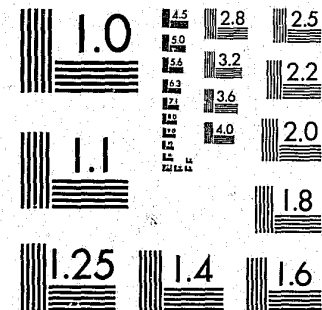


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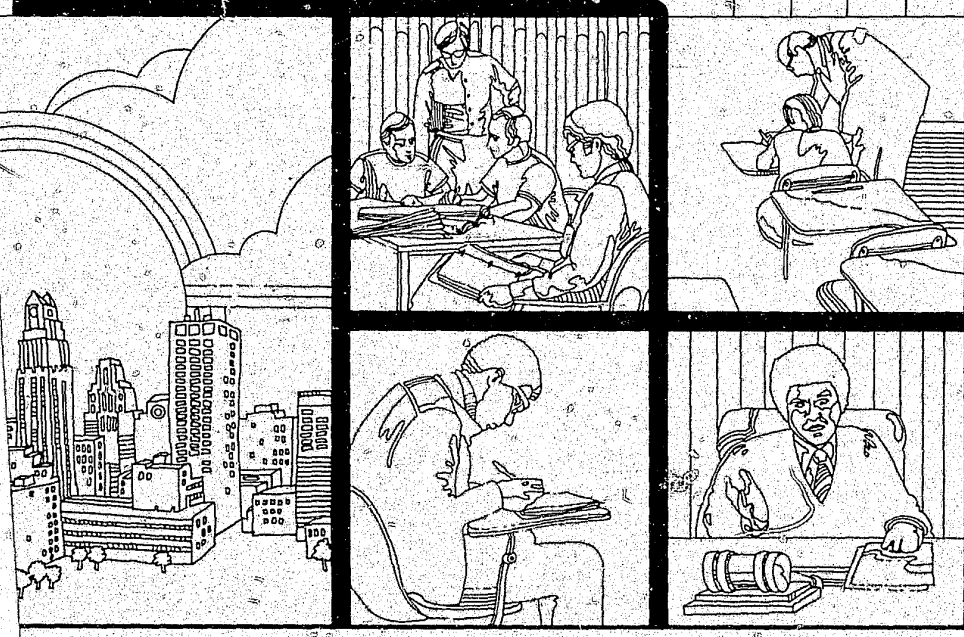
National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

DATE FILMED

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EIGHTH ANNUAL REPORT of LEAA

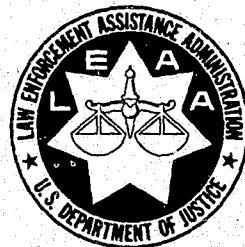
Law Enforcement
Assistance Administration
U.S. Department of Justice
Washington, D.C. 20531



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EIGHTH ANNUAL REPORT OF LEAA

Fiscal Year 1976



Law Enforcement Assistance Administration
U.S. Department of Justice

NCJRS

JUN 1 1978

ACQUISITION



UNITED STATES DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
WASHINGTON, D.C. 20530

To the President and the Congress of the United States:

I have the honor of transmitting herewith the Law Enforcement Assistance Administration's Eighth Annual Report. It describes the Agency's mission, its programs, and its accomplishments during fiscal year 1976 and the budgetary transition quarter (July 1, 1976, through September 30, 1976). At the same time, I would like to briefly reflect back on criminal justice administration in this country and also look to the future.

Crime and its control were problems that predated the United States of America. They faced the first settlers in the New World. However, it is apparent as we look upon 200 years of history as an independent Republic and an additional 150 years of colonial development that American society is extraordinarily stable. During that 350-year period this nation has defeated all of the many forces that challenged its domestic tranquility.

Because of that stability we have preserved the basic criminal justice institutions that we inherited from the Founding Fathers as well as the underlying philosophy upon which these institutions stand, that is, freedom, local autonomy, and constitutional government in the form of a representative democracy dedicated to an equality of opportunity for all citizens.

To be sure, this has been an accomplishment that has frequently made overwhelming demands on society's ability to keep the peace. In 1968, recognizing that state and local governments needed financial and technical help with which to improve their law enforcement, courts, and corrections agencies, the Congress created the first significant Federal criminal justice assistance program to deal with those needs on a comprehensive and nationwide basis.

Federal support for state and local criminal justice system improvements is a logical parallel to the long-established Federal assistance to education, science, transportation, agriculture, and the many other such national programs, and it is remarkable that the Federal aid to state and local criminal justice activity was so long in coming.

Now that the Law Enforcement Assistance Administration program has been in operation for more than eight years, I believe it is accurate to say that it has proved its overall worth. I believe that the Federal help rendered in a block grant program run by the nation's state and territorial governments has made it more certain that this country will be able to continue its traditional decentralized administration of the criminal laws. I do not think that our past or future crime rate increases have been or will be so great that there will ever be major popular sentiment for the Federal government to assume direct control.

I do, however, anticipate that the Federal criminal justice assistance program will continue, and I believe it will shift its aid priorities. State and local courts as well as corrections and juvenile justice systems will receive an increasingly larger share of the total available funds. Money invested in improved court administration is especially cost-effective. The recently enacted Crime Control Act of 1976 already points in that direction. One of its more significant provisions is to substantially increase the influence that state and local jurists are going to have on the total planning process.

I also predict the number of criminal justice agencies throughout the nation will decrease. As modern managerial methods become more widespread, smaller units will be consolidated with larger ones, especially among law enforcement and courts agencies. Moreover, there will be a significant increase in Agency efficiency. There will be vastly better recordkeeping, operations, research, and evaluation as a result of the

greatly improved information handling techniques that are currently available and that will be developed next year, in the next five years, and in the next decade.

The improved methods of criminal justice education and training that we already have and the even better improvements that are just around the corner will prompt an increasing emphasis on professionalization, especially in policing and in corrections. We will have better quality at entry levels, and in-service training will be both far easier and more productive. Criminal justice system executives, such as wardens and police department commanders, will increasingly be involved in this development. They can be expected to be better educated generally and better trained in the technicalities of their work.

Another prediction I would like to make is that there is going to be a greater citizen involvement in the criminal justice systems of the future. Citizens will be encouraged to help themselves. Self-starting local initiatives have a long and honored tradition in this country, and they typify the American way of solving local problems. Criminal justice is an area in which this can be fostered far more than it has been in the past. And there has been some good progress in this direction. For example, in St. Louis there is a citizen initiated program that is providing aid to crime victims. The program is administered by a volunteer organization with a small paid staff. The crime victim is helped by the local community—in many cases by his or her own neighbors.

As for the nature of crime and criminal behavior, we are already getting and will continue to get in the future a greater insight into the criminal mind in action. The videotapes of criminals selling stolen property to undercover police agents in the LEAA-funded antifencing operations give us opportunities to experience criminality firsthand. These tapes will make excellent research and evaluation tools.

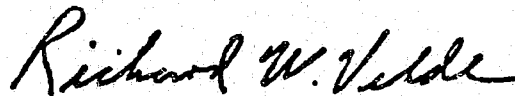
Perhaps one of the most interesting things we can say about the future is that criminal justice system research, which has just begun to become significant on a national scale, will soar in the next few years. We are soon going to have data bases and statistics and information that simply were not available until LEAA entered the picture. Offender-based transaction statistics will make a crucial difference, for example.

The United Nations Economic and Social Council Committee on Crime Prevention and Control has published a report that pointed out that reliable and comparable information about the success or failure of innovative crime prevention efforts is scarce or nonexistent in most parts of the world. Even where such information is available there is often an insufficient capacity to utilize it in the broader framework of national policy and planning. What LEAA hopes to accomplish, and I predict that it will, is to correct these deficiencies and make the information generally available throughout the United States and the rest of the world.

In sum, I believe that the Federal role in criminal justice improvements will continue to be a limited one. On the other hand, I believe there will be major accomplishments achieved in the very near future through the continuing and increasing cooperation among the various jurisdictions that have been supported and helped through the Federal initiatives.

There are reasons to be confident about future criminal justice system progress in this country, even though many unsolved problems remain. But this hope will be in vain unless we all work at it with the utmost diligence. Good plans are worth nothing unless we have the will to execute them with our best efforts.

Sincerely,



Richard W. Velde
Administrator

Washington, D.C.
December 31, 1976

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Introduction

The Law Enforcement Assistance Administration is the federal Agency responsible for helping state and local governments improve their criminal justice systems. It also is charged with coordinating all federal juvenile justice and delinquency prevention programs as well as administering the new public safety officers' benefits program.

LEAA discharges these assignments by providing planning and action funds as well as technical assistance to state and local governments. In addition, LEAA monies are used to undertake research in law enforcement and criminal justice disciplines, to provide educational assistance for persons serving in or planning to enter criminal justice careers, and to develop new national programs, such as criminal justice statistics and systems analysis.

Projects that LEAA has funded are improving virtually every type of criminal justice activity, including police and court administration, organized crime control, the rehabilitation of offenders, aid to crime victims, white-collar crime prosecution, the elimination of official corruption, and the implementation of criminal justice agency standards and goals.

LEAA, which has 564 employees in its Washington, D.C., headquarters and 324 employees in its 10 regional offices, makes block grants to the various states and territories in amounts based on their relative populations and subsequent to approving each jurisdiction's annual comprehensive criminal justice improvement program.

Among the programs with nationwide applicability that LEAA developed or expanded during the past year are the career criminal projects, which are designed to bring violent offenders with histories of committing dangerous crimes to speedy trials. Of 2,015 case dispositions of persons who had had five or more prior violent felonies there have been 1,914 convictions, or a rate of almost 95 percent, in the communities with active career criminal programs.

Another example is the "Sting" operations in which LEAA-funded undercover federal, state, and local police teams purchase stolen property in fake fencing transactions as a means of identifying criminals and recovering property. Already such operations have resulted in hundreds of ar-

rests and the return of millions of dollars worth of stolen goods.

In another important program LEAA-developed body armor is being tested in a number of U.S. cities, and it has already prevented serious injury—and perhaps even death—to at least three police officers shot while wearing the armor.

During the year the Congress passed and the President signed the Crime Control Act of 1976, which reauthorized LEAA for an additional three years.

The Act directs LEAA to continue supporting state and local projects to improve law enforcement, courts, and corrections activities through fiscal year 1979, and it adds new responsibilities to assure that state criminal justice plans are comprehensive and better coordinated. It also authorizes a maximum Agency appropriation of \$880 million for fiscal 1977 and \$800 million each for fiscal 1978 and 1979. The Congress directed that \$15 million be spent annually on community anticrime programs.

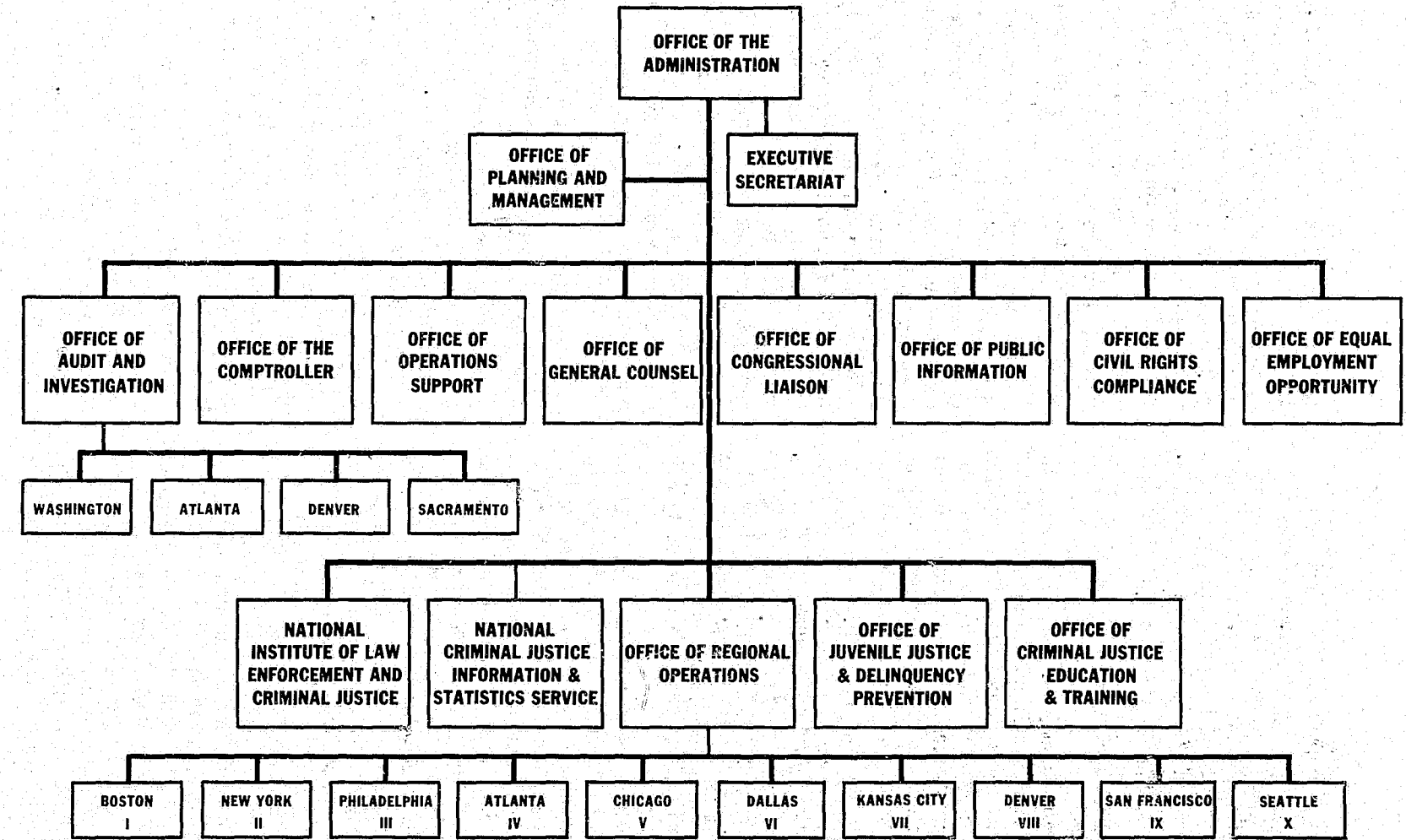
The Act requires judicial representation on each state planning agency supervisory board—at least three jurists on each board—and LEAA may require additional judicial representation for state planning agencies with large boards.

