Training and Technical Assistance

Adequate training for criminal justice personnel is important to ensure the effective implementation of new legislation, court case law, and changes in accepted practices. Consequently, training and technical assistance was identified as a priority area for funding by approximately 30 states.

Pennsylvania plans to create a statewide training advisory committee to develop and present specialized criminal justice training programs that will address specific problems that impede the efficient coordination of system resources and/or that require an interdisciplinary approach.

Minnesota plans to use its entire block grant award of almost \$1 million to implement a statewide training program to improve the criminal justice system's response to child sexual abuse. More than 3,000 child abuse cases were reported in Minnesota during 1985, a 500 percent increase in the last five years. Approximately 60 percent of these cases, which in the past were viewed primarily as the province of social workers and psychotherapists, currently are handled by the criminal justice system. There is, therefore, a tremendous need to develop greater expertise in the investigation, prosecution, and disposition of these cases.

DISCRETIONARY GRANT PROGRAM

The Bureau of Justice Assistance is authorized to award discretionary grants to public or private nonprofit organizations for demonstration programs, training and technical assistance, and projects that are national or multistate in scope.

Demonstration Programs

Programs to improve the prosecution of child physical and sexual abuse cases, enhance law enforcement crime prevention efforts, and effectively intervene in family violence cases were designated by the Bureau as priorities for demonstration funding in FY 1985. Proposals were solicited and under review in each of these areas during the year, with awards expected early in FY 1986.

Funding was planned for pilot projects to encourage the development or expansion of specialized prosecutor units to improve the prosecution of child sexual and physical abuse cases. The goals of these projects are to: protect the child from further abuse; reduce the trauma to the child victim caused by the criminal justice system; streamline the investigative process; and improve cooperation and coordination among criminal justice, mental health, and child protective service agencies. In addition, the American Indian Law Center will implement a program designed to address abuse problems as they relate to Native American families.

The law enforcement crime prevention initiative is designed to demonstrate the importance of crime prevention as a major po-

lice activity equal in stature to patrol and investigative activities. The program is designed to encourage the country's leading law enforcement departments to integrate crime prevention activities into routine daily operations through a combination of command initiatives and incentives for line officers, restructuring manpower allocations, and specialized training.

Four family violence intervention projects are planned for funding. The projects will test and demonstrate techniques for intervening in and reducing battering in adult relationships by implementing recommendations of the Attorney General's Task Force on Family Violence relating to this problem.

Training and Technical Assistance

During FY 1985, BJA solicited and reviewed applications for training and technical assistance to support the successful implementation of the block grant programs. Cost-effective cooperative agreements for the use of short-term practitioner consultants from Federal, state, and local levels will be awarded in FY 1986.

Emergency Federal Law Enforcement Assistance Program

Sections 609(M) and (N) of the Justice Assistance Act authorize Federal assistance for a state or local jurisdiction experiencing a criminal justice emergency that is beyond the capacity of the state or local government to resolve. The assistance provided may be in the form of funds, technical assistance, equipment, and personnel. However, Section 609(N) specifically prohibits awards for efforts involving crowd control and scheduled public events, including political conventions and sports activities. BJA received no requests for emergency assistance in FY 1985.

Public Safety Officers' Benefits Program

In FY 1985, \$11.3 million was paid to the survivors of 226 public safety officers by the Public Safety Officers' Benefits (PSOB) Program. The program, authorized by Public Law 94-430, as amended, provides a \$50,000 lump sum, tax-free benefit to the eligible survivors of Federal, state, and local public safety officers killed in the line of duty. Public safety officers eligible for coverage under the program include law enforcement officers, fire fighters, prison guards, probation and parole personnel, judicial officials, volunteer fire fighters, and reserve police officers. Since the start of the program on September 26, 1976, 2,698 line of duty deaths have been reported to PSOB and 1,954 have been approved, with awards totaling \$97.7 million.

Regional Information Sharing System

Six Regional Information Sharing System (RISS) projects, covering all 50 states, received \$8.6 million in FY 1985 to enhance the ability of state and local criminal justice agencies to identify, target, investigate, and prosecute multijurisdictional organized crime, drug trafficking, and white-collar crime. A seventh project--LEVITICUS, funded at \$1 million--is an operations oriented, shared management and resources effort targeted against coal fraud in Appalachia. The RISS projects have a centralized intelligence data base, an analytical capability, specialized investigative equipment, and a confidential fund reserve, and provide training and technical assistance.

State Reimbursement for Incarcerated Mariel-Cubans Program

Sixteen states received a total of \$5 million in FY 1985 as reimbursement for the costs of incarcerating Mariel-Cubans in state facilities following their convictions for felonies committed after having been paroled into the United States. BJA is authorized to reimburse states up to a maximum of \$1,000 per month per prisoner. Awards were made on April 1, 1985, as required by law. States were awarded \$276.80 per inmate month (incarceration time) for each of the 1,721 inmates verified as meeting the criteria for reimbursement for the period October 1, 1983, through September 30, 1984.

Federal Surplus Property Program

Under the Federal Surplus Property Program, the General Services Administration, based on a recommendation from the Attorney General, is authorized to transfer or convey to states, the District of Columbia, and the Commonwealth and Territorial Islands, as well as any political subdivision, surplus real or related personal property to assist state and local correctional agencies in coping with crowded prison and jail facilities. Almost 150 pieces of Federal property have been identified as excess and surplus property available for transfer.

Federal surplus real property has been transferred to two states, and an additional eight applications are pending. A 62-acre property with a 3,500 square foot building was conveyed to Iberia Parish, Louisiana, for use as a minimum/maximum custody facility for individuals with alcohol, drug, and mental health problems. The second property--a 13-acre property with a 25,895 square foot building-- was transferred to Hudson County, New Jersey, for use as a jail annex to relieve severe overcrowding in the Jersey City jail facility.

Requests from Virginia, New York (two applications), Mississippi, Alabama, Hawaii, and Florida are being processed. The transfer of these properties would help alleviate crowded conditions in state prisons, provide employment opportunities, house a community-based restitution or work center, and serve as a site for a residential treatment program for adolescents. A request also is being processed to transfer to Lincoln County, Idaho, property to serve as the site for a new jail.

Private Sector/Prison Industry Enhancement Certification Program

The purpose of the Private Sector/Prison Industry Enhancement Certification Program is to provide limited deregulation of Federal prohibitions affecting the movement of state prisoner-made goods in interstate commerce and their purchase by Federal government agencies. States and counties that determine a need for access to this wide market for their prisoner-made products must agree to pay inmate workers the prevailing wage, provide compensation for work-related injury or death, deduct from inmate wages money for victim compensation, consult with organized labor and representatives of local businesses that may be affected, provide for substantial involvement of the private sector, and provide for the voluntary employment of inmate workers.

Up to 20 prison industry projects may be certified under Section 819 of the Justice Assistance Act. Inmates employed in the five programs begun between 1981 and 1985 have earned \$4,039,251 in wages and paid \$423,477 in room and board to the states, \$303,149 in Federal taxes, \$66,598 in state taxes, and \$1,084,783 in family support.

Seven states currently are participating in the program, and the certified projects are as follows:

--Kansas' Zephyr Products, Inc., Project, begun in 1981, was the first project to receive certification. This metal fabrication facility is owned and operated by a private sector firm.

--Minnesota's participation in the program began with certification of two projects in 1981, and departmental certification was granted in 1985. A mechanical and electrical component assembly plant within Stillwater State Prison that assembles computer disk drives for the Control Data Corporation and a metal products fabrication project have been designated by the state for participation.