The Act also substantially strengthens LEAA's civil rights enforcement procedures and directs the Agency to issue detailed regulations implementing these provisions. Specific procedures are mandated when LEAA, a federal or state court, or an administrative law judge makes a finding that discrimination has occurred.

In a separate action in 1976, the Congress set LEAA's fiscal year 1977 appropriation at \$753 million. This included \$60 million for state planning, \$415 million for action programs, \$72 million for corrections funds, \$13 million for technical assistance, and \$27 million for research, evaluation, and technology transfer.

In other legislation, the Congress gave LEAA the responsibility for administering the Public Safety Officers' Benefits program, under which the survivors of a state or local public safety officer in the line of duty will be paid a \$50,000 tax-free benefit.

LEAA ORGANIZATION CHART



Approved *Edward H. Levi*
Edward H. Levi Attorney General
Date *Sept 9, 1976*

Budget

LEAA works in partnership with state and local governments, which have the primary responsibility for crime control and criminal justice activities. In this partnership, the federal government supplies financial resources, technical advice, and leadership. States and localities set their own crime control priorities and allocate LEAA funds according to their own carefully developed, comprehensive criminal justice improvement plans.

LEAA awards 66 percent of its budget in block grants (includes B, C, E, and JJ Formula Funds) to the states according to their relative populations. States make subgrants to state and local agencies for local and regional improvement efforts and to units of state government for state-wide programs.

In fiscal year 1976 and the three-month transition quarter, the LEAA budget was \$1,014,598,000—with \$536 million allocated to states in block grants to finance planning and action programs, including corrections and juvenile justice through June 30, 1976, and \$113 million for the three-month transition quarter through September 30.

The remaining \$365 million was distributed among the following programs during fiscal year 1976 and the transition quarter (figures rounded):

- \$86.5 million for direct grants awarded at LEAA's discretion for crime reduction projects with nationwide implications;
- \$58.2 million for discretionary grants earmarked for corrections projects, with particular emphasis on community-based programs;
- \$83.9 million for education and training, including the Law Enforcement Education Program;
- \$39.4 million for the research and development programs of the National Institute of Law Enforcement and Criminal Justice;
- \$31.6 million for data systems and statistical assistance;
- \$15.5 million for technical assistance to build state and local criminal justice expertise;
- \$20 million for categorical grants under the Juvenile Justice and Delinquency Prevention Act; and
- \$30.2 million to administer LEAA.

DISTRIBUTION OF LEAA FUNDS

FY 1969-1976
(In Thousands)

	1969	1970	1971	1972	1973	1974	1975	1976	1976-TQ
Comprehensive Plans	\$19,000	\$ 21,000	\$ 26,000	\$ 35,000	\$ 50,000	\$ 50,000	\$ 55,000	\$ 60,000	\$ 12,000
Action Grants	24,650	182,750	340,000	413,695	480,250	480,250	480,000	405,412	84,660
Discretionary Grants	4,350	32,000	70,000	73,005	88,750	88,750	84,000	71,544	14,940
Aid for Correctional Institutions and Programs (E Block and E Discretionary)	\$	\$	47,500	97,500	113,000	113,000	113,000	95,478	21,000
Manpower Development	6,500	18,000	22,500	31,000	45,000	45,000	44,500	43,250	40,600
National Institute of Law Enforcement and Criminal Justice	3,000	7,500	7,500	21,000	31,598	40,098	42,500	32,400	7,000
Data Systems and Statistical Assistance	\$	1,000	4,000	9,700	21,200	24,000	26,000	25,622	6,000
Technical Assistance	\$	1,200	4,000	6,000	10,000	12,000	14,000	13,000	2,500
Juvenile Assistance	\$	\$	\$	\$	\$	\$	14,500**	39,300	9,700
Administration	2,500	4,487	7,454	11,823	15,568	17,428	21,500	23,632	6,560
Total	\$60,000	\$267,937	\$528,954	\$698,723	\$855,366*	\$870,526	\$895,000	\$809,638	\$204,960

* Excludes \$14.2 million that was transferred to the Department of Justice.

** An additional \$10 million was reappropriated from Safe Streets Reversionary funds to Juvenile Justice.

National Institute of Law Enforcement and Criminal Justice

The National Institute of Law Enforcement and Criminal Justice is LEAA's research arm. Its purpose, as stated in the legislation, is to "encourage research and development to improve and strengthen law enforcement and criminal justice, to disseminate the results of such efforts to state and local governments, and to assist in the development and support of programs for the training of law enforcement and criminal justice personnel."

During the past eight years, the Institute has sponsored research on crime prevention and control and the administration of criminal justice, and it has disseminated information on significant research findings to state and local officials throughout the country.

During fiscal year 1976, the Institute continued its support of ongoing research and commissioned new projects on subjects ranging from plea bargaining to consumer fraud. It refined its techniques for distributing research findings, and it conducted evaluations of both established practices and new programs or innovative techniques.

The Institute awarded \$38.8 million during fiscal year 1976. The following table shows the distribution of these funds by program area.

Priority and Project Selection

In setting priorities and allocating funds the Institute is guided by the following:

- The Congressional mandate as set forth in the authorizing legislation.
- The management by objectives process, which takes into account the LEAA Administrator's priorities, the judgments of the Institute's professional staff, the recommendations of the Institute's Advisory Committee of knowledgeable criminal justice practitioners and researchers, and the views of other recognized experts.
- Timely criminal justice issues, such as the problem of the serious, habitual offender.

Each year the National Institute publishes and disseminates a plan that briefly describes all Institute programs and projects and explains application procedures. Individual program announcements are also issued, providing more detailed information on the background and objectives of specific programs, funding, and deadlines.

Fiscal Year 1976 National Institute Program Funds*

Program Area	Dollars	Percentage
Community Crime Prevention	\$ 4,439,293	11.4
Police	3,014,811	7.8
Courts	1,841,700	4.7
Corrections	1,554,724	4.0
Advanced Technology	10,576,493	27.3
Manpower Program	1,644,693	4.2
Visiting Fellows	238,986	0.6
Evaluation Programs	5,306,963	13.7
National Evaluation Program	(1,365,602)	(3.5)
Office of Evaluation	(3,941,361)	(10.2)
Technology Transfer**	10,187,592	26.3
	\$38,805,255	100.0

*Includes awards made during the transition quarter.

**This figure includes \$2,335,496 in training and technical assistance funds.

Requests for proposals are announced in the *Commerce Business Daily*.

Institute projects generally are selected to meet priorities outlined in the plan. A limited amount of funds is set aside each year to support especially promising research that may fall outside designated priorities.

Institute staff members review initial concept papers and solicit the views of one or more knowledgeable professionals—either within LEAA or from an outside source. All full applications are similarly reviewed by a monitoring team composed of the Institute project monitor and two or more professionals from outside the Institute whose background, training, and experience are relevant. In making their judgments the reviewers consider the nature of the problem to be addressed and whether the applicant's skills and resources can accomplish the objectives.

The Institute is authorized to make grants to, or enter into contracts with public agencies, institutions of higher education, or private organizations. The Department of Justice Office of Legal Counsel has ruled that the Institute also is authorized to make grants to individuals, but that authority is used sparingly. LEAA policy stipulates that profitmaking institutions may not receive Institute grants.

The following table shows the distribution of fiscal year 1976 Institute funds by type of recipient.

Fiscal Year 1976 Programs and Activities:

To carry out its wide-ranging mandate the Institute is organized into three major offices: Office of Research Programs, Office of Technology Transfer, and Office of Evaluation.

Distribution of Fiscal Year 1976 National Institute Program Funds
(By Type of Recipient)

Universities	\$ 2,421,887
Private Firms	26,685,609
Federal Agencies	3,234,500
State and Local Government Agencies	3,433,454
National and Professional Organizations	2,790,819
Individuals	238,986
Total	\$38,805,255

Office of Research Programs

The Office of Research Programs funds and monitors the Institute's external research projects. It identifies potential areas of research and commissions independent contractors and grantees to undertake major studies. The fiscal year 1976 budget for the Office of Research Programs was \$22 million.

The Institute's fiscal year 1976 research priorities were crime prevention and citizen involvement, special police operations, white-collar crime and official corruption, technology development, and equipment standards.

The six general program offices under the Office of Research Programs and their accomplishments for fiscal year 1976 are described below.

Police Division

Last year the Police Division continued its program of transforming the study of law enforcement disciplines into a science. Three major studies during the fiscal year challenged some longstanding assumptions about certain traditional police strategies and techniques.

Criminal Investigation Process. A two-year Rand Corporation study of criminal investigation practices examined the role of the detective in solving serious crimes. Among its findings:

- The single most important determinant of whether a case will be solved is the information the victim and witnesses supply to the immediately responding patrol officer.
- If information uniquely identifying the offender does not surface in the initial crime report, the chances are that the offender will not subsequently be identified.

- Of those cases that lacked such identifying information but were ultimately cleared, most were solved through routine police procedures.
- Much investigator time is spent on cases that are not likely to be solved.
- Differences in investigative training, staffing, workload, and procedures appear to have no appreciable effect on crime, arrest, and clearance rates.
- Methods of organizing police investigations, i.e., team policing, specialists vs. generalists, patrolmen-investigators, cannot be related to variations in crime, arrest, and clearance rates.

These findings led the researchers to recommend the following changes for the enhanced efficiency and economy in criminal investigations:

- Reduce followup investigations for all but the most serious offenses.
- Assign generalist-investigators to local commanders to handle obvious leads in routine cases.
- Establish a major offenders unit to investigate serious crimes.
- Assign serious-offense investigations to closely supervised teams rather than to individual investigators.

Felony Investigation Decision Model. The Stanford Research Institute developed a decision model to identify the cases that are likely to be solved and thus warrant intensive investigation. The project analyzed four categories of felonies: robbery, assault with a deadly weapon, car theft, and rape. The researchers found that a decision model was only effective for robbery cases—the other three categories of crime were almost invariably solved through such factors as the victim knowing the offender or identifying the vehicle. For robbery cases, however, the decision model revealed that, as in the Rand study, unless the responding officer obtains all relevant information at the scene of the crime, the chances of solving the case at the detective level are slim.

The study also found striking evidence of the career criminal phenomenon. Of the offenders charged in the above four categories, about 80 percent were repeaters with criminal histories spanning an average of 12 years and more than seven prior offenses.

The report also questioned continued funding to develop "modus operandi" capability. The results, the report suggests, may not warrant the

investment because of the changing nature of crime, the larger volume of crime in contemporary society, and the lack of specialization by today's criminals.

Response Time Analysis. Substantial attention in recent years has been given to speedy police response to the scene of a crime. Less scrutiny has been given to how quickly citizens report crimes. Preliminary findings from a study of police response time indicate that delays in reporting crime generally dwarf any delays in police response. In fact, a majority of the victims interviewed said they talked to at least one other person before notifying the police.

The implications of the study are still being analyzed, but the findings clearly point to a need for further research to answer important questions about crime reporting patterns and police manpower allocation.

The Police Division is also funding an experimental split-force patrol in Wilmington. Theoretically, a patrolman's time is divided between preventive activities and responding to complaints and service calls. The Wilmington Police Department has divided its patrol force along these lines, assigning half of the patrol officers to preventive activities only and the other half to reactive duties. The preventive activities are directed, that is, planned in advance by the supervising officer to insure that patrol time is spent as constructively as possible.

The split-force technique allows researchers to analyze preventive patrol in isolation from other patrol activities.

The Police Division awarded \$3.2 million for the following new projects during fiscal year 1976:

- The development of a computerized system for selecting a small number of mug shots closely resembling a witness' description of a suspect from a police department's files.
- A study of the law enforcement problems involved in controlling narcotics.
- Continued research on anticorruption management programs. The project emphasizes the problems of policing corruption in licensing and regulatory agencies. It will recommend detection, prevention, and enforcement measures to assist public officials in combating corruption.
- Field testing police department rules of conduct and disciplinary procedures

developed by an earlier project. The prototype disciplinary system will be implemented in three representative law enforcement agencies.

- Measures of police performance. A system will be implemented and evaluated in four cities to determine how to improve police performance capabilities and how the new methods can be used on a wide scale.
- The social networks and the social organization of a police precinct. A study of the police precinct as a social system to analyze the impact of an individual precinct on the entire department's operation.

In addition, several priority projects are still being processed:

- Systems of referral to nonpolice agencies. It will develop and test guidelines for an effective system that police agencies can use to refer people with problems to other more appropriate social service agencies.
- Crisis intervention techniques. This study will explore the possibility of using the principles of family crisis intervention in other situations, such as dealing with burglary and robbery victims and the relatives of homicide victims.
- Police services for the aged and handicapped. This project will analyze the special needs of elderly persons and the handicapped and will develop appropriate strategies and tactics for improving police protection for these citizens.
- Guidelines for policing prostitution. This program will analyze police techniques for dealing with prostitution and problems relating to prostitution in jurisdictions where it is decriminalized as well as where it is illegal.

Courts

The Courts Division concentrated on improving consistency and fairness in criminal adjudications and increasing the system's efficiency.

One of the most promising studies completed by the courts research program during fiscal year 1976 found that detailed sentencing guidelines may be a feasible way to reduce sentencing disparities. Previous Institute-sponsored research

confirmed that variations in sentencing are commonplace today. A study in Chicago and New York found that any three judges, given the same case to sentence, will disagree on the basic issue of whether or not to imprison approximately 30 percent of the time.

In consultation with judges, researchers identified a number of factors that could influence sentencing decisions, generally falling into four major categories: prior criminal record, seriousness of the offense, mitigating or aggravating circumstances, and indications of stability. Based on this information, model guidelines were developed representing the median sentence imposed in a jurisdiction for defendants with similar criminal records who commit similar offenses.

In two jurisdictions where these guidelines were tested, more than 80 percent of the sentences fell within the guideline range. In those cases where exceptional circumstances indicated deviation from the usual range, judges were asked to document their reasons and confer with their colleagues before making a final decision. During the second phase of this project, the guidelines are being fully implemented in one jurisdiction and sentencing models are being developed in three other urban areas. If the experience in these jurisdictions is successful, other communities could follow this approach to structuring judicial discretion.

The Courts Division also published a handbook for prosecutors that recommends ways to facilitate witness cooperation. Researchers from the Institute for Law and Social Research found that the primary reason for the dismissal of charges after a suspect is arrested is a lack of cooperation by the witnesses. These problems in turn stemmed from poor communication between the witnesses and criminal justice agencies. LEAA's "Witness Management Handbook for Prosecutors" addresses these issues. It includes recommendations for police officers and prosecutors on how they can encourage witness cooperation as well as a model guidebook for witnesses that explains their role in criminal prosecutions and describes how cases are processed.

A third project completed in fiscal year 1976 found many inconsistencies among the jurisdictions in complying with the requirements of the U.S. Supreme Court *Argersinger vs. Hamlin* decision. The Court ruled that the state must provide counsel to indigents in misdemeanor cases if imprisonment is a possible penalty for the offense.

The researchers found that in some lower courts 95 percent of the defendants were waiving their right to counsel. According to the study, the defendant is told that the right to counsel is unimportant in a first offense, or he may not understand that the court-appointed counsel is free, or he may not understand his right to counsel. Also, the methods used to determine financial eligibility for free legal counsel are inadequate and inconsistent. In some areas, for example, if a defendant could post bail of only \$25 he was considered ineligible for free legal representation.

The report recommends several ways that the state can meet its obligation. The study suggests that jurisdictions develop uniform financial eligibility standards for providing court-appointed counsel. Other recommendations are for prepaid legal insurance and the decriminalization of certain offenses, e.g., public drunkenness, vagrancy, and minor traffic offenses.

In another study completed in fiscal year 1976 the Rand Corporation developed and evaluated a practical checklist that courts can use to measure how well they are processing their felony caseload. The study identified significant indicators of performance in adjudication that help to measure charging accuracy, plea bargaining practices, delay, and efficiency. The researchers interviewed 33 criminal justice practitioners in 13 jurisdictions and surveyed the attitudes and perceptions of court users—victims, witnesses, and jurors. The study demonstrated the applicability of these performance measures in two selected jurisdictions Multnomah County, Oregon, and Dade County, Florida, using data already available in court agency files.

The Courts Division awarded \$1.7 million to new projects during fiscal year 1976, including:

- The development of a handbook of alternative management techniques for the lower courts to be field-tested in an overburdened metropolitan court and in a rural lower court.
- The testing of an experimental pretrial settlement conference that includes the defendant, the victim, and the judge in addition to the two opposing attorneys. Aspects of system efficiency, victim satisfaction, and increased procedural safeguards will be among the criteria used to assess the project's success.
- A commentary on state response to the Model Penal Code of 1962 based on an

analysis of the legislative trends in this area.

- A continuation of analysis of the data generated by the Prosecutor's Management Information System in the District of Columbia, on the performance of prosecutors and the courts—specifically, prosecution performance, police operations from the court's perspective, judicial decisionmaking, patterns of criminal and community behavior, plea bargaining, and court delay.
- The testing of the impact of the omnibus hearings on the quality of justice and on the economical use of resources in state trial courts. Data collected before and after the omnibus procedure is instituted in two city courts will be compared to evaluate three assumptions: (1) using omnibus to process cases will save time, paperwork, and money; (2) using omnibus will shorten the time lapse from initial filing to disposition; and (3) using omnibus will encourage the defense counsel and prosecutor to acquire and exchange more information about the case earlier in the adjudication process.

Corrections

The Institute's corrections research program reflects both applied and theoretical approaches in which projects are funded to address the concerns of academic researchers as well as administrators and practitioners and to investigate both established and novel approaches to correctional treatment and management.

Several major corrections projects were completed during fiscal year 1976. Among them was a study of "Local Jails and Drug Treatment," which provides the first comprehensive profile of the availability and scope of specialized treatment services for jail inmates with drug problems.

As the point of initial intake in the criminal justice system, jails have a great capacity for detecting drug abusers and for initiating detoxification treatment. The researchers recommended that jails be able to identify inmate treatment needs and that they be prepared to provide short-term crisis intervention and comprehensive referral to community treatment services.

Another recently completed project was the "Economic and Cost Analysis of Correctional Standards of the National Advisory Commission on Criminal Justice Standards and Goals." Several volumes are being published in which the Commission's 159 standards for corrections are condensed to six general topic areas. The reports on halfway houses, pretrial diversion, institutions and parole, and alternatives to arrest are now available. Reports on pretrial programs, probation, restitution, and community programs are scheduled for future publication. Each volume contains an analysis of costs involved in implementing these standards as well as cost guidelines and cost estimation techniques to assist states and local jurisdictions assess the costs of their own ongoing or contemplated activities.

The cost analysis of halfway houses, for example, reveals that it costs less per person to operate a model halfway house than it does to operate the average jail even though a halfway house offers a wide range of services not available in most jails.

In addition, the report recommends sample budgets for four types of halfway houses, ranging from one that uses volunteers extensively to one that provides comprehensive in-house services through paid professionals. The proposed average daily budget of \$18.22 per offender would finance a house offering the basic recommended services plus community referrals and would pay the salaries of five full-time professionals plus such costs as rent, food, and utilities.

A third project completed during fiscal year 1976 was designed to promote rationality and objectivity in parole decisionmaking. The goal was parole guidelines for selected state authorities similar to those developed for the Federal Parole Board in a previous Institute-sponsored study. The result was consistent and standardized criteria as well as guidelines to aid parole boards in considering those factors most important to release decisions. Seven participating states are receiving technical assistance to implement the model guidelines and to evaluate their impact on parole decisions.

The Institute also funded a project to develop resource materials and a data base on types of correctional programs available to women offenders in 14 selected states. The final report provides the first profile of women offenders in several states, of state and local institutions that house

them, and of the types of treatment programs available.

Although the results tend to vary, ethnic minorities are disproportionately represented among female inmates. Many of these women are under 30 years old and had received welfare. On the other hand, nearly half had prior vocational training, and almost all had worked at some time.

During fiscal year 1976 the Corrections Division allocated \$1.6 million to fund the following programs:

- An update of a 1970 survey of criminal justice evaluation studies dating from 1945 to 1967. The author's original finding that prison rehabilitation programs are largely ineffective contributed to a national debate challenging the effectiveness of rehabilitation and the basic assumptions underlying correctional practices. The current effort enlarges upon the earlier study in attempting to answer the question of what works for whom and under what conditions. The researchers will draw upon recent advances in information retrieval and classification technology to analyze more than 4,000 documents.
- An inquiry into the potential impact of abolishing parole and indeterminate sentences. Changes in sentencing and correctional practices that would be required to implement various alternative strategies will be explored. The final report will provide a thorough analysis of the dynamics underlying parole in its present form and will suggest what modifications in the parole process may be required if parole is retained and what variations in other parts of the system may be required if parole is abolished.
- A compilation of a uniform corrections code to provide a model statutory framework for correctional agencies and programs from point of sentencing until final release. The finished document should assist state legislators in developing and enacting corrections laws that are up-to-date and acceptable to the courts.
- A national evaluation of restitution programs. In collaboration with the LEAA initiative on restitution, the Corrections Division has funded a comprehensive 24-

month evaluation of the restitution programs funded by LEAA's Office of Regional Operations. The programs will be implemented at various points in the criminal justice process in several jurisdictions across the country. The principal research question is under what conditions is restitution an effective tool for dealing with offenders.

- A determination of the impact of fundamental changes in the law and implications for the future. The purpose of this grant is to establish a solid data base to investigate several issues arising from Maine's recently enacted criminal code. The issues include sentencing practices, split sentencing, innovative sentence reduction procedures, the use of executive commutations and pardons, the use of work release, placement in community corrections facilities, population and personnel shifts in correctional facilities, institutional programing, and the use of restitution.
- An assessment of the critical issues in adult probation services. The purpose of this grant is to develop a comprehensive body of knowledge about adult probation, to compile and assess all significant evaluative studies that have been conducted on probation services, and to identify significant gaps in the research.

Community Crime Prevention

During fiscal year 1976 the Community Crime Prevention Division emphasized programs in crime prevention through environmental design, citizen involvement in crime prevention activities, and efforts to improve the criminal justice system's response to crimes that have a significant impact on the community.

The division is supporting a number of environmental design programs that integrate crime prevention strategies involving physical and urban design, community organization, and criminal justice practices. The programs are being demonstrated in a commercial setting in Portland, Oregon; in a school setting in Broward County, Florida; and in a residential environment in Minneapolis, Minnesota; and as a neighborhood crime control project in Hartford, Connecticut. Based on the experience of these research and demonstra-

tion efforts, guidelines and manuals will be compiled to assist communities in planning, implementing, and evaluating comprehensive approaches to crime prevention. The publications will be useful to city planners, urban designers, law enforcement personnel, and public and private community organizations interested in problems of crime prevention.

The division recently published a manual on "Design Guidelines for Creating Defensible Space" that demonstrates how building and site designs can improve security in various kinds of housing developments. Building on earlier Institute research on crime prevention in federally-supported housing projects, this study suggests that what was once considered an ideal residential plan—mixing all age groups in a single housing area—should be discontinued because it contributes to crime. The study cited findings that showed that the elderly are victimized at a far greater rate when they lived in buildings where there were one-parent families with teenage children than in any other type housing area. It also noted significant differences between crime rates in three-story walk-ups and those in high-rise buildings housing low-income and moderate-income families. However, the study showed that high-rise buildings are safe and desirable when occupied either by elderly residents or by working single persons and couples.

The division is also concerned with citizen and community activities that impede crime and promote a secure environment. Recent studies have addressed the development, implementation, and evaluation of several such programs. As part of its National Evaluation Program, the Institute is publishing final reports on Operation Identification, citizen crime reporting, citizen patrols, and citizen participation in premise security surveys.

A number of crime prevention programs have been found to be quite effective. They include citizen patrols of buildings and radio watch programs, using cabs and trucks with two-way CB radios to look out for and report crime. In addition, participation in programs to reduce theft, such as Operation Identification and premise security surveys, can reduce burglary rates among those persons who take part.

Institute research has highlighted the importance of a neighborhood approach to crime prevention, with a comprehensive focus on a combination of strategies that support and reinforce each other. Citywide campaigns may dissipate efforts

and often cannot address the varying problems in particular neighborhoods.

Another recent project focused on improving methods of dealing with forcible rape cases. As a prelude to devising specific improvements, researchers conducted national surveys of police and prosecutors to examine policies and problems in handling these cases. Further research will explore specific issues and develop procedural manuals, special materials for crime victims, and guidelines for police and prosecutors concerning the investigation and prosecution of rape offenses.

"The Design of Anti-Fencing Strategies" is a comprehensive analysis of the criminal trafficking in stolen goods in a major metropolitan area. Marketing theory and techniques were used to collect information about fences, to classify different types of fences based on their operating characteristics, and to design operational strategies that will make fencing systems more vulnerable to detection, prosecution, and conviction.