--Utah's printing, graphic, and sign shop was certified in 1982. Since departmental certification in 1985, Utah has designated additional projects for certification.

--The California Youth Authority was granted departmental certification in August, 1985. Two programs currently are in operation and TWA is scheduled to open a reservation center with CYA in 1986.

--Nevada has one project operating under the program and other projects are being developed.

--Idaho will be granted departmental certification early in 1986. Two private sector companies are expected to participate.

--Washington also will be granted departmental certification in 1986 and four private sector owned and operated projects are anticipated.

Criminal Justice Facility Construction Pilot Program

Part F of the Justice Assistance Act of 1984 authorizes the Director of the Bureau of Justice Assistance to make grants to states, units of local government, and combinations of such units to assist in the construction of correctional facilities and in planning to relieve overcrowding and substandard conditions in correctional facilities. The BJA Director also is authorized to provide for the operation of a clearinghouse on the construction and modernization of correctional facilities. However, no funds have been appropriated to implement these provisions.

State Court System Management and Improvement

Three grants were awarded with reversionary funds from the former Law Enforcement Assistance Administration to improve state court systems and to provide training and technical assistance to state and local judicial personnel.

The National Center for State Courts was awarded a grant to improve the court system in five areas: court delay reduction, jury management, technological advances, research and information services, and training in court administration. A National Delay Reduction Conference--attended by 500 judges, lawyers, administrators, and researchers--was held to review findings from research commissioned under the grant. These findings suggest that court delay can be reduced significantly through leadership, better communication, case processing time standards and monitoring of such standards, and calendar practices that fix accountability. The project also is updating jury management guidelines and providing technical assistance on the development of jury management standards in several locations. A data base containing 2,000 automated information

systems used in courts throughout the Nation has been established and a microcomputer adaptable court system has been developed for use by the courts.

The National Judicial College is contributing substantially to the institutionalization of recommended judicial practices with respect to victims by revising the College's curriculum to include victim issues and by providing technical assistance and training on victims concerns. An estimated 5,000 judges are being reached through these efforts.

The National Council of Juvenile and Family Court Judges is working to institutionalize recommended practices for dealing with victims in juvenile justice proceedings. The Council has revised its training curriculum to include victim issues in all relevant areas, established technical assistance resources on victims concerns, particularly issues concerning the child victim, and is providing extensive training to judges and other juvenile court personnel on the improved treatment of victims. More than 4,000 practitioners are being reached through these efforts.

Law Enforcement Accreditation Program

Almost 350 law enforcement agencies have applied for accreditation and 12 agencies have been accredited by the Commission on Accreditation for Law Enforcement Agencies. The accreditation process requires a law enforcement department to comply with most of the 944 standards developed by the Commission. Departments must develop written policies and procedures on all operations, from spelling out the limits of discretion to promotion policies. The purpose of this voluntary program, whereby state and local agencies demonstrate that they meet professional criteria, is to improve the quality of law enforcement services and reduce litigation against police departments. Progress toward achieving this goal has been demonstrated by the fact that several insurance companies are offering reduced premiums for agencies undergoing the accreditation process.

National Crime Prevention Council

Over half of the American public has been reached by the crime prevention messages sponsored by the National Citizens Crime Prevention Campaign, according to a 1982 survey. McGruff, the spokesdog for the Campaign's "Take A Bite Out of Crime" public education effort, has become a highly visible, effective medium for recruiting and encouraging citizen participation in crime prevention, particularly with children. The Campaign, which is administered by the National Crime Prevention Council (NCPC) with support from BJA, generates more than \$45 million worth of free public service advertisements each year.

NCPC is the secretariat for the 101-member National Crime Prevention Coalition. The Coalition includes 17 state associations, 22 statewide crime prevention programs, the AFL-CIO, Boys Clubs of America, the Armed Forces, American Association of Retired Persons, and the National Sheriffs' Association. A national resource library and a national computerized crime prevention information program center are housed at NCPC headquarters in Washington, D.C. More than 1,000 crime prevention practitioners who receive BJA block grant funds will be provided with technical assistance by NCPC, either on-site or by cluster training.

The program has resulted in the following accomplishments:

--The Illinois Criminal Justice Information Authority is using a new state logo that includes McGruff and a toll-free telephone number for crime prevention information. Numerous law enforcement agencies, state associations, and other groups also are using McGruff logos.

--McGruff now appears on military bases around the world as a result of U.S. Army and Air Force crime prevention efforts.

--A McGruff puppet is used to educate children about safety and stranger danger. This program has resulted in documented cases of children escaping from dangerous situations because of what they have learned.

--In September, 1984, the U.S. Postal Service dedicated a McGruff stamp. Thus, the McGruff symbol appeared on 160 million postage stamps.

--Ohio State University Police use the computer controlled, illuminated Ohio Stadium scoreboard to deliver crime prevention messages and McGruff images to fans attending Buckeye games.

--Child safety public service announcements featuring McGruff and NASCAR, the national association of racing car drivers, have been produced and will begin airing over network and cable television in February, 1986.

Crime Stoppers International

Crime Stoppers International works to establish new and assist the ongoing 600 "silent witness" programs whereby citizens who report crimes anonymously to police are assigned a code number and can collect a reward, paid with local contributions, if the information leads to an arrest or the recovery of stolen property. From 1980 through mid-1984, leads provided by citizens through Crime Stoppers programs assisted law enforcement agencies in solving approximately 83,000 crimes.

BUREAU OF JUSTICE STATISTICS

Steven R. Schlesinger
Director

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

In the six years since its creation, the Bureau has developed a program that responds to the diverse requirements of the 1979 Justice System Improvement Act and the 1984 Justice Assistance Act. These Acts addressed more than half a century of recommendations calling for an independent and objective national center to provide basic information on crime to the President, the Congress, the judiciary, state and local governments, the general public, and the media. A more detailed description of BJS fiscal 1985 activities and data available from BJS are presented in its annual report to Congress.

METHODOLOGICAL EVALUATION

During the year, the Bureau completed major projects to assess and evaluate the methodology used in the Nation's two most important statistical series on crime, the National Crime Survey (NCS) and the Uniform Crime Reporting (UCR) program.

The NCS Redesign project was a total reassessment of the design, administration, and potential uses of the survey. Planned changes include improvements to the survey instrument to provide greater information regarding the characteristics of criminal victimization incidents, victims, and the long-term consequences of victimization. A completely revised strategy for eliciting victim reports of crime incidents also will be implemented, allowing greater efficiency in the measurement of these events. Also planned is the release of aggregated subnational data so that potential users of such data may examine victimization patterns for their own localities or localities resembling them.

Other changes under consideration include: reliance on telephone interviewing whenever possible to reduce field costs; adoption of computer-assisted telephone interviewing (CATI) in a centralized interviewing facility to provide better monitoring

of interviewers and reduced errors in data collection and processing; implementation of a longitudinal design to provide greater sample stability and measurement of both victimization patterns and consequences that extend beyond one interviewing period; and the development of weighting procedures to allow utilization of initial interviews for estimation.

Changes to the NCS will be implemented in two stages. Modifications judged to be non-rate affecting will be implemented in FY86, to provide some needed improvements quickly, while still maintaining comparability with data from previous years. Major modifications will be instituted simultaneously during fiscal 1988. The second implementation phase will result in a break in series, making comparisons of data collected before and after the phase-in difficult. However, these changes will result in more efficient collection of NCS data, greater accuracy of victimization estimates, and substantially improved opportunities for analysis of victimization-related issues.