The division is also studying the structure and operations of gambling and loan sharking operations, concentrating especially on criminal justice policies and practices used to deal with these activities and the impact of relevant legislative changes on these operations in metropolitan settings.

Priority research also will study white-collar crime with an emphasis on consumer fraud. The purpose is to examine the impact of various types of consumer fraud and to identify the most promising counter strategies. The research is directed at reducing the frequency and impact of consumer fraud and increasing the effectiveness of citizens in dealing with these types of crimes.

Advanced Technology Division

Slightly more than half of the Advanced Technology Division's budget was allocated to the development of equipment, techniques, and systems to support law enforcement and criminal justice operations; one-fourth to evaluation of standards and equipment; and the remainder to special equipment projects and the forensic sciences.

The major accomplishments of the past fiscal year have been in body armor, bloodstain analysis, and gunshot residue.

Some 4,500 garments made of Institute-developed synthetic cloth body armor are being field-tested in 15 cities to determine comfort, styles, durability, and psychological effects. Rigorous testing at the U.S. Army Land Warfare

Laboratory found that the cloth can protect against 80 to 85 percent of the available handguns. Further testing showed it is also effective in absorbing blunt trauma—the crushing effect of a bullet on human tissue.

In Seattle and Richmond the body armor has been credited with saving the lives of two police officers.

Institute-sponsored research projects discovered several new techniques for analyzing bloodstain evidence. When these methods are perfected analysts will be able to determine sex and race from a single bloodstain as well as the presence of certain drugs.

Another technological breakthrough will be valuable in connecting suspects with weapons and in distinguishing between homicides and self-inflicted wounds. Previous methods of detecting gunshot residue were inconclusive because metal particles on a suspect's hands could also have come from environmental sources. Institute research developed a method using a scanning electron microscope to isolate gunshot residue particles not present in the environment. Police investigators will now be able to identify the kind of gun and ammunition used in a given incident. The new method can also detect gunshot residue on hands hours after the gun has been fired.

Projects funded by the Advanced Technology Division during fiscal year 1976 included:

- Establishing an equipment and technology center for state and local law enforcement agencies. An advisory committee will serve as a consumer's forum in defining police equipment requirements, identifying problems related to equipment malfunction and failure, and coordinating testing and evaluation procedures. The project will establish a law enforcement equipment information center as a national information clearinghouse on law enforcement products and equipment.
- Upgrading state personal identity systems, specifically vehicle operator's permits and birth certificates. The investigators will define the characteristics of these documents that promote their legitimate use and that discourage fraudulent use.
- Evaluating a visual communications system that links criminal justice agencies in Phoenix, Arizona.

- Evaluating the performance of the prototype police patrol car system developed with Institute support.
- Testing the proficiency of criminalistics laboratories to identify and recommend improvements in their analytic capabilities.
- Assisting in the deliberation, research structuring, and field-testing efforts of eight forensic science certification and accreditation planning committees.
- Continuing research on bloodstain evidence.

Special Programs

The Institute's Special Programs Division apportioned its budget among three major research programs:

National Evaluation Program. The National Evaluation Program assesses the costs, benefits, and limitations of selected criminal justice programs. Each study focuses on a specific topic area of ongoing programs throughout the country, such as neighborhood team policing, Operation Identification, and youth services bureaus.

The first step identifies key issues, what is known in the field, and designs a more intensive evaluation for both local and national levels. The next step studies the utility and effectiveness of the selected program in different situations. A primary goal is a standardized evaluation procedure that practitioners can use in assessing various criminal justice programs.

Seventeen Phase I studies were completed during fiscal year 1976. Among them was an evaluation of Treatment Alternatives to Street Crimes (TASC), a rehabilitation program for narcotics offenders. The researchers found that only eight percent of TASC clients are rearrested while in the program. This finding is significant in view of their background, as they are typically heroin addicts with lengthy criminal records and a pending felony charge. However, the researchers note that no followup studies have been done on addicts after they left the program. Another encouraging finding was that 55 percent of the clients are receiving their first treatment for drug abuse, indicating that the program is reaching many drug abusers who otherwise may never have sought treatment.

Other national evaluation programs funded during fiscal year 1976 include assessments of

halfway houses for adult offenders, court information systems, furloughs for prisoners, intensive special probation, employment services for releasees, street lighting, the security of urban mass transit systems, and institutional education programs for inmates. Projects still under consideration at the end of the fiscal year included evaluations of police juveniles units and coeducational correctional institutions.

Evaluations completed during the fiscal year included Operation Identification projects, pretrial screening projects, specialized patrol operations, early warning robbery reduction projects, citizen crime reporting programs, pretrial release programs, prevention of juvenile delinquency, alternatives to juvenile incarceration, juvenile diversion, traditional preventive patrol, youth services bureaus, team policing projects, citizen patrol projects, detention of juveniles and alternatives to its use, and security surveys.

In addition, \$1 million was budgeted to begin Phase II work on treatment alternatives to street crime and pretrial release programs.

Visiting Fellowship Program. The Visiting Fellowship Program supports a community of criminal justice scholars at the National Institute offices in Washington, D.C. Fellowship recipients work on projects of their own design for periods of three months to two years. The emphasis is on creative, independent research on major issues concerning crime prevention and control and the administration of justice.

Visiting Fellowship projects during fiscal year 1976 included a study of the trial judge's role in plea bargaining, an examination of various strategies for change in police administration, a history of organized crime from 1920 to 1945, an analysis of citizen attitudes and perceptions of crime and the criminal justice system, and an analysis of current proposals and standards for consolidating or unifying criminal justice agencies.

Research Agreements Program. The Research Agreements Program was designed as an experiment in providing long term support to research organizations for studies in broad criminal justice areas. The initial grant is for two years with continuations based on performance. Each grant supports a series of interrelated projects in a single area.

The program was launched late in fiscal year 1975 with four research agreements: habitual criminal offenders (The Rand Corporation), community-based perceptions of and reactions to

crime (Northwestern University), econometric analysis of crime problems (Hoover Institution on War, Revolution and Peace), and white-collar crime (Yale University). During fiscal year 1976 each of these groups developed research agendas, surveyed available literature in their respective topics, identified several individual studies to initiate their research, and began collecting and analyzing data.

Office of Technology Transfer

The Office of Technology Transfer distills research, transforms the theoretical into the practical, and identifies programs with measurable records of success that deserve widespread application. Through publications, training workshops, field tests, and information dissemination programs, the office serves users across a broad range of criminal justice interests. During fiscal year 1976, \$7.3 million was allocated to continue this comprehensive program.

Model Program Development

The Office of Technology Transfer identifies and publicizes outstanding criminal justice practices that have already demonstrated their effectiveness in the field through three programs: exemplary projects, prescriptive packages, and monographs.

The Exemplary Projects program is a systematic nationwide method of identifying, verifying, and publicizing the most effective criminal justice programs. To be eligible for consideration as an exemplary project, a specific program must demonstrate:

- Goal Achievement: overall effectiveness in the reduction of crime or an improvement in the operations and quality of the justice system.
- Replicability: adaptability to other jurisdictions.
- Measurability: formal evaluation data or other conclusive evidence of project achievement (minimum of one year's results).
- Efficiency: demonstrated cost effectiveness.
- Accessibility: willingness of project staff to provide information to other communities.

The program may be submitted by state, local, or private agencies and need not be LEAA-funded.

The Office of Technology Transfer reviews the submissions and refers the most promising efforts to a private contractor for an objective analysis of the project's achievements and onsite assessment of program operation. The contractors' reports are submitted twice a year to an 11-member review board representing state criminal justice planning agencies as well as LEAA central and regional offices.

Brochures and instructional manuals are prepared on each exemplary project. Brochures summarize the project, highlighting results and particularly innovative aspects of the program. Manuals describe in detail operating methods, budget, staffing, training requirements, potential problem areas, and measures of effectiveness. Evaluative methods are especially emphasized so that other jurisdictions can gauge their own success in implementing various elements of the exemplary project.

During fiscal year 1976, 88 programs were submitted to the Model Program Development Division for consideration as exemplary projects. Of these, seven were named exemplary:

- Community-based Adolescent Diversion, Champaign-Urbana, Illinois. Undergraduate psychology students from the University of Illinois, supervised by experienced psychologists, work with youngsters who would normally have been arrested and processed through juvenile court. Program participants had significantly fewer police contacts and court petitions filed than did a control group.
- Ward Grievance Procedure, California Youth Authority. An easy-to-use method for handling inmate grievances successfully resolved 85 percent of its cases in a recent 19-month period.
- Police Legal Liaison Division, Dallas. Police and prosecutors work closely together to ensure high-quality case preparation. The project has helped to reduce the number of cases dismissed due to police error.
- Parole Officer Aide Program, Ohio Adult Parole Authority. This program taps a reservoir of unused talent, the ex-offender, to help parolees. Working under the supervision of a senior parole officer, the aides handle caseloads and develop job opportunities for parolees.

- Major Offense Bureau, Bronx, New York. A specialized unit of assistant district attorneys uses an objective screening procedure to select serious and repeat offenders most suitable for speedy prosecution. During two years of operation the Bureau has achieved a 92 percent conviction rate while shortening the time span between arrest and trial from 400 to 90 days.
- Rape-Sexual Assault Care Center, Des Moines, Iowa. A 24-hour telephone and personal contact service works closely with community agencies to assist both rape victims and prosecutors. The project has achieved a 37 percent increase in rape convictions and a 31 percent decrease in the number of victims who fail to report or pursue rape cases.
- Creighton University Legal Information Center, Omaha, Nebraska. A central library facility, staffed by law students, performs legal research services for judges, prosecutors, defense counsel, and police in rural areas where legal documents are difficult to obtain.

In contrast to Exemplary Projects, which focus on one individual program, prescriptive packages are a composite of many effective practices in a single area of criminal justice.

Institute researchers review the latest studies in the subject area, extract the most promising techniques, visit communities where these techniques are in practice, and compile their findings into a single handbook—the prescriptive package.

Topics for study are selected to fill the expressed need of an operating agency, to fill gaps where information is lacking or inadequate, and to document a variety of innovative approaches to common problems.

Twenty Prescriptive Packages have been published, and an additional 22 are being developed. In addition to individual topics, during fiscal year 1975 the division began funding a prescriptive package series which consists of several related handbooks covering various aspects of a complex issue.

Series topics funded during fiscal year 1976 were Police Management—Management by Objectives in Policing and Police Record Systems, Police Patrol—Specialized Patrol and Traditional Patrol, and Non-Institutional Corrections—Pre-Sentence Reports and Special Programs in Probation

and Parole. Individual topics funded were the prosecutor's charging decision and halfway houses, both of which are followups to National Evaluation Program reports on these subjects, as well as the consolidation of small law enforcement agencies, security techniques for small businesses, police juvenile diversion models, school vandalism, structuring a defense system, court unification, and productivity improvement in the courts.

Prescriptive packages published and distributed during fiscal year 1976 included:

- *Rape and Its Victims.*
- *Police Robbery Control Manual.*
- *Police Burglary Control Programs.*
- *Managing Criminal Investigations.*
- *Offender and Ex-Offender Job Training and Placement.*
- *Management by Objectives—A Corrections Perspective.*
- *Grievance Mechanisms in Correctional Institutions.*
- *Health Care in Correctional Institutions.*
- *Multi-Agency Narcotics Unit Manual.*

The third technique of information dissemination, the monograph series, documents good programs that did not meet the stringent criteria for designation as exemplary projects, or highlights common issues and problems raised by studies of several similar programs. Monographs published this year include Courts Planning and Research: The Los Angeles Experience and The Dilemma of Diversion.

Training and Testing

The Training and Testing Division uses three approaches to encourage and facilitate the adoption of innovative and successful criminal justice programs or management practices by state and local agencies, to wit, the executive training program in advanced criminal justice practices, the demonstration-test program, and the new HOST program.

Program specialists from the LEAA regional offices and state planning agencies work with Institute staff to select model programs suitable for delivery in a seminar format. Packages containing handbooks, brochures, role-playing designs, audio-visual materials, and other training aids are prepared for intensive regional workshops. To encourage involvement and interaction each workshop is limited to approximately 60 senior law

enforcement executives from the larger communities of the region.

To date approximately 3,500 criminal justice executives throughout the nation have attended the Institute's training workshops. A followup survey of participants in a recent workshop revealed that 30 percent reported full implementation of the program presented and 60 percent were incorporating material from the workshop into existing practices and new programs.

Institute-sponsored workshops in the past have focused on such topics as police-family crisis intervention, citizen dispute settlement, crime analysis units, neighborhood team policing, juvenile diversion, and community-based corrections.

During fiscal year 1976 training packages were developed in the following areas:

- Juror Utilization and Management—practices for reducing jury costs, improving juror attitudes, and encouraging more willing citizen participation.
- Managing Criminal Investigations—a strategy for the effective utilization of resources to assure a timely, high-quality evaluation of criminal investigations and to improve apprehension and conviction rates.
- Prison Grievance Mechanisms—principles for developing a successful grievance mechanism and guidelines for planning, training, administration, and evaluation.

The Demonstration-Test Program selects the most outstanding subjects from the training workshops for duplication in a few communities chosen jointly by the LEAA regional offices and state planning agencies. In some cases programs or practices developed through Institute-sponsored research are field-tested in several cities.

By demonstrating the benefits of selected programs around the country the Institute hopes to encourage other communities to adopt these improved practices. The demonstration and field test programs are subsequently evaluated to determine the degree of their effectiveness in a variety of operational environments, to further refine the concepts or practices, and to assess their transferability to other communities.

During fiscal year 1976 the Institute sponsored two demonstration test programs, managing criminal investigations and juror utilization and management. Previous demonstrations included replications of the Des Moines community correc-

tions program, full service neighborhood team policing, police-family crisis intervention, and improved lower court case handling.

The HOST program was launched as an experiment this year to provide for extended visits by qualified criminal justice executives at the sites of selected Institute programs. After being on-location and working directly with the model program as long as one month the visitors should be better able to transfer the various elements of the HOST program to their own communities.

Reference and Dissemination

The Reference and Dissemination Division houses the National Criminal Justice Reference Service, an international information resource that serves more than 40,000 registered users. The reference service data base is an automated collection of information covering the total range of knowledge in the field of criminal justice. The data base not only contains LEAA publications, grant reports, and research projects, it also carries books, journal articles, monographs, films, kits, and slides from a large assortment of government and non-government sources.

The National Criminal Justice Reference Service offers the following specialized reference and referral services to the criminal justice community:

- The selective notification of information, which is an automated service designed to keep registered users informed of developments in specific areas of interest. Users regularly receive abstract cards that describe literature pertaining to their individual fields.
- Individual searches of the National Criminal Justice Reference Service data base on any specific law enforcement or criminal justice topic. The user is then provided with abstracts and documents dealing with the selected topic.
- Loan Document Program. The National Criminal Justice Reference Service participates in interlibrary loan arrangements to procure difficult-to-obtain materials for short-term use upon request.
- The microfiche program makes all non-copyrighted documents in the data base available on four inch by six inch microfiches, which is a cost-effective mechanism for reproducing and disseminating printed materials.

- Annotated bibliographies are issued periodically by the National Criminal Justice Reference Service on timely subjects to appraise criminal justice and law enforcement personnel of the body of knowledge in that area. Some recent topics in this series include criminal justice evaluation, victim compensation, plea bargaining, terrorism, prosecutorial discretion, and recidivism.
- Public and academic packages are designed to answer special inquiries from interested citizens and students.

Office of Evaluation

The Office of Evaluation's primary functions are to evaluate specific programs and innovations, to develop improved evaluation methodologies, and to assist state agencies in developing their own evaluation capabilities.

Nearly three-fourths of the Office of Evaluation's \$5.1 million fiscal year 1976 budget was used to fund evaluations of specific programs—large-scale comprehensive evaluations of demonstration programs sponsored by the Institute's Office of Technology Transfer, evaluation studies of selected LEAA discretionary fund programs of particular interest, and research on the effectiveness of major criminal justice initiatives with potential national significance.

The Office of Technology Transfer demonstrations currently being evaluated by the Office of Evaluation in a number of cities are full-service neighborhood team policing, community-based correctional programs for adult offenders, and improved handling of cases in the lower courts.

Major discretionary fund program valuations include LEAA's career criminal program and the implementation of standards and goals for criminal justice agencies.

The Office of Evaluation is also sponsoring an independent evaluation of the St. Louis Police Department's automatic vehicle monitoring system, whose installation grew out of LEAA's Impact Cities Program. Automatic vehicle monitoring systems continually signal the location of patrol cars to the police dispatcher and are intended to improve deployment and response time and to reduce dispatching errors. Preliminary findings are not conclusive, but they indicate that patrol response time savings under the automated vehicle monitoring system are very small. The St. Louis

Police Department is now attempting to improve the entire dispatching process, and the evaluation will continue to measure whether additional savings in response time have an effect on the criminal apprehension rate.

In addition, the Office of Evaluation is evaluating the effectiveness of several promising innovations in criminal justice, especially changes in criminal law. During fiscal year 1976, the Office of Evaluation funded an evaluation of Massachusetts's recently-enacted gun law, which prohibits prosecutors from reducing charges and makes mandatory a one-year minimum sentence for those convicted of illegally carrying a firearm. This study will determine the effects of such restrictions on criminal justice practices and on the incidence of gun-related offenses and other crimes.

Another important legal initiative being evaluated by the Office of Evaluation is the New York drug law, which was passed in September 1973. Preliminary indications are that this statute, which mandates life sentences for persistent pushers, bars plea bargaining, and contains a number of other stiff penalties for lesser first offenders, has probably not had the anticipated effect on drug traffic. Fewer persons are now being convicted and sentenced for drug offenses than were prior to the law. Furthermore, although a special court system was set up to carry out the law, the speed with which drug cases are processed has not improved because of an overwhelming demand for jury trials. The evaluation of this law is continuing to measure changes in drug abuse and drug-related crime.

Another evaluation examined the impact which decriminalization of public drunkenness has had on the pickup and delivery of public inebriates to treatment facilities. The study found that even though police in decriminalized jurisdictions remain responsible for seeing to it that persons incapacitated by alcohol receive treatment, decriminalization may have seriously affected their motivation to do this. Attitudinal measures showed that police in decriminalized jurisdictions feel that drunkenness is a much less serious problem than do police in jurisdictions where drunkenness is still a crime. Not only are fewer inebriates being picked up in decriminalized jurisdictions, but there is also a much heavier proportion of skid-row inebriates than prior to decriminalization. Furthermore, these inebriates view delivery to a detoxification facility as at least as punitive,

if not more so, than a jail or drunk tank. In response to these findings a guide was produced that recommends a variety of intake procedures for inebriates under varying legal conditions.

Other fiscal year 1976 evaluations are analyzing the effects of eliminating plea bargaining in the Alaska courts and the functions of governmental regulatory policies in controlling heroin, alcohol, and handguns, as variables in influencing levels and patterns of crime.

Finally, the Office of Evaluation funded two projects to explore evaluative methods and techniques. One will attempt to refine statistical techniques so that changes resulting from program interventions may be distinguished from natural fluctuations in crime rates. The other will compare official crime rates to crimes reported by victims. The office also funded a contract with the National Academy of Science, establishing a panel to study in detail the methodological problems of research on the measurement of deterrence.

Office of Regional Operations

The Office of Regional Operations is composed of the LEAA's 10 regional offices and a headquarters component in Washington, D.C. It is responsible for program leadership and the coordination of program and policy implementation on a national basis.

The 10 regional offices exercise the major authority for the LEAA program through their responsibility to approve, award, monitor, evaluate, and terminate grants, subject to the policy direction and guidelines issued by the Law Enforcement Assistance Administration. For example, all Part B* (planning) funds and all block action funds as well as a large portion of the Agency's category grants are under the jurisdiction of the regional offices.

State and local governments have the primary responsibility for crime and juvenile delinquency control. Therefore, they are the major clients of the LEAA program. Regional offices are the first line of contact, after the state planning agencies (SPA's), in this federal delivery system. They are charged with encouraging and assisting state and local governments to develop and implement a comprehensive criminal justice planning process and to develop and implement programs and projects based on this process. The purpose is to make state and local criminal justice systems more effective.

LEAA is mandated by the Congress to administer two basic types of funds, planning (Part B) and action (Parts C and E). Of the funds that the Congress makes available to LEAA, a minimum of \$200,000 in Part B planning money is allocated to each state. This base amount is then adjusted upward according to the state's relative population. The funds support a state-level criminal justice planning agency under the state's chief executive. This planning body submits to the appropriate LEAA regional office a comprehensive annual criminal justice plan.

Planning grant applications are submitted by each state planning agency to the appropriate regional office as prescribed by the LEAA manual, "State Planning Agency Grants (M4100.1E)." The regional office staff reviews each application for

*The term "Part" refers to the part of the Crime Control Act that authorizes each type of grant.

substance and compliance with directives. It notes the deficiencies and asks the state planning agency to make any necessary revisions. Upon the receipt of an acceptable planning grant application the LEAA Regional Administrator makes the planning grant award.

Action funds are of two basic types—block and discretionary. LEAA makes them available to state and local governments and, in some cases makes discretionary funds directly available to nonprofit organizations active in the criminal justice field. Block grants are awarded to state planning agencies on a population basis, enabling them to carry out programs and projects they have defined in their approved comprehensive plans to strengthen and to improve law enforcement and criminal justice in their state. Block grant funds represent 85 percent of the annual LEAA appropriation.

To receive block funds, each SPA submits to its LEAA regional office on an annual basis a comprehensive plan that has been developed by the SPA with local input and which addresses the needs, priorities, and action programs, as well as a description of the state criminal justice system. It also outlines past progress and the future direction of SPA efforts to assist in improving that system. The regional office staff reviews this plan to assure that it adequately addresses the needs of the criminal justice system according to guidelines set forth by the Crime Control Act (P.L. 93-83, as amended) and by LEAA in M4100.1E. If it does, the Regional Administrator approves the award of the state's block grant.

While the bulk of LEAA-administered funds are channeled to the criminal justice community through the block grant program, approximately 15 percent of LEAA's Part C and 50 percent of its Part E appropriations are administered through direct grants. These grants are for the purposes of researching, developing, testing, implementing, and evaluating innovative programs and techniques designed to reduce crime and delinquency and to help state and local governments attain the highest possible standards of management in crime control and prevention.

Whereas block grant funds are to advance programs consistent with state and local needs and

objectives, discretionary funds are provided primarily to advance and support national priorities and objectives, as described in LEAA's "Guide for Discretionary Grant Programs (M4500.1D)." These discretionary grants fall into one of two major categories: those that affect more than one region or have national impact and significance (Track I), and those that address a national priority but have an immediate impact on only one area or one LEAA regional office (Track II).

Track I, or national focus discretionary program grants, are submitted directly to LEAA's central office. There the Office of Regional Operations has responsibility for program development and national leadership in nine program areas: narcotics and drug abuse, police, organized crime, Indian affairs, courts, rehabilitation, standards and goals, citizens' initiatives, and career criminal.

A major area of emphasis in which all components of LEAA as well as SPA's and state and local governments are heavily involved is technical assistance. SPA's prepare annually a thorough assessment of state and local technical assistance problems, needs, and resources. The major purpose of LEAA's technical assistance delivery system at the national and regional level is to improve state and local technical assistance capabilities and to decentralize the identification needs and the delivery of technical assistance so that states and localities will develop and effectively use technical assistance resources.

To ensure that the administration and management of the LEAA block grant program is conducted in accordance with Congressional and LEAA mandates, an annual program of SPA monitoring is carried out by regional offices. This assessment is comprehensive in that all areas of the LEAA program are monitored. Based on this annual monitoring, recommendations are made and a technical assistance plan is developed to improve SPA organization, management, and the block grant delivery system.

Management

The management emphasis in all Office of Regional Operations supervision is on the monitoring process as well as in the supervision of the planning that goes into specific projects funded by LEAA.

The office takes part in each key area of agency planning: program development, management, and

evaluation policy making. This is handled by two groups. The Regional Policy and Analysis Staff deals primarily with issues concerning the delivery of overall evaluation and technical assistance policies, and the management of LEAA's regional offices. The Program Evaluation and Monitoring Staff coordinates the monitoring and evaluation of the Office of Regional Operations' five major discretionary program areas.

During fiscal year 1976, the office was involved heavily in the deliberations of LEAA's Evaluation Policy Working Group, which reaffirmed and recommended evaluation goals and programs. Three evaluation programs were defined, and office roles in their implementation were spelled out. The knowledge program would develop information on the effectiveness of criminal justice programs and practices. The management program would facilitate the use of evaluation information by LEAA program managers. The development program would encourage criminal justice agencies to develop and to utilize evaluation capabilities.

The working group recommended a consolidation and transfer of the development program to the Office of Regional Operations after further design activities and resource adjustments were completed.

The office has put priority emphasis on developing a system for identifying the technical assistance needs of operational criminal justice agencies, on the identification of technical assistance resources, and on the coherent delivery of technical assistance to the states as their respective needs and capabilities require. LEAA's technical assistance policy has been strengthened, and assistance is now available to states to help them plan for technical assistance delivery. In addition, LEAA has enhanced its own capability to review, interpret, and act on state technical assistance plans. The Office of Regional Operations participated in this technical assistance policy and program development, provided assistance to regional offices in their efforts to upgrade state technical assistance capabilities, and reviewed and analyzed regional office reports of region-wide technical assistance needs, resources, and capabilities. These activities represent a major step in helping states implement Section 303(a)(10) of the Act, which requires states to "demonstrate a willingness to provide technical assistance and services for programs and projects contemplated. . . by units of local government or combinations of such units."

Accelerated and concentrated attention given to the revision and publication of LEAA's major block grant guidelines resulted in a substantial qualitative improvement. This, in turn, brought a closer relationship between the availability of fiscal year funds and comprehensive plan submission and approval. Major changes were made to the fiscal year 1977 guidelines, which emphasized crime and criminal justice system performance analyses.