During 1985, the study of the UCR Program, undertaken in cooperation with the Federal Bureau of Investigation, also was completed. A set of recommendations were developed that culminated in a report entitled, Blueprint for the Future of the Uniform Crime Reporting Program. The report was released in June 1985 and public comment was invited. By September 1985 approximately 100 letters had been received, with the overwhelming majority of them containing an endorsement of the study's findings.

The major recommendations in the report are as follows:

- o Convert the UCR system to a two-level reporting system under which most agencies report basic offense and arrest information for the same eight crimes about which data currently are collected, while a comparatively small sample of agencies report much more extensive information about a much larger number of crimes.

- o Convert the entire UCR offense and reporting system to unit-record reporting in which local law enforcement agencies submit reports on each individual criminal incident and arrest, permitting us to know about the who, what, when, and how of each offense.

- o Distinguish attempted from completed offenses.

- o Distinguish among crimes against businesses, crimes against individuals or households, and crimes against other entities.

o Institute routine, ongoing audits of samples of participating UCR agencies in order to establish the extent of error in the system on a continuing basis.

Testing of definitions and procedures will commence in late spring or early summer of 1986. Implementation is scheduled to begin in Fiscal Year 1987 on a phased basis.

DATA ANALYSIS AND DISSEMINATION

The Bureau maintains an ongoing internal analytic capability to provide the Administration, the Congress, and the public with timely and accurate data concerning problems of crime and the administration of justice in the Nation. The Bureau prepared and disseminated 39 reports and data releases during the year, a 44 percent increase over the previous year.

During FY 1985, work began on the second edition of Report to the Nation on Crime and Justice. Work on the first edition began in fiscal 1981 and was a major effort of the Bureau during fiscal 1983 and 1984. It was a landmark document in that it was the first attempt to describe comprehensively crime and the justice system in a nontechnical format. The first edition is now in its second printing, with nearly 75,000 copies sold or distributed.

The Bulletin Series and Special Report Series. The Bureau's monthly Bulletins, begun in 1981, present data generated in the various statistical series. Prepared in a nontechnical format, each contains the most current information on particular aspects of crime or the administration of justice from the Bureau's ongoing statistical series.

The Special Reports, begun in February 1983, also are written in nontechnical language and are aimed at a broad audience. The Special Reports are monthly publications; each is devoted to a topic of current public interest and policy debate.

VICTIMIZATION DATA

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

In April 1985 the Bureau released findings that showed a continued downturn in victimization rates in 1984; overall, the 1984 crime rate was 4.5 percent lower than in 1983, which itself was the lowest year since the survey began 12 years ago. This annual report was released two months earlier than in the previous year (and five months earlier than the year before that) as a result of methodological work aimed at producing the data as close to the end of the reference period as possible.

In June 1985 the Bureau released, for the fifth year, the findings of an NCS indicator measuring the proportion of American households touched by crime. It has revealed that victimization by crime is one of the most common negative life events that a family can suffer.

Topical NCS studies released during fiscal 1985 included those on household burglary, rape, and the risk of violent crime. A total of nine reports were produced in fiscal 1985.

LAW ENFORCEMENT STATISTICS

Recognizing that very little national-level police administrative and management data exist, BJS commissioned a study of the need for such data, including recommendations as to what types of data should be collected. A second phase of this effort involves: an analysis of existing data sets of police statistics; a survey of small police agencies about their data needs; the development of a survey questionnaire and handbook for a national collection efforts; a discussion of various sampling designs; and a pretest of the proposed survey. A BJS Special Report is scheduled for fiscal 1986 that will examine police expenditures over the last four decades.

At BJS' direction, the Bureau of the Census is updating its list of law enforcement agencies in the United States in preparation for a survey of these agencies.

ADJUDICATION STATISTICS

The Adjudication Program is undergoing a major internal assessment regarding its utility for policy makers and its statistical quality. During the year, work was begun to update the sampling list of general jurisdiction courts that is needed to support an anticipated sample survey. The current plans call for producing caseload counts on an annual basis, supplemented by periodic surveys that would provide more detailed information on the characteristics of defendants, offenses, trial outcomes, and sentencing practices. Because of the reassessment, the collection of caseload counts from state court administrators' annual reports has been suspended. The last report from that

project was published in October 1984. In September 1985, a supplement to the state court model statistical dictionary was issued to assist state court personnel in developing comparable data. A BJS Bulletin, The Growth of Appeals, was published that provided data for the years 1973-1983. The collection of appellate data in the future will be considered within the context of a redesigned court statistics program.

The May 1985 Special Report, Felony Sentencing in 18 Local Jurisdictions, reported on the use of different kinds and degrees of sanctions for seven major felonies for a variety of large jurisdictions across the country.

The Prosecution of Felony Arrests Project collects and analyzes case processing data from PROMIS (Prosecution Management Information System) jurisdictions. During the year, The Prevalence of Guilty Pleas, covering 14 jurisdictions, was published.

Very little information is available about the pretrial phase of the judicial process. To fill this void, BJS is sponsoring a study to determine the feasibility of developing a national pretrial data base. Following preliminary tests of methodology at three sites, 20 jurisdictions were selected for implementing the study. A procedural manual and forms for data collection were developed; four regional training sessions were conducted for personnel from the participating jurisdictions; and data collection was begun.

CORRECTIONAL STATISTICS

This program provides systematic data on correctional populations and agency workloads covering probation, local jails, state and Federal prisons, parole, and persons under sentence of death. A total of nine statistical reports were produced under the corrections program in fiscal 1985.

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

During 1985, the first release of data from the 1983 National Jail Census and National Jail Inmate Survey was made. It revealed a 41 percent increase in the jail population since the last census in 1978. Additional analyses and publication will take place in 1986.

Also during the year, the Census of State Prisons was conducted, covering 922 state-operated correctional facilities. The Census covered topics such as facility operations, density and occupancy rates by facility, staffing, expenditures, disorders, and court orders. The Survey of State Prison Inmates was pretested. When field-tested in early 1986, this survey will interview approximately 15,000 inmates on criminal history, demographic characteristics, drug and alcohol use, and other issues.

The National Prisoner Statistics series dates back to 1926. It provides yearend and midyear counts, by jurisdiction, of prisoners confined in state and Federal institutions. NPS reports during the year documented the continued growth in the population of the Nation's prisons: by June 30, 1985, a record high of 490,041 was reached. In July 1985 the second report of data was made from a new program to gather information on the characteristics of offenders admitted to or released from prisons--the National Corrections Reporting Program (NCRP). This report provided more detailed information than was available in the past on demographic characteristics, offenses, sentences, and time served of persons admitted to and released from state prisons.

The NCRP will be integrated with the Uniform Parole Reports to provide a complete overview of sanctioning across the states from prison entry through termination of parole. The National Prisoner Statistics Series also reports separately on state prisoners sentenced to and awaiting execution.

Examining Recidivism, the February 1985 Special Report, found that 28 percent of those who entered prison in 1979 would still have been in prison at the time of their admission if they had served their maximum prior confinement sentence. In July 1985, the Bureau released The Prevalence of Imprisonment, which reported that between 3.2 and 5.1 percent of males born in the United States today are likely to serve a sentence in an adult state prison at some time in their lives.