Revisions and refinements also were undertaken on the fiscal year 1978 guidelines, so that guidelines for the coming fiscal year are available early enough to permit states to develop and submit comprehensive plans for funding by the start of the fiscal year. The office also began work to permit plans judged to be high quality to serve as multiyear submissions, obviating the need for complete annual document resubmission. The office is the primary guideline interpreter for regional offices.

There is a need to determine state performance in response to LEAA's guidelines and to provide assistance where needed. The office has established a policy and standardized format for the regional office monitoring of state planning agencies. All SPA's were monitored programmatically and fiscally during the fiscal year. The office expects to prepare a summary and analysis of the findings of this first round of comprehensive SPA monitoring.

Much effort has been devoted to formalizing administration and management policies applicable to the Office of Regional Operations' field policies and providing LEAA headquarters with information about the progress of programs administered by the regions. The office undertook an analysis of regional office reviews of fiscal year 1976 planning grants with attention to certain select LEAA priority areas to assess overall state progress and the nature of reviews provided by regional offices. A similar study was completed on regional office review of select components of fiscal year 1976 comprehensive plans. The results of these studies are one source of information that the office uses to determine what instructions and revisions are necessary in its yearly establishment of procedures and criteria for the review of planning grants and comprehensive plans.

The office has developed instructions in such areas as grant denials, monitoring procedures, the development of state profiles, and travel policies. State profiles represent an effort both to institu-

tionalize reporting requirements and to eliminate duplicative reporting. As a result of a structured format developed by the office, state profiles from 55 jurisdictions are available that permit comparisons of activities in one jurisdiction with those in another. Information in the profiles has been used by program managers for program development and to develop Office of Regional Operations policy papers in such areas as technical assistance, assumption of costs, and courts programming.

Operations

The Office of Regional Operations, through its divisions and desks at Washington headquarters and through the regional offices, plays a double role in the law enforcement and criminal justice program. It initiates and administers projects when the need for one is perceived, particularly those affecting more than one area. And it processes and monitors those sent in from states and localities through the regional office.

Moreover, the regional offices become involved in monitoring the Track II programs of other LEAA offices. This is because regional offices take part in coordinating virtually all LEAA activities that have an impact in their respective regions.

The problems of crime and its prevention, justice and operation of the courts, and corrections and rehabilitation are all interrelated. Changes in any one segment affect the others. A sudden, vigorous anticrime effort in one area may overburden the courts. This could lead to jailing defendants who should be rehabilitated or to a disregard for defendant legal rights or even the freeing of those who should be removed from the possibility of committing additional and perhaps more serious crimes.

A sudden deluge of prisoners resulting from either increased anticrime or court activity could inundate correctional facilities. Rehabilitation facilities would be swamped with persons for whom rehabilitation has not been carefully considered—and for whom facilities are not available. Their unprepared or unrehabilitated premature release could have an additional unfavorable impact on the surrounding community.

These potential events are all part of the same problem, and one of LEAA's foremost accomplishments to date has been to encourage this system-wide thinking on the part of local authorities,

encouraging them to more carefully consider the ramifications of any actions in the crime and justice field.

The regional offices are, through their monitoring efforts, in a unique position to see the effects of actions in one locality on the system as a whole. For example, it may not be of particular concern to one community staging a vigorous "safe streets" program what its effects will be on a corrections system beyond its jurisdiction. The regional offices through their necessarily broader overview can see the implications and, in many cases, assist the other jurisdictions in preparing for expanded loads.

In addition, because the regional offices are in a position to monitor both projects initiated within states and localities and those initiated by the Office of Regional Operations or other LEAA components, they can see where and how one may apply to another. This reduces overlap and duplication. It also helps insure that the accomplishments or information from a project limited in geographic or subject matter scope are shared with other jurisdictions or areas in which the results or information may have relevance. This is no small accomplishment. What it means in practice, for example, is that one entity that has a crime or criminal justice problem—but not yet one of a scale that demands a heavy investment of local resources compared to other demands on these resources—may acquire and profit from knowledge obtained and validated elsewhere.

Moreover, regional offices are in a position to take into account local differences in law enforcement and criminal justice problems. An agricultural community has a different set of problems than a highly-industrialized, factory-oriented town. An affluent suburb of homogeneous population has a different set of priorities than does a city, regardless of size, with large minority populations. These differences must be recognized and assessed when allocating resources and in detecting, evaluating, and disseminating the results of this resource allocation.

The office activities during the year break down into three broad functional categories and into a series of other classifications that have an impact on the three. The three major functional groupings are enforcement, adjudication, and rehabilitation. Each region has reported significant progress in continuing programs in each area. Some of these reports, a sample, are summarized below.

Enforcement

Enforcement deals with all aspects of crime up to and including the time a suspect is in custody. It can include what might be called noncrime, in the sense of prevention or deterrence.

On the national level, the Office of Regional Operations' Police Desk moved to address the problem of rural law enforcement assistance, which involves 54 million Americans. Of these, 25 million live in scattered, unincorporated communities without local police agencies served by 1,700 outside law enforcement agencies. Another 15 million live in small towns and cities served by approximately 3,600 agencies. During 1974 major crime increased in the nation's urban areas by 15 percent but in rural areas by 20 percent. The national program helps rural areas develop professional yet economical operations in contiguous districts with grants of up to \$50,000 and provision of LEAA technical assistance teams.

Special programs were started to train police officers to provide more effective security for the 31 million Americans over 60 years of age. The elderly are particularly vulnerable to street or home attack. Working with outside organizations, the Office of Regional Operations has embarked on a project to write police manuals on the special needs of the elderly and to introduce courses on the subject into police training academies.

In a series of related programs, the office's Enforcement Division worked with other federal law enforcement agencies to train state and local officers in a variety of anti-terrorist activities, including methods of countering the abduction of hostages to enforce political demands, a potentially dangerous future development in American crime.

These nationally oriented programs are complemented by LEAA's regional office programs. The following projects are administered through the regional offices in conformance with Agency program thrusts and guidelines.

Region I (Boston)

Hartford, Connecticut, used LEAA funds to help establish team policing districts and to operate a Full Service Neighborhood Team Policing system. Under this system each district is assigned specific officers, including specialists in those crimes that are normally processed at police

headquarters. The project was successful in almost every respect, and other New England departments have contacted Hartford to learn more about it.

Massachusetts' success with its Division Investigative Unit was lauded by the Drug Enforcement Administration. The unit received money to operate as a statewide multi-jurisdictional group with the specific purpose of investigating, apprehending, and prosecuting doctors, nurses, pharmacists, and others who illegally divert controlled substances from legitimate channels into the illegal drug market.

Region II (New York)

A significant New Jersey program funded through LEAA was the successful development of an alternate patrol method for public housing projects in Jersey City. These densely populated units have experienced high crime and vandalism rates. In the program more than 50,000 residents were given their own security forces responsible for patrolling the public housing units in cooperation with and under the supervision of local police. The program reduced the opportunity for crime and vandalism, created a better feeling of security among residents, and improved police-community relations.

Rochester, New York, used a discretionary grant to establish a Victim Assistance Center to provide coordinated services to victims and witnesses to increase the number of witnesses and victims who will assist in prosecuting cases.

Camden, New Jersey, received grants for communications equipment. It automated the searching of information files, thus giving policemen on the street virtually instant responses to information requests.

Newark police reported an overall 23 percent reduction in offenses in its highest crime sector, in which LEAA had provided funding for a team policing operation. Detectives assigned to the 50-member team reported a 52 percent crime clearance rate—nearly double that of the rest of the department's detectives.

The New Jersey Department of Law and Public Safety, through the Division of Criminal Justice, established an LEAA-funded Official Corruption Control Bureau on a statewide basis. Using a team approach that included attorneys, accountants, and investigators, the Bureau undertook several significant investigations.

The New York City Department of Investigation received an LEAA grant to establish an anti-corruption unit to develop ways to lessen the opportunities for committing corrupt acts in municipal government agencies.

The Joint Strike Force for the Eastern District of New York combined federal, state, and local law enforcement officers to direct efforts against organized crime. It developed an effective new concept of concentrating on a particular industry already infiltrated by organized crime by opening a business that organized crime figures then attempt to penetrate.

The New Jersey State Police received a discretionary grant to provide basic training in analytical skills to members of formally organized crime intelligence activities. It will also train qualified law enforcement personnel from other states in the region.

A discretionary grant funded a Unified Intelligence Division, composed of New York State troopers, New York City police officers, and Drug Enforcement Administration agents, who were taught how to identify major drug distribution networks affecting New York City and to provide intelligence on drug operations. Part of the overall grant increased sums available for confidential payments made to penetrate higher levels of narcotic traffickers.

Puerto Rico reduced target crimes by 12 percent in San Juan's high crime districts through an impact program that used block funds to develop crime prevention strategies in selected areas. The rest of San Juan experienced a 30 percent increase in crime during the same period. The target crimes were robberies, auto thefts, and burglaries. They were attacked by augmenting police patrol resources, improving street lighting, and developing a prevention and orientation program for area residents.

Region III (Philadelphia)

Most states in the region made improvements in their law enforcement systems. The Planning and Research Unit of the Hagerstown, Maryland, Police Department analyzed the department's structure and functional components. Changes increased the department's structure and functional components. Changes increased the department's performance efficiency and made long-neglected police planning a number one priority.

In Montgomery County, Maryland, the Police Department's Crime Prevention Section cut burglaries in a target area by 25.8 percent through improved patrol methods and better public information efforts. Rockville, Maryland, started a Law Enforcement Intern Program that contributed 2,800 man-hours to the force while saving 1,000 hours of uniformed officer time and \$5,200 in salary costs. The program also contributed one graduate to the full-time force.

In Pennsylvania, the Northern York County Regional Police Department consolidated six municipal police agencies into a 17-man force providing round-the-clock coverage for 23,000 citizens. Arrests increased 40 percent. In Chester, the Police Tactical Unit concentrated on crime prevention, crimes in progress, and apprehension of criminals, which doubled the arrest rates recorded during the years before the unit existed.

Virginia Beach, Virginia, reported its High Incidence Target Project reduced residential burglary by 19.7 percent and commercial burglaries by 18.1 percent, while other similar crime indexes in the area increased by 17 percent during the same period.

Evidence connected with 24,760 crimes was handled by the Bureau of Forensic Science of the Division of Consolidated Laboratory Services in Virginia, which now provides law enforcement agencies with 32 types of 24-hour forensic services.

In West Virginia, 660 local police officers completed LEAA-funded 10-week training courses. In addition, 266 officers began participating in an incentive pay program adopted by 10 municipal police departments and sponsored by LEAA.

In Baltimore, a project to use civilian volunteers for support functions freed 44 sworn officers for patrol duty. LEAA funds also supported an additional 64 foot-patrolmen in Baltimore. During these two projects, city-wide crime decreased 2.4 percent and target area crime 25 percent.

Montgomery County, Maryland, police investigated 305 cases of suspected organized crime activities and devoted 3,900 man-hours toward developing 878 files on suspects and case histories. Delaware also established an organized crime intelligence unit, and Virginia has two such projects under way, one associated with the State Police and one with the Attorney General's Office.

Region IV (Atlanta)

Alabama concentrated block grant funding on additional personnel, sophisticated equipment needs, including communications, training, and crime laboratory services. Grants to support basic training programs in the state's four regional police academies provided training for 700 to 800 officers. Advanced training was also partially funded with block grant money. Alabama devoted substantial resources to planning and developing a sophisticated crime laboratory services delivery system that includes five regional and five satellite laboratories. Laboratory services are now available within 50 miles of 96 percent of the state's law enforcement agencies.

Florida used block grant funding to upgrade law enforcement capabilities in recruiting, mutual aid, forensic services, training, crime prevention, and combating organized crime. The Public Service Aide program, targeted at college students and minority groups, seeks to create a source of well-educated law enforcement trainees. Cadet programs, also using block funds, are aimed at filling nonenforcement service tasks to free sworn officers for more important duties.

Florida also used \$1.1 million to expand, equip, and maintain a headquarters laboratory and a regional laboratory to serve 80 law enforcement agencies covering 20 counties.

Florida civil disorder programs trained and equipped a mutual aid unit available to 119 agencies in 25 counties. Thirty-nine training programs throughout the state were funded through approximately \$1,750,000 in block grant awards. Twenty discretionary grants totaling \$1,313,000 covered expenses ranging from legal advisors to feasibility studies on use of aircraft in police work.

In Georgia block grants furnished personnel to enable at least 36 agencies to have 24-hour police service, created 39 specialized units to reduce crimes against property or violent crime, and supported 14 crime prevention and community relations units.

Kentucky programs included five major consolidation projects, including one merging law enforcement activities in Fayette County and the City of Lexington to provide increased service at a lower operating cost. Funding also was provided to expand central crime laboratory services, to help deal with a steep rise in requests for assistance from local agencies, and to establish 22 evi-

ence collection units of trained technicians capable of recognizing and collecting evidence for processing by medical examiner or crime laboratory facilities.

North Carolina, South Carolina, and Tennessee emphasized improving enforcement personnel capabilities and the acquisition of radio communications and other specialized equipment. North Carolina put resources into specialized investigative units and reported that both arrests and crime clearance rates increased.

Region V (Chicago)

In the six states of Region V, block grants followed a pattern in which training projects, communications projects, crime laboratories, community relations units, and crime prevention units dominated. They have accounted for 111 of a total of 223 state block grant projects in 17 specialized fields since 1973.

Illinois, Michigan, and Minnesota emphasized crime prevention programs. Michigan was especially active in creating crime prevention units, each composed of three sub-units, in the cities of Lansing, Warren, and Ypsilanti and for the Genesee County Sheriff's Department and a multi-agency unit in Berrien County.

Cleveland Heights, Ohio, refined LEAA's 168-hour graph for charting general police workload demand into a 168-hour clock, in operation in the communications center, to predict weekly workload increases and decreases to permit a better deployment of police according to peak needs. The city reported a substantial crime reduction.

Region VI (Dallas)

Fort Smith, Arkansas, created a Special Investigative Unit (burglary and robbery) on June 1, 1975. After it was established, burglaries and robberies dropped by 50 percent, attributed both to the unit's operations and the resulting publicity.

Crime prevention projects drew particular emphasis in Texas and in Norman, Oklahoma. In Texas 19 single-agency crime prevention units were funded. Through last February, 1,115 officers were trained in basic and advanced crime prevention techniques. In Norman two patrolmen were assigned full-time to a sergeant trained at the Crime Prevention School at the University of Louisville to help establish a Crime Prevention

Bureau. It provided citizen information on crime prevention and furnished inspections for homes and businesses to identify areas in which crime prevention improvements were needed.

Both Louisiana and Texas reported a continued emphasis on personnel training. In Louisiana approximately 1,000 criminal justice agency members received basic or specialized training during the past year. In Texas 14,838 law enforcement officers received lower-level training. Approximately 2,400 other Texas officers took part in specialized and technical training programs.

Little Rock, Arkansas, received a discretionary grant for a residential area foot patrol unit to reduce burglaries and improve police-citizen rapport. Good results were achieved. The unit is now supported by state and local funds.

Five rural Texas counties consolidated small town police agencies for increased efficiency and economy. One county improved its case clearance rate 15 percent. Other counties were able to make dispatch service available around-the-clock instead of from 8 a.m. to 5 p.m.

Eight local organized crime control units in Texas were able to focus on illegal gambling, drug trafficking, prostitution, business fraud, and other organized crime activity. They recovered more than \$751,000 in stolen property and seized 11,777 grams of heroin, 3,707 grams of cocaine, 496 grams of hashish, and 129 grams of LSD.

Louisiana funded two projects to upgrade forensic science services. The Northwest Criminalistics Laboratory was expanded and a satellite laboratory in West Monroe was incorporated into the system. The two LEAA-funded labs processed 2,546 cases, a nine percent workload increase compared to the previous year.

Arkansas reduced submission times for data incorporated in the state Uniform Crime Reporting system, to which 115 agencies report. When the state assumed responsibility for the program two years ago, about eight months was required before Uniform Crime Reporting data was available for state and local use. It is now available within 45 days, despite an almost three-fold increase in reporting agencies.

Region VII (Kansas City)

Iowa completed a new State Law Enforcement Training Academy, built with LEAA funds. The facility has classrooms, dormitory space for 120 trainees, kitchen and cafeteria space, exercise

rooms, and a modern firing range. The state also devoted considerable resources to implementing a state-wide telecommunications plan developed in 1973 and a number one law enforcement priority since then. The State Legislature responded to Iowa Crime Commission efforts for consolidated or contract law enforcement by passing a law that permits the establishment of a new policing district with taxing authority.

The efforts of a Rape and Sexual Assault Care Center in the Polk County, Iowa, Attorney's Office resulted in an increase in the rape conviction rate and has been designated an LEAA Exemplary Project.

With the help of a discretionary grant, the Iowa Bureau of Criminal Investigation established a Criminal Fraud Investigations Unit with the capability to investigate state-wide criminal frauds and conspiracies. Another discretionary grant enabled the Iowa Department of Public Safety to create a staff planning unit to coordinate and plan for all department bureaus.

Johnson County, Kansas, used a \$160,789 block grant to support a 13-member City-County Investigation Squad that concentrates on drug and narcotics-related crimes. In its first six months, the squad, composed of investigators from cooperating police departments, made 65 arrests, recovered \$83,000 in drugs, and confiscated nine automobiles and \$7,055 in cash.

A discretionary grant provided money to develop a regional crime prevention and law enforcement training program using two law enforcement specialists in a nine-county southeast Kansas region.

The Missouri Uniform Law Enforcement System computerized information service was expanded to approximately 300 terminals, permitting service to more than 300 police departments and approximately 115 sheriff's offices. The system now processes more than 800,000 inquiries a month and response time averages less than 10 seconds per inquiry.

The Kansas City, Missouri, Police Department used a March 1976 grant for a comprehensive police patrol design study. The experiment seeks to control specific crimes in a designated geographic area and to maintain a high degree of public satisfaction with police services. To this purpose the department developed a patrol concept to make more effective use of uncommitted patrol time in developing community crime prevention participation. The new effort follows an

earlier Kansas City police patrol experiment that raised questions about some long-standing traditional views of the patrol function—including the previously-held assumption that patrol response time directly affected apprehension.

Region VIII (Denver)

Pueblo, Colorado, began a Patrol Emphasis Project with discretionary funding. A preliminary evaluation indicates it has enhanced Pueblo police effectiveness.

Billings, Missoula, and Great Falls, Montana, received planning funds to develop crime reduction programs using the Denver Crime Attack Team model, which utilizes a group of policemen assigned to a specific crime category to intensify efforts against that crime.

Sixteen North Dakota counties were given funds to hire additional personnel for a Contract Policing Program. North Dakota rural areas lack resources to train and retain qualified law enforcement professionals.

Eleven South Dakota counties were also given support for contract policing under county-wide law enforcement projects. In addition, South Dakota developed a drug enforcement program to help cope with increasing drug usage.

Utah devoted approximately 25 percent of its crime control funds to projects designed to deter crime. The projects resulted in significant increases in the number of arrests for burglary, larceny, and other serious crimes. Other grants went to improve the investigation capabilities of local police departments and to establish a crime laboratory in Brigham City.

The Wyoming State Legislature authorized funds to continue a centralized Law Enforcement Academy first funded with LEAA money in 1973 but for which block grant funding had been exhausted. The problem of police training had been particularly acute in the state which has a relatively small number of law enforcement officers who are responsible for a large geographic area.

Region IX (San Francisco)

A special LEAA-funded crime reduction team and a mini-computer dispatch and data analysis system helped the North Las Vegas Police Department attain a 5.1 percent reduction in burglary despite unprecedented high unemployment

in the Las Vegas area, a social condition usually associated with rising burglary rates. Using a new technique developed in Los Angeles County, California, the team made 90 felony and 55 misdemeanor arrests during the first year. Conviction rates reached 75 percent in the first six months and 100 percent in the second half-year.

Sacramento, California, was helped to reorganize its police department. The project resulted in a leveling off of what had been a rising rate of forcible rape and homicide, a 13 percent decrease in reported crimes against persons, a 5.4 percent decline in reported aggravated assault, and a five percent decrease in vehicle theft. There were increases of just one percent in reported crimes against property and the seven major reported offenses despite larger nationwide increases in those categories.

LEAA support enabled the Arizona Department of Public Safety to begin operating the first solar-powered remote transportable radio repeater station. The unit provides continual and reliable communications, and it resulted in saving funds by eliminating the need to construct commercial power lines to the transmitter site. It also reduced site preparation costs and eliminated fuel energy costs.

Region X (Seattle)

Anchorage, Alaska, adopted a computerized criminal justice information system design originally developed under an LEAA grant for the Spokane, Washington, Sheriff's Office. The system gives Anchorage rapid information retrieval for various crime characteristics and descriptions. It can be linked to both the National Crime Information Center and to the Alaska Justice Information System.

Boise, Idaho, used a discretionary grant to convert police department records to microfilm, resulting in increased retrieval efficiency and savings in man-hours and space required for storing, processing, and distributing records information.

Multnomah County and Portland, Oregon, continued developing a joint city-county Law Enforcement Center, using both LEAA funds and \$350,000 in local matching money. The Multnomah County Sheriff's Office also undertook an innovative department-wide team policing effort.

Block funding enabled the consolidation or regionalization of police communications in four areas: Pierce County-Tacoma, Everett-Snohomish

County, Bellingham-San Juan County, and Spokane City-Spokane County. Technical assistance provided by the state planning agency also helped consolidate police departments in the cities of Hoquiam and Aberdeen.

A full-service crime laboratory system and a Bureau of Criminal Identification were established in Washington, previously one of only two states without a central repository for local fingerprints and arrest records. The full-service crime laboratories operated by the Washington State Patrol replaced small and inadequate laboratories that had provided service only to the four principal population centers of Washington.

Adjudication

Adjudication consists of three basic parts: the courts, prosecution, and defense.

In many cases, the outer limits of the adjudication process are blurred. Prosecutor's office investigators, for example, may help police officers investigate crimes even before suspects are in custody to see to it that cases are effectively presented in court. And at the other end of the process courts may retain jurisdiction of defendants after they have entered into court-supervised probation or rehabilitation procedures.

Adjudication has attracted attention in recent years for several reasons. One is the lengthy training periods required to develop professional prosecutors, defense attorneys, and trial judges. A second is that criminal caseloads have increased but not the ability to process the vital paperwork in each case.

Efficient planning for the use of court time and resources is one of the keys to the better practice of law. Drawing on experience from a successful LEAA-funded Alabama Court Master Plan and the conclusions of the Irving Report on court planning, LEAA began a major nationwide initiative to develop or augment independent planning capacity within individual state judicial systems.

The State Court Planning Capabilities Project of the National Center for State Courts serves as an integral component of LEAA's commitment to the development of independent court planning capability. Six state jurisdictions—Georgia, Maryland, Louisiana, Maine, North Dakota, and Oregon—have launched long-range planning efforts. Techniques and methods found useful by those

states will be assembled by the project staff and disseminated through technical assistance to other states embarking on court planning.

Twenty-one states requested and received LEAA technical assistance in planning endeavors. Fifteen of them received discretionary funding to create planning staff and capability. The Council of State Governments has a Judicial Planning Assistance Project working primarily in the legislative institutionalization of court planning methods.

LEAA has encouraged mechanisms, reforms, and new approaches in state court systems that provide more rational service delivery, more management control over court-related operations, and more modern and uniform practices and procedures.

Courts

Leading experts, jurists, and national commissions have decried the inefficiencies and delays in court systems encumbered with archaic rules. There is a multiplicity of courts, concurrent jurisdictions, and a paucity of management authority and control. Recognizing this, LEAA devoted considerable attention to removing structural and legal impediments to the substantial administrative improvement of state court systems. Before LEAA's inception, few states had effective state court administrators' offices. But today 47 states and territories have them. Many were created and most of them were supported in part with LEAA funding. LEAA support also has been responsible for the hiring of many state or local trial court administrators.

There has also been substantial state court reorganization and unification, actively assisted by LEAA in partnership with such groups as the American Bar Association and the National Center for State Courts.

Although there is no universally accepted definition of a unified court system, most experts say that its basic components include centralized administration, substantially consolidated or unified trial courts, and use of the rule-making power. According to this broad definition, more than half of the states and territories can now be said to already have a streamlined and centralized court system or be in the process of implementing one. LEAA funding has in most instances led the way and in almost all cases supported the movement. A recent study shows that 18 states have court unifications underway or contemplated.

Alabama and Kentucky are classic examples of the strategic use of discretionary money to assist local judicial leadership to accomplish substantial court reorganization. In these cases, technical assistance and discretionary programs demonstrated to the judiciary and to the people that restructuring the state court system could result in dramatic increases in administrative responsiveness, better resource allocation, and ultimately a reduction in backlog and delay.

LEAA has helped half the states revise, simplify, and codify their supreme court rules and other procedures, uniform jury instructions, and substantive criminal law. The result has been to reduce inconsistency and enhance fairness.

Substantial economies have been achieved in appellate justice through such reforms as the computer-aided transcription of court reporter notes, preappeal settlement conferences, and the use of settlement officers, short-form opinions, and central staff screening attorneys. The latter approach, which has been the subject of demonstrations in New Jersey, Nebraska, Illinois, and Virginia, has proved effective and therefore has been adopted by other states.

A related effort of great importance is the State Judicial Information Systems Project that works intensively with 19 states developing model court information systems. The management dimensions of a reliable and creative information system are considerable. Likewise, the Prosecutor's Management Information System will soon be operational in 28 jurisdictions. The system has convincingly demonstrated its management, scheduling, case prioritizing, feedback, and research potential in jurisdictions where it is in operation.

Prosecution

Statewide prosecuting attorney service projects have been established in 41 states. LEAA discretionary funds supported the implementation of statewide prosecution systems. As mentioned earlier, the Prosecutor's Management Information System is providing management control in most major prosecutors' offices in the country. An ancillary system benefit is its use in assigning priority to pending cases and the subsequent tracking of cases and case events, particularly in the Career Criminal Program (see below).