EXPENDITURE AND EMPLOYMENT STATISTICS

During fiscal 1985 the first reports on justice expenditure and employment using a revised, less expensive methodology were issued. The August 1985 Bulletin, Justice Expenditure and Employment 1982, reported that less than 3 percent of all government spending was for justice activities. Three other reports were issued during the year, including a trends report for 1971-1979 and a report presenting data for 1980 and 1981. Now that the revised methodology is firmly established, the gap between reference date and publication date can be narrowed.

Also during the year, work began in preparation for collecting fiscal 1985 data using the old methodology that will provide the data needed for the variable pass-through provisions of the state and local assistance block grant program, as well as more detailed substantive and geographic data in general.

FEDERAL STATISTICS

A major priority during fiscal 1985 was the continued development of the Federal Justice Statistics Data Base tracing Federal cases from investigation through prosecution, adjudication, and corrections. The data base includes input from the Federal Bureau of Investigation, the Drug Enforcement Administration, U.S. Attorneys, U.S. Courts, and the Bureau of Prisons. This is the first time that Federal justice data have been incorporated into a single data series.

Also during the year, Pretrial Release and Misconduct, a report containing statistics from the Federal data base, was released. Additional reports were issued on Electronic Fund Transfer Fraud and Victim/Witness Legislation.

PRIVACY, CONFIDENTIALITY, AND INFORMATION POLICY

The Bureau continued activities to ensure the confidentiality of statistical data and the privacy and security of criminal history information. During the year two publications on information policy and legislation were released.

STATE STATISTICAL AND SYSTEMS PROGRAMS

The Bureau's state statistical programs have a twofold purpose: to enhance the capabilities of the states in developing policy-relevant statistical information to meet their own needs, and to make state-level data available to the Bureau for national compilations and studies.

Through the Bureau's support, 44 state Statistical Analysis Centers (SACs) for criminal justice have been established. They provide statistical services and policy guidance to the Governors, executive branch agencies, legislators, state and local criminal justice agencies, the judiciary, the news media, and the public. In addition, the SACs provide data to the Bureau for statistical compilations and analyses.

During fiscal 1985, grants and cooperative agreements were awarded to four states to continue the development of SACs that had been started recently, and partial support was given to

established SACs in 26 states, primarily for serving as clearinghouses for criminal justice statistical information. The Bureau also entered into nine cooperative agreements with individual SACs for specific projects in statistical analysis and research covering topics of critical importance to the states.

The Criminal Justice Statistics Association, which is the national organization of SAC directors, conducted a national conference dealing with the corrections population explosion and policy choices for the states. State officials from throughout the Nation participated.

In past years the Bureau has supported the development of state Uniform Crime Reporting (UCR) systems in approximately 40 states to improve the completeness and quality of data submitted by local police agencies to the FBI. During FY85, awards were made to four states to assist them in continuing the effective operation of systems already in place, but which lacked adequate state funding. Support also was provided for a national UCR conference held at the FBI Academy, and for the second phase of a study to evaluate the UCR program.

An important recent development is analysis by the Bureau of Offender-Based Transaction Statistics (OBTS) data provided by the states. With OBTS, offenders are tracked through the criminal justice system from arrest to final disposition. A report, Tracking Offenders: The Child Victim, was prepared and published using OBTS data from six states. Additional states are expected to provide data for a second report on a different topic to be published in FY86.

Other reports issued during the year that were based on data provided by the states were Sentencing Practices in 13 States and Returning to Prison.

NEW INITIATIVES

In addition to the new initiatives discussed above, projects were begun in 1985 to obtain data on the pretrial period and on Federal civil cases. The Bureau also is planning on expanding data concerning juvenile justice and is beginning to gather reliable comparative international statistics on incarceration.

NATIONAL INSTITUTE OF JUSTICE

James K. Stewart
Director

Crime and its costs to society are major domestic concerns. The National Institute of Justice (NIJ) is at the center of research and development to increase knowledge about what works to control crime in America today. The goal of the National Institute is to ensure prudent investment in research to discover policy-relevant information that can guide critical decisions made every day by criminal justice administrators.

How can law enforcement agencies best allocate their limited resources to make their communities safer? How can we deter serious criminals from future crimes? What are the benefits and costs of new crime-fighting tools? Objective answers to these and other questions are expanding the options available to hard-pressed state and local officials and providing new ways to improve public safety using existing resources.

Billions of dollars are invested in public safety every year. Research can help states and localities extract the full benefit from these resources. New technologies and approaches developed through Institute research and applied by state and local agencies have resulted in substantial cost-savings, far exceeding the initial Federal investment. Research in the management of criminal investigations, for example, has changed investigative procedures in agencies throughout the country and is estimated to yield some \$50 million in annual savings nationwide through more efficient use of investigative resources.

HIGHLIGHTS OF FY 1985

The National Institute gives priority to such key policy concerns as the relationship between drugs and crime, fairness to victims of crime, controlling family violence, and curbing career criminals and violent crimes. In conjunction with major sponsored research efforts, the Institute also has a small, in-house research program that examines significant issues such as the effect of the exclusionary rule on felony prosecutions, the impact of mandatory confinement of drunk drivers, and Federal sentencing policy. The following highlights some of the most significant Institute research efforts during FY 1985:

COMBATING DRUGS AND CRIME

The debate over drug use and the costs it imposes on society is now more informed because of recent research findings. Institute research has established that a very strong correlation exists between individual crime rates and hard drug use. The research has shown that offenders commit up to six times more crime when they are actively addicted than when they are relatively drug free.

This empirical information gives judges an objective basis for assessing danger to the community posed by pretrial release of arrestees shown to be using drugs. To detect hard drug use among arrestees, urinalysis is being used in Washington, D.C., and New York City in a field test by the Institute. While evaluation of this project is still underway, preliminary findings from Washington, D.C., show that 65 percent of arrestees had one or more serious, illegal drugs in their systems at the time of their arrest. The research is assessing the degree of risk posed by drug abusers while on pretrial release and comparing the effectiveness and costs of surveillance versus treatment policies as deterrents to drug usage and subsequent rearrest. As a result of the Institute research, the District of Columbia has made urinalysis of arrestees a standard procedure, financed as part of the City's budget. The test results are available to all judges for use in setting release conditions.

The scourge of drug abuse also is being countered by the forfeiture of illegally gained assets, which has the potential to cut deeply into organized drug trafficking. Institute research has catalogued current forfeiture provisions that apply to drug cases in the laws of all 50 states and recommended steps local prosecutors can take to expand the use of forfeiture sanctions. Another study is developing guidelines to improve state and local law enforcement capabilities for investigating and prosecuting money-laundering cases. Efforts to combat organized crime will be the subject of a forthcoming Institute-sponsored symposium.

The Institute also is assessing a low-cost local program to control street crime through enhanced law enforcement efforts aimed at retail heroin trafficking. The program appears to have reduced robbery and burglary in Lynn, Massachusetts. The study will gather additional information on whether crime is prevented or displaced; whether such strategies can be duplicated in other communities; and how cost-effective these methods are in reducing property crime. The results will aid criminal justice policymakers concerned with the control of drug trafficking and drug-related crime.

CONTROLLING CAREER CRIMINALS AND VIOLENT CRIME

Career criminals, those who repeatedly commit serious crime, are a key subject of research at the Institute. Growing knowledge about the habitual offender is being used by prosecutors and judges to increase the likelihood of incapacitating the high rate offender. To strengthen police programs for the apprehension, arrest, and detention of career criminals, the Institute published Targeting Law Enforcement Resources: The Career Criminal Focus. It describes three primary approaches police departments can use: post-arrest programs that target law enforcement investigative resources to ensure the successful prosecution of known career criminals or repeat offenders; career criminal warrant service programs that utilize a variety of traditional investigative strategies to apprehend career criminals who have outstanding warrants; and pre-arrest targeting programs that use surveillance and other strategies to target and apprehend career criminals during the commission of crimes.

The phenomenon of the serial murderer, the transient criminal who often repeatedly commits the most heinous crimes while eluding apprehension, presents formidable difficulties for state and local investigators. To aid in solving such crimes, the National Institute of Justice, the Office of Justice Programs, and the FBI have cosponsored planning and development of a National Center for the Analysis of Violent Crime. Located at the FBI National Academy in Quantico, Virginia, the center is conducting research and providing training, technical assistance, and information sharing for Federal, state, and local agencies faced with similar patterns of violent crimes.

Another Institute study aimed at reducing violent crime is comparing nonviolent robberies with those leading to serious victim injury or death. The research will identify factors associated with the offender's use of violence and effective strategies for its control. Institute research also will focus on the control of rape, a particularly traumatic crime for victims. A new study will assess the impact of various types of rape reform legislation. The research will help identify which statutes result in the most effective criminal justice response, leading to greater control of offenders and more sensitive treatment of victims.

Prediction of dangerous behavior is a subject of continuing study for the National Institute. Research has continued to focus on improving techniques for classifying dangerous offenders to better identify them when they appear before the courts and ensure appropriate sentencing. A new project will study a method for developing more accurate classification of sex offenders that can help predict future behavior of such criminals.

The use of firearms in violent crimes increases the risk of tragic consequences for the victims. Institute research has provided new information on how serious adult felons acquire and use guns. The research will be used to identify strategies that may help to limit criminal access to firearms.

RESPONDING TO DOMESTIC VIOLENCE

Disputes involving spouses or family members pose severe problems for both victims and law enforcement authorities. In many of these cases, police are called to respond repeatedly to the same family. Mediation has been the traditional method used by the police to try to defuse violent situations and prevent repeat incidents. However, Institute sponsored research conducted in Minneapolis found that arrest was twice as effective in preventing future assaults than either mediation or ordering the assaulter from the premises. The results of this experiment have helped prompt a shift in policing. Police departments in larger cities using arrest rather than mediation as the preferred method for dealing with minor domestic assault increased to 31 percent in 1985, up from 10 percent in 1984. To further assist law enforcement agencies in their continuing development of policy and practice in domestic assault cases, the Institute is now replicating the Domestic Assault experiment in Omaha and also plans repeat projects in other cities of diverse size.

ASSISTING VICTIMS OF CRIME

In the past, the consequences for victims of crime often have been ignored. Traumatized by a crime, they often suffer a second victimization because of their treatment by the criminal justice system. Responding to the recommendations in the President's Task Force on Victims of Crime, the Institute has funded a number of projects to reduce the burdens on victims.

Because victims of crime often have been excluded from important stages of the criminal justice process, the Institute currently is assessing the value of having victims present at sentencing and parole hearings. Another Institute study is examining use of victim impact statements at sentencing in all states permitting or requiring them.

The Institute also is analyzing various methods of counseling crime victims to learn which approach can lead to the fullest and speediest recovery. Studies of the immediate and long-term psychological and medical impact of violent personal crime are expected to yield new ways to alleviate the trauma victims suffer. The Institute also is conducting research on how to train police officers to be more informed about and respond to the needs of crime victims.

Another project is studying the possibility of cooperative efforts between victim assistance and Neighborhood Watch programs. Approaches for establishing and maintaining a cooperative relationship, with emphasis on victim assistance services that Neighborhood Watch volunteers could provide, are being studied.

The Institute also completed a pilot project in which 10 major private sector corporations and organizations developed model programs to help resolve the problems victims face. The results of the project will guide other companies in addressing victims' needs. As one example, CBS expanded its employee consultation services to include referral and education programs for employees who are victimized.

CHILDREN--THE MOST VULNERABLE VICTIMS

The Attorney General's Task Force on Family Violence highlighted a number of areas where research is critically needed. Institute research in progress is aimed at improving the prosecution of child sexual assault cases and providing more sensitive treatment of these vulnerable victims. Children are particularly vulnerable victims of criminals.

As reports of child sexual abuse increase, Institute research is comparing sentences for sex offenses against adults and those against children. This study will determine whether sex offenses involving adult victims are more likely to result in prison time than sexual offenses committed against children. The second stage of this project is examining child sexual assault cases that are prosecuted to see what distinguishes them from the majority of confirmed assault cases that fail to be prosecuted.

Treatment of child witnesses in a criminal justice system oriented to adults is another pressing issue studied by the Institute. The Institute's When the Victim is a Child reviews strategies to alleviate stress for a child testifying in court. As a follow-on to this research, the Institute is exploring the issues involved in the use of a guardian ad litem in criminal court cases that involve child victims who must testify.

CRIME IN SCHOOLS

Making schools safer places for children--and their teachers--is the goal of an Institute demonstration program. Responding to recommendations made by the Attorney General's Task Force on Violent Crime, the Institute developed and launched a school crime and student misbehavior reduction project. The program was carried out in conjunction with the

Department of Education in 44 secondary schools during 1983-1985 in Florida, California, and Illinois and currently is being implemented in the Milwaukee school system. It emphasizes clarifying the rights and responsibilities of school officials regarding criminal incidents and applying law enforcement crime analysis techniques to trace crime and disciplinary infractions within the school setting. The report, Reducing School Crime and Student Misbehavior: A Problem Solving Strategy, is being widely disseminated so other school systems can learn more about the program and how to adapt it to specific local situations.

ENHANCING COMMUNITY SECURITY

The need for citizens to feel secure in their communities goes to the heart of crime control. A major Institute experiment has identified neighborhood-police crime prevention techniques that can reduce the fear of crime that worries people and undermines so many communities. In Newark, New Jersey, and Houston, Texas, public, private sector, and neighborhood resources were used to devise projects tailored to local problems. The strategies were implemented without Federal subsidies and within existing resources.

According to the National Institute's evaluation, among those strategies that proved to be effective in alleviating fear of crime were:

- establishing small police offices in neighborhoods;
- sending police officers into communities to make door-to-door contacts with residents;
- identifying local crime problems and develop programs that would respond to their needs;
- encourage police officers to help establish community organizations where there were none.

A study of satellite downtown areas in New York City also was completed to determine how actual and perceived crime threats affect employment, shopping, and investment in such areas. The research has led to practical and feasible suggestions for improvements to the safety, attractiveness, and economic vitality of older downtown areas affected by crime.

Almost half of all violent crimes go unreported. The need for citizens to act positively against crime and involve themselves in the criminal justice system has been dramatized by an Institute supported national public service announcement campaign, "Report, Identify, Testify." The four 30-second television commercials bring home the point that when citizens

call the police to report crimes, identify suspects, and testify about a crime, they are enhancing public safety. The commercials are being made available to television stations throughout the country.

INCREASING POLICE EFFICIENCY

Law enforcement administrators must balance fiscal constraints with the growing daily demands of serving and protecting the public. A modest investment in research can provide practical, cost-effective ideas that can be applied at the local level. Institute research results have improved the efficiency of law enforcement agencies in prioritizing calls for service: responding immediately to life-threatening situations or to crimes in progress and shifting routine responses to a later time or other methods of management. Evaluation of the approach showed that savings in one medium-sized city were estimated at \$223,000 per year. Training in differential police response will reach some 400 departments. If only one-fourth of those agencies adopt the program, nationwide savings could total \$22 million a year.

The potential to develop a paperless police operation also is being explored in another Institute-sponsored project. Patrol officers complete incident and arrest reports on hand-held portable computers, and the information later is entered directly into appropriate files. The potential savings in clerical services and in improved efficiency is substantial.

New interview techniques which improve the amount and accuracy of information from victims and witnesses of crime were outlined in a recent Institute study. These techniques currently are being evaluated in the field to determine how they can be employed most effectively and to demonstrate that police easily can be trained in their use. Preliminary results are very encouraging and law enforcement agencies around the country have shown considerable interest in the benefits of the new interviewing approach in investigating and solving crimes.

MAKING COURTS MORE EFFECTIVE

The gap between expanding workloads and available judicial resources has prompted research on alleviating strains in the court system. Institute research is underway in eight jurisdictions where significant court delay reduction activities have been carried out. This project will produce a set of practical guides to ease case backlogs for the use of court administrators and judges.

A new approach to increased efficiency in court operations developed and tested by the Institute is the use of lawyers as "judicial adjuncts." These volunteer judges, referees, and arbitrators have helped to improve court administration. The Institute evaluation found "judicial adjuncts" were effective in carrying out a variety of judicial functions, involved little cost, and provided services with no discernible difference in the quality of justice.

Last year, the Institute launched a major research effort to reduce the rate of felony case attrition through improved case preparation and policy coordination between prosecutors and police. The experiments are being conducted in 10 sites across the Nation, and will produce specific policy recommendations police and prosecutors can use to reduce the number of serious cases that must be dropped without a conviction.

The Institute also is examining an innovative experiment in New York City that provides financial incentives to prosecutors' offices to reduce court delay. The overall goal is to reduce case backlog and institutionalize more efficient court operations. The prosecutors' offices demonstrating the most success in reducing case backlogs will receive budget increases from the city. Results of this evaluation will include recommendations for developing and implementing such programs useful to other jurisdictions.

To help courts protect society by insuring the detention of dangerous defendants, bail guidelines are being developed and evaluated in Boston, Phoenix, and Miami. The research is designed to improve the overall pretrial decision making process and to deal constructively with concerns about public safety and jail crowding. The guidelines will help local court officials develop effective mechanisms for addressing the specific problems in their jurisdictions that relate to the use of bail.

Institute research on sentencing has made significant contributions to efficiency and equity in the judicial process. A newly completed state-by-state compendium details the history and status of sentencing reforms throughout the Nation. This report addresses issues related to sentencing structures and also considers the impact of new sentencing reforms on prison populations.

Other sentencing research on the use of fines in the United States found wide variation even within the same state or metropolitan area. Such variations also exist with respect to fine collection and enforcement procedures. The research results identified successful strategies for the use, collection, and enforcement of fines.

TARGETING NEW STRATEGIES IN CORRECTIONS

Confronted by burgeoning prison populations and rising costs, practitioners and policymakers agree that issues surrounding the problems of prison crowding and effective use of jail and prison space are of the highest priority. The Institute has funded research to examine major prison management concerns and examine specific strategies for dealing with prison crowding.

The Institute is launching a new research initiative to identify innovative construction methods that promise to reduce the time and costs involved in expanding corrections capacity. Application of such methods in California and Florida have yielded savings of some \$30,000 to \$40,000 per cell. A new series of "Construction Bulletins" will provide reports to state and local officials on cost-saving techniques, and a National Directory of Corrections Construction will contain detailed profiles on prison and jail building projects throughout the United States. In addition, the Construction Information Exchange, a computerized data base, will function as a national center for sharing information on new approaches to building correctional facilities.

Another project addresses the effective use of jail space by reviewing successful local efforts that analyzed the causes of the jurisdiction's jail crowding problem and its success in expediting case processing. The project also is developing brief reports for judges and prosecutors that outline the key role each group can play in ensuring that jail space is used in ways consonant with public safety.

A recently completed Institute study offers guidance for the development and implementation of classification systems that provide for the best use of prison space while maintaining public safety and reducing both lawsuits and prisoner unrest.

Institute research also documented the risks imposed by the increasing use of felony probation as a means for easing prison crowding. A study of 1,672 felony probationers in California found that during a 40-month follow-up, 65 percent were rearrested, 51 percent were reconvicted (18 percent for serious violent crimes), and 34 percent were reincarcerated. Because only a fraction of all crimes result in an arrest, these dramatic statistics clearly underestimate the total amount of crime committed by these probationers.

Intensive Supervision Programs for offenders in New Jersey, Massachusetts, and Georgia are being examined to determine how offenders can be controlled in the community in the most effective and efficient manner. Special attention is being

given to the development of useful strategies to ensure public safety and security while promoting offender restitution. The evaluation results should assist communities in developing more cost-effective means of control.

The Institute also is exploring the role of the private sector in corrections. The Privatization of Corrections outlines the current status and major issues surrounding new proposals for private operation of prisons and jails, private financing alternatives for correctional construction and greater private sector involvement in prison industries. In addition, the Institute is examining those jurisdictions now pursuing private sector corrections industry ventures. Assessment of their experiences will offer critical new information other jurisdictions can use in developing prison industries that can help offset the rising costs of corrections.

One new approach that may reduce costs and provide greater control of released offenders is the use of electronic and computer technology that monitors offenders placed on house arrest or in community corrections programs. The Institute has published a paper describing the monitoring equipment and the early program experiences with it. Also underway is a technological assessment of the equipment by the National Bureau of Standards and a field assessment of several program sites around the country that are using electronic monitoring.

RESEARCH INTO PRACTICE

The Institute's primary goal is to find answers to real world questions about crime control and then to transmit those answers to those who can put them to use. To this end, the Institute carries out a vigorous research communication and utilization program.

The Institute consolidates related research results and practical experience into guides for local agencies to help them deal with emerging issues in criminal justice. Among the Issues and Practices reports prepared in Fiscal Year 1985 were: "Effective Approaches to Reducing Jail Crowding;" "Correctional Facility Design and Construction Management;" "Probation Under Fiscal Constraints;" "The Special Management Inmate;" "Supplementing Police Budgets;" "Investigative Management and Information Systems;" and "Patrol Deployment Strategies."

The Institute also publishes research summaries to highlight findings in a succinct, readable format for busy criminal justice professionals and policymakers. Among the Research in Brief titles issued in FY 1985:

Prosecution of Child Sexual Abuse. Summarizes results of a study of methods to reduce the trauma of court appearances on child victims of sexual abuse and to assist prosecutors and judges in dealing with the special needs of the child victim.

The Private Sector and Prison Industries. An overview of the history of private enterprise in the American prison system, plus the results of a survey on the recent developments in the privatization of prison industries since 1980.

Probing the Links Between Drugs and Crime. Reviews research by NIJ and other Federal agencies on the relationship between levels of criminal activity and active periods of drug abuse by individual offenders.

Criminal Justice Response to Victim Harm. Summarizes the results of a study that examined the degree to which victim harm influences police, prosecutors, and judges in their major case processing decisions (arrest, charging, and sentencing). Victims' perceptions of their treatment by the criminal justice system also were studied.

Jailing Drunk Drivers: Impact on the Criminal Justice System. Analyzes the experiences of criminal justice agencies dealing with mandatory confinement for drunk driving in local jurisdictions in four states. This report recommends steps to facilitate the implementation of mandatory jailing of drunk drivers.

In FY 1985, three national conferences were held, on sentencing, the private sector and corrections, and the state of the art in policing. The Institute also sponsors visits by criminal justice agency executives to outstanding or innovative programs that could be adapted for other jurisdictions.

A new vehicle for spreading knowledge launched in FY 1985 is Crime File, a series of 22 videotapes covering major crime issues, including deadly force, the exclusionary rule, domestic violence, drinking and crime, sentencing, search and seizure, prison crowding, and victims of crime. The series was aired on public television stations throughout the country beginning in fall 1985.

To move research off the shelf and into the hands of those who need it, the Institute operates an international information clearinghouse, the National Criminal Justice Reference Service (NCJRS). From its computerized data base of more than 80,000 books, reports, articles, and audiovisual materials, NCJRS can

provide quick answers on all aspects of criminal justice. A bimonthly journal, NIJ Reports, keeps 60,000 registered users of NCJRS abreast of new research findings and new services. NCJRS now operates on a cost-recovery basis, charging modest prices for publications once distributed free. The cost recovery program generates approximately \$260,000 annually, with funds recouped to date totaling nearly \$800,000.

The Testing and Information Center of the Institute's Technology Assessment Program is helping law enforcement agencies save public dollars by giving them accurate information for informed, cost-effective purchasing decisions. For the first time, the program is providing data on-line for immediate computer access by local departments.

**OFFICE OF JUVENILE JUSTICE
AND DELINQUENCY PREVENTION**

Alfred S. Regnery
Administrator

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) provides assistance to state and local governments to enhance juvenile justice and reduce delinquency and is responsible for coordinating and providing policy direction to all Federal juvenile delinquency prevention efforts. The Office is comprised of four divisions: Special Emphasis; Training, Dissemination, and Technical Assistance; Research and Program Development; and State Relations and Assistance.

In addition, OJJDP is responsible for the Concentration of Federal Effort Program and the Missing and Exploited Children's Program created by the Missing Children's Assistance Act of 1984.

SPECIAL EMPHASIS DIVISION

The Special Emphasis Division provides discretionary funds directly to public and private agencies, organizations, and individuals to foster new approaches to delinquency prevention and control. During Fiscal Year 1985, the Division began development of several significant programs planned for support in FY 1986:

The Private Sector Probation Program will demonstrate the feasibility of private sector involvement in the delivery of probation services currently being provided by the public sector.

The Training and Technical Assistance for the Serious Habitual Juvenile Offender Program will recruit persons from successful program sites to provide assistance in implementing programs for serious habitual offenders and provide training to juvenile and criminal justice, law enforcement, and adjudication agencies.

The National Partnership to Prevent Drug and Alcohol Abuse is a public-private partnership comprised of all segments of American society concerned with combating substance abuse. It is developing a national program to coordinate both existing and new efforts in this area.

Replication of Successful Drug and Alcohol Abuse Programs will provide training and technical assistance to states and local communities on drug and alcohol abuse prevention programs that have been proven successful.

The National Center for the Prosecution of Child Abuse will track and report on changes in case and statutory law, develop model statutes, disseminate information, develop effective training methods, conduct research, and provide litigation support in the area of the prosecution of child abuse.

During the year, the Division continued support of the National Center for Missing and Exploited Children. The Center has established a toll-free telephone line; operates a national resource center and clearinghouse to provide assistance to state and local governments, organizations, and individuals; coordinates public and private programs that locate or recover missing children; and disseminates information nationwide about missing children and missing children's programs.

Also continued were programs to improve the prosecution of habitual serious and violent juvenile offenders and support an information and case management program to coordinate efforts on serious juvenile offenders, particularly those involved with drugs. In addition, the Division sponsored a program designed to demonstrate that the private sector can implement effective programs to rehabilitate chronic, serious juvenile offenders and enhance private sector involvement, and a program to provide training and technical assistance for Hispanic runaways, sexually exploited, abused, and neglected Hispanic children, and to foster safe schools in Hispanic neighborhoods.

TRAINING, DISSEMINATION, AND TECHNICAL ASSISTANCE DIVISION

This Division is responsible for programs that train professional, paraprofessional, and volunteer personnel and others who work with juvenile offenders and their families. In addition, the Division serves as a clearinghouse for the preparation, publication, and dissemination of information regarding juvenile delinquency. The Division also provides for technical assistance to Federal, state, and local governments, courts, public and private agencies, institutions, and individuals in planning, establishing, funding, operating, or evaluating juvenile delinquency prevention programs.

Major FY 1985 Division activities were as follows:

The Restitution Education, Specialized Training, and Technical Assistance (RESTTA) Program provides education, training, and technical assistance to key juvenile justice sys-

tem personnel and informs them of the range of successful juvenile restitution programs. The program was designed to increase the use of restitution and refine approaches to restitution as one of the dispositions available in the juvenile courts.

The National School Safety Center was established to provide a national focus on school safety by making the Nation aware of the magnitude of school crime and violence in schools, and promoting innovative workable campus crime prevention and school discipline restoration programs. In addition, the Center operates a national clearinghouse; conducts statutory and case law research of the rules and procedures governing school discipline and campus crime prevention; sponsors, cosponsors, and participates in national, state, and local conferences and workshops; has established "National School Safety Week," and is responsible for designation of "America's Year of School Safety, 1985-1986."

The Permanent Families for Abused and Neglected Children Program focuses national attention on the need for providing permanent homes for abused and neglected children. Coordinated by the National Council of Juvenile and Family Court Judges, the program is designed to aid judges in their decisions in child abuse and neglect cases. The program recruits and trains volunteers who serve as Court-Appointed Special Advocates (CASA).

This partnership of juvenile and family court judges, volunteers, and others interested in the welfare of children is expected to reduce the number of children in foster care, prevent juvenile delinquency, and greatly enrich the lives of the Nation's abused and neglected children. Sixty-four training sessions were held in which 5,135 persons participated during the fiscal year. The CASA project has encouraged the development of permanent family planning projects in 41 states, the District of Columbia, and Puerto Rico.

Also during the year, the Division supported the following training programs: The National Council of Juvenile and Family Court Judges continued to provide training in a wide range of areas for juvenile and family court judges and court-related personnel. The Law-Related Education (LRE) Program continued to help youth understand the processes of the juvenile justice system and the application of law in everyday life. The training program established for police executives and personnel at the Federal Law Enforcement Training Center in Glynco, Georgia, continued to provide training to increase police effectiveness in providing juvenile services. Another training program for police was provided for experienced investigators in state-of-the-art techniques of investigating cases involving child abuse, sexual exploitation of children, and "kiddie" pornography. A total of 1,040 law enforcement personnel were trained through this program during FY 1985.

RESEARCH AND PROGRAM DEVELOPMENT DIVISION

The Research and Program Development Division (R&PD) supports a comprehensive program of research addressing three major areas: prevention of delinquent behavior and child exploitation; improvement of the juvenile justice system; and development of alternatives to the traditional juvenile justice system. The following discussion highlights major research and program development activities conducted during FY 1985.

Prevention of Delinquent Behavior and Child Exploitation

Work was completed on the evaluation of programs for delinquency prevention through alternative education. Participating schools showed overall improvement in measures of school safety from the 1981 school year to the 1983 school year. The research indicated that school safety and orderliness are related to the clarity, fairness, and firmness of school rules. In FY 1985, the R&PD launched a program specifically designed to develop and test innovative discipline codes in the secondary school setting.

In addition to attempting to prevent delinquency in the schools, the R&PD investigated delinquency risk factors in the context of high crime communities. A new program of research was designed to improve understanding of the development of prosocial and antisocial behavior patterns in the context of the high crime community, family, and the individual youth. The R&PD also will be examining patterns of drug use and the availability of treatment services in inner city, high crime communities.

The R&PD is continuing to investigate the nature and impact of child abuse and sexual exploitation. Under the Missing Children's Assistance Act, projects have been initiated to improve the accuracy of national incidence estimates, analyze current law enforcement procedures, and identify effective practices for handling missing children cases.

Improvement of the Juvenile Justice System

R&PD efforts in this area concentrated on justice system treatment of those youth who repeatedly engage in serious and violent crimes. Work was completed on two studies--the comparative disposition study, which examined court processing of dangerous juvenile offenders tried in juvenile court compared to those tried in adult court for similar offenses, and the national study of institutional commitment and release decision-making for juvenile delinquents.

Ongoing studies are focused on: assisting intensified law enforcement efforts to identify serious habitual juvenile offenders involved in drug trafficking; evaluating the effectiveness of specialized prosecutorial units that concentrate on serious habitual juvenile offenders; and testing the impact of various levels of probation supervision on juvenile recidivism.

Alternatives to Juvenile Justice Processing

In addition to examining traditional justice system handling of the serious juvenile offender, the R&PD is sponsoring research that focuses on innovative methods of rehabilitating repeatedly violent juvenile offenders and the involvement of the private sector in the delivery of correctional services for the chronic juvenile offender. Work was completed on the national evaluation of a community-based, nonresidential program that involved comprehensive, individualized treatment for serious repeat juvenile offenders.

A preliminary review of existing evaluation reports and national data sources was conducted to determine the impact of nonconfinement on recidivism and the secure confinement of status offenders. This report served as the foundation for initiating a comprehensive research project to assess the positive and negative effects of Federal, state, and local legislation and policy changes in the last decade on the handling of youth who commit status offenses.

STATE RELATIONS AND ASSISTANCE DIVISION

The State Relations and Assistance Division provides funds to states participating in the implementation of the mandates of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended. The Division also provides technical assistance to those states in such areas as the deinstitutionalization of status offenders, the separation of juveniles from adults in secure confinement facilities, and the removal of juveniles from adult jails and lockups.

Formula Grant Program

Among the 57 states and territories eligible to participate in the Formula Grant Program, 52 participated during FY 1985. These states and territories received formula grant awards totaling \$41,810,000. State and territorial allocations are based on the population of juveniles (persons under 18 years of age). The minimum allocation to each state was \$225,000 and to each territory was \$56,250.

The provision of alternatives to secure confinement for status offenders and nonoffenders and the separation of juveniles from adult offenders in institutions have been major emphases of state programs, with a goal of completely removing juveniles from adult jails and lockups by December 1985. Forty-nine states and territories have met special requirements of the Act by demonstrating substantial or full compliance with the nonconfinement of status offenders mandate; 39 states have complied with the requirements for the separation of adults and juveniles in secure confinement. Most of the remainder are making creditable progress.

Non-Participating State Initiative

OJJDP announced a program during the year to support the development and implementation of projects to improve the detention and incarceration practices, policies, programs, and alternative services within the five states not participating in the Formula Grant Program. The Non-Participating State Initiative addresses the problems associated with placing status offenders in secure facilities and any juveniles in adult jails and lockups.

Technical Assistance

A major technical assistance effort was supported to assist states in complying with the JJDP Act requirements. It provides nationwide assistance to improve detention practices, policies, facilities, alternative services, and other issues related to the preadjudicatory handling of juveniles.

Marketing

During FY 1985, the Division focused its marketing efforts on two priority program areas: the Restitution Education, Specialized Training, and Technical Assistance (RESTTA) Program and the State Clearinghouse effort of the National Center for Missing and Exploited Children. The staff received in-house training and materials on these programs, as well as calendars for major milestones. Extensive information on both have been mailed to each State Juvenile Justice Specialist and State Advisory Group chairperson. In addition, presentations on each were made at the Annual Meeting of State Advisory Groups. Staff also conducted RESTTA training sessions to brief state staff persons and practitioners on the availability of formula grant monies for restitution programming.

A paper, State Clearinghouse Legislation: An Analysis of Its Functions and Related Suggestions for Legislative Provisions, was disseminated to all states to apprise them of the options available in establishing State Clearinghouses for information concerning missing and exploited children.

CONCENTRATION OF FEDERAL EFFORT PROGRAM

The Concentration of Federal Effort (CFE) Program promotes a unified effort at the Federal level to address the multitude of issues regarding juvenile delinquency. CFE is designed to assist agencies that have some responsibility for juvenile delinquency prevention and treatment programs and to help implement programs among and between departments and agencies that can have an important bearing on the success of the overall Federal juvenile delinquency effort.

During Fiscal Year 1985, the program supported development of the National Partnership to Prevent Drug and Alcohol Abuse and joined with the Drug Enforcement Administration in the support of a project to train coaches and student athletes in drug abuse prevention strategies.

It also is working with the Bureau of Indian Affairs to provide funds to train Indian teachers and youth workers in substance abuse prevention techniques. It is anticipated that 120 BIA education personnel representing 49 schools will participate in the training program.

To further the goals of the Concentration of Federal Effort requirements of the JJDP Act, OJJDP joined the Department of Education in two significant projects during 1985. First, the Office participated in the planning and implementation of a National Conference on Correctional Education. Second, OJJDP helped convene a panel of national experts to examine issues related to the implementation of special education programs for handicapped youth confined to correctional institutions pursuant to the requirements of Public Law 94-142.

MISSING AND EXPLOITED CHILDREN'S PROGRAM

The Missing Children's Assistance Act of 1984 created within OJJDP a new program to coordinate federally funded programs and other efforts related to missing children. The program was established in response to the need for coordinating resources; developing, standardizing, and disseminating effective policies and procedures across all jurisdictions; and providing a central focus for research, data collection, policy development, and information regarding missing children.

As required by the Act, OJJDP established and announced program priorities for making grants and contracts under the new authority. The final funding priorities are as follows:

- o National Incidence Study to Determine the Numbers of Missing Children.

o National Study of Law Enforcement Agencies Policies and Practices Regarding Missing Children and Homeless Youth.

o Assistance to the Federal Law Enforcement Training Center for a training program for handling missing and exploited children's cases.

o Research on the relationship between missing and abducted children and sexual exploitation; the psychological consequences of abduction and sexual exploitation; and the child victim as a witness.

o Training for practitioners involved with missing and exploited children.

o Assistance to state clearinghouses for missing and exploited children.

o Assistance to private voluntary missing children's organizations.

During FY 1985, two Requests for Proposals were issued--one for the law enforcement study and another to provide technical assistance to private voluntary organizations for their operation and management. Awards are expected to be made in early FY 1986.

The Missing Children's Advisory Board was appointed in January 1985 and met four times during the year--in March, May, July, and October. The Advisory Board has met its statutory duty by advising the OJJDP Administrator and the Attorney General on coordinating programs and activities relating to missing children, and by advising the OJJDP Administrator with regard to the establishment of funding priorities. The Board also is preparing, with the OJJDP Administrator, a comprehensive plan on missing children for presentation to the President and the Congress in 1986.