LEAA continued supporting the Economic Crime Project of the National District Attorneys

Association. There are 14 field offices (two, San Diego and Seattle, were designated as LEAA Exemplary Programs) and several dozen associated offices. There have been thousands of investigations and convictions and millions of dollars have been recovered as a result of uncovering white-collar crime and other frauds.

Defense

Defense attorneys, too, have worked with LEAA through their major group, the National Legal Aid and Defender Association, to bring about better forms of delivering services to indigent defendants. To provide better defense services in response to the U.S. Supreme Court's 1972 *Argersinger* mandate, discretionary support has been given to design blueprints for statewide defender systems. A recent example is a \$285,000 grant to establish two judicial circuit-wide defender systems in Illinois.

Other significant successful demonstration projects are the Creighton University (Nebraska) Legal Information Center (also named an LEAA Exemplary Project) and the Boston Urban Court Program. At Creighton the center received discretionary funds to provide a wide variety of high caliber services (e.g., research memoranda and sentencing guides) to criminal justice practitioners and attorneys throughout Nebraska. Located at Creighton University Law School, the center serves as a model for centralized legal services for criminal justice practitioners in at least four other states.

The Boston Urban Court Program illustrates LEAA's interest in the experimentation into dispute resolution and sentencing. Trained part-time community residents perform two fundamental court tasks. First, a panel of residents mediates interpersonal disputes that might otherwise go to formal adjudication channels. The process consists of face-to-face meetings with the disputants themselves. Second, community residents take part in a disposition panel with probation officers, a convenor, a convicted offender, and if possible, the victim in fashioning a sentence recommendation for the judge. Several results are projected: a diversion of inappropriate cases from formal channels, thereby reducing bench time; an increased community confidence in court decisions and the court process generally; a more effective resolution of disputes and rehabilitation of offend-

ers, and the creation of a new cadre of involved citizens.

LEAA continued its sponsorship of a wide variety of national educational programs for court-related officials and attorneys at the pre-service as well as the in-service level. Training occurs at national, regional, state, and local workshops. It focuses on intensive education in substantive and procedural law, court management and efficiency strategies, and the roles of the court officials. Training approaches increasingly use advanced education techniques. Training support goes to 10 nationally recognized associations of lawyers, jurists, or court-related groups. Each provides training and helps states and local court agencies develop training programs, many supported by block funds. Recent evaluation suggests this training has had a significant impact on sentencing behavior, court management, and the fairness of proceedings. Further evaluation will explore the effect of training on system improvement.

Career Criminal Program

A relatively small number of the nation's criminals commit a large percentage of the serious, violent crimes on a frequent and repetitive basis. In 1974 LEAA began asking local criminal justice systems to devote more attention and resources to those individuals—the career criminals.

In September 1974, the President announced a major effort to "take the hardened criminal out of circulation." He asked LEAA to design and implement a program that emphasized the prosecution of violent repeat offenders. The resulting effort, the Career Criminal Program, has two major thrusts. The first is to identify the habitual offender. The second is to provide adequate resources and to develop new techniques for improving the criminal justice system's ability to handle career offender cases expeditiously. This initiative requires early screening to identify and to assign case priorities to the career criminal. A seasoned prosecutor, with adequate resources, takes the case from the point of identification to its final disposition. The prosecutor receives adequate and timely assistance for case preparation before the date of appearances, thereby reducing pressures for plea bargaining on the charges. He also monitors requests for continuances and insures that essential evidence is secured and maintained.

Since 1974, 19 Career Criminal projects have been funded in large and medium size jurisdictions. All are tailored to conform to the local jurisdictions, but all have similar characteristics and functions. Although the program centers on the prosecutor, the cooperation of the entire criminal justice system is essential.

The program requires the prosecutor's office to screen, select, and assign priorities to cases. The most experienced attorneys are assigned to career criminal indictments. The attorney initially assigned handles a case all the way through the system. The availability of court time and the priority scheduling of court appearances is essential to insure that cases are processed quickly.

In jurisdictions where projects have been active for nine months or more, indications are that the time from arrest to disposition has been greatly reduced. Continuances are either limited or denied. Cases dismissed for reasons other than the merits are few. There also appears to be a substantial increase in conviction rates, a reduction in plea bargaining, and an increase in the length of sentences received by convicted career criminals.

One of the early projects—New Orleans—reported a drop in the number of serious crimes for 1975, and it reported an 85 percent drop for the first quarter of 1976. The New Orleans District Attorney's Career Criminal Unit prosecuted 638 cases, obtaining convictions in 538. The average time from arrest to final disposition was less than 60 days. The average sentence exceeded 14 years.

Some adjudication projects reported by regions are summarized below.

Region I

Maine published its first criminal code, the result of a three-year study supported by LEAA block funds. The State Legislature appointed a Criminal Code Revision Commission, which examined existing laws and revised numerous statutes, eliminating outmoded and archaic ones. The revision cataloged all criminal acts into six classes, abolished indeterminate sentencing, and eliminated the Maine Parole Board. In some matters it also provided for restitution as an alternative to imprisonment.

Connecticut used block grant funding to support judicial research to improve disposition alternatives available to judges and probation officers

in juvenile court. An administrative assistant was hired to evaluate existing juvenile diversion programs and compile data on the characteristics of children referred to the court. This resulted in unifying the state's juvenile court system codes.

Discretionary funds supported a training program for administrators in the Massachusetts Superior and District Courts. Five one-week training sessions were held to improve the capacity to plan, manage, and evaluate court procedures that ranged from jury selection to budget planning and financial control.

Region II

LEAA funded early case assessment bureaus in New York City, the Bronx, and Kings County. They enable the county District Attorney's offices to assign senior, experienced assistants to assess all felony arrests to determine the appropriate charges, dismiss inappropriate cases, and initiate additional case investigations when necessary. Their experience enables them to identify the cases that require additional preparation at the earliest stage, when evidence and witnesses are relatively readily available. They are also able to identify the cases that should be disposed of more appropriately at a reduced charge level or dismissed. The system has resulted in more rapid Criminal Court dispositions and a reduced caseload for the heavily burdened Supreme Court. Similarly, experienced assistants are assigned to major offense bureaus in the three District Attorney's offices. They handle felony cases identified at their inception as the most serious offenses and make an effort to prosecute the identified cases expeditiously.

New Jersey experimented with a pretrial intervention program to select defendants—after a complaint was filed but before a plea or a trial. The defendants are enrolled in a program of supervision, counseling, and referral services. Charges are dismissed if the defendant completes the program successfully. Selection requires the court's agreement to a prosecutor's recommendation based on the likelihood that the defendant will not commit further criminal or disorderly acts.

Twelve citywide felony narcotics courts were funded in New York City to enhance the capacity to deal swiftly with narcotics offenses.

Rochester, New York, used discretionary funds to operate a Victim Assistance Center for

victims and witnesses to crimes. It is designed to increase the number of victims and witnesses who will participate in the prosecution of criminal cases.

A New Jersey Judicial Management Information System was effective in allocating judicial resources and planning court activities. It reduced the manual recordkeeping workload, provided centralized record storage, eliminated duplications, improved case status information retrieval time, improved methods of tracking defendants, speeded court processes through better caseload management scheduling, and standardized report formats.

New Jersey allocated funds to help reduce the appellate caseload in 20 of the state's 21 counties. The state established a Centralized Appellate Staff Project of experienced attorneys to assist New Jersey Appellate Division judges by screening all docketed cases. The attorneys prepare detailed reviews and memoranda to relieve judges of the time-consuming task.

San Juan, Puerto Rico, consolidated eight sections of the superior district courts, which had been located in separate facilities. LEAA helped finance the new San Juan Judicial Center. In addition, 266 judges, 66 marshals, 312 submarshals, 80 social workers, and 88 family relations technicians were scheduled for 1976 training on laws, court conduct, legal procedures, and human relations. It was funded by a discretionary grant. Discretionary funding was also provided to improve the management of the case processing. In 1974, 43 percent of 20,462 cases resolved in Superior Court resulted in acquittal or dismissal. The Puerto Rico Department of Justice attributed the rate partially to inadequate investigative support for prosecutors after defendants were arrested. The Department of Justice formed a special unit to prosecute narcotics cases and improve both investigative and prosecutorial capabilities.

Region III

Delaware established a presentence investigative unit which in its first nine months reduced from 77 days to 40 days the average length of time from court referral through the completion of a final investigation report.

Pennsylvania's LEAA-assisted Allegheny Bail Bond program processed more than 1,000 court-approved petitions for release on reduced bonds

and at the same time conducted more than 30,000 interviews and background checks. The use of commercial surety bonds dropped from 40 percent of all bail releases to 20 percent. Pennsylvania also established a statewide Prosecutor for Criminal Justice Corruption Office, the work of which resulted in 210 indictments involving 45 persons and the issuance of 1,428 subpoenas. Delaware County installed a County Courthouse Television Display System that provides courtroom scheduling information to aid court officials, jurors, witnesses, and victims in the large courthouse complex.

Region IV

Florida has unified its statewide court system using a state court administrator under the State Supreme Court. The state had entered the LEAA program with a fragmented judicial system consisting of a myriad of multi-level trial courts, often with overlapping jurisdiction. Florida is one of 11 states chosen to develop a statewide judicial information system under LEAA's Project SEARCH (System for Electronics Analysis and Retrieval of Criminal Histories).

Kentucky reported similar progress toward a unified state-funded court operation after entering the LEAA program with patchwork local courts.

Mississippi established a Criminal Justice Center at the University of Mississippi to provide a 24-hour legal reference service to prosecutors and judges.

The South Carolina Legislature began implementing a voter-approved Judicial Article, backed by LEAA studies, that will provide a unified judiciary with a more standardized jurisdiction and administration under state funding.

Region V

Adjudication programs in Region V emphasized state court management planning, improvements in municipal court systems, career criminal projects for metropolitan prosecutors, and assistance in defining alternative organizations and the costs of statewide and metropolitan public defender systems.

Ohio's 1976 plan called for 11 adult diversion plans, moving selected defendants into referral programs instead of imprisonment. It developed state standards for diversion.

Wisconsin initiated a state court information system, based on the recommendations of an LEAA-funded technical assistance team. Indiana, after years of block grant support, revised its criminal code and criminal procedures. Michigan expanded its court administration program (one of the most extensive in the country), particularly its computerized court information system.

Illinois funded specialized prosecution units and improved the administration of the Cook County State Attorney's Office, one of the largest prosecutor operations in the United States. Indiana's Prosecuting Attorney's Council, established to professionalize prosecutorial work, became a permanent state agency. Illinois used LEAA block and discretionary funds to promote regional (circuit-wide) trial defender offices, which are part of a program to improve defender services in rural areas.

Career Criminal Program projects were funded for metropolitan prosecutors in Detroit, Kalamazoo, Indianapolis, and Columbus. Early statistics indicate improvements in prosecutor effectiveness.

Region VI

Arkansas developed a new criminal code and rules of criminal procedure, and improved the administration of criminal appeal cases to the State Supreme Court. The State Attorney General operated a training and technical assistance program to support local prosecutors. His office used LEAA block grants in five major areas: inmate legal aid assistance, administrative improvement, criminal code education, paralegal support, and prosecutor coordination.

In Oklahoma, Ardmore, Lawton, and Oklahoma City reported a return-for-trial rate of better than 92 percent for approximately 1,800 persons involved in own-recognizance release projects assisted by LEAA.

New Mexico undertook a successful innovative project designed to learn if law students, working under the supervision of a lawyer, can provide legal representation for indigent defendants equivalent in quality to that provided by members of the bar. The final report of a project involving students in the Clinical Law Program of the University of New Mexico showed they could.

Region VII

Iowa's Polk County Attorney's Office established a Rape Crisis Unit that was nominated for Exemplary Project status and credited with increasing the local rape conviction rate.

Missouri's Supreme Court undertook a program to provide better public service and more accurate and objective criteria for assessing statewide court operations under a discretionary grant entitled Integration and Implementation of Modern Records Management Concepts in Urban Courts.

Box Butte and Lincoln Counties, Nebraska, received help to provide full-time public defenders. Criminal cases are now handled more promptly. Lancaster County stressed a pretrial diversion project to provide alternatives to placing defendants in the court process or in jail. The program works with various social services and educational agencies to develop interests and skills to help defendants find better employment and job satisfaction.

A Shawnee County, Kansas, pilot project program seeks ways to improve the welfare and comfort of citizens summoned for jury duty, using the Guide for Juror Usage prepared by LEAA's National Institute of Law Enforcement and Criminal Justice. A key feature is an information center jurors may call for trial information instead of spending hours in court just waiting.

Region VIII

Wyoming's Third Judicial District used a small LEAA block grant to hire a secretary, procure office equipment, and improve its court record security storage system. The result was increased court efficiency. LEAA discretionary funds were used to provide full-time prosecuting attorneys for Laramie and Natrona Counties and to evaluate their effectiveness compared to previous part-time prosecutors. The same grant helped establish public defender projects in three counties and an assigned counsel in a fourth—the first public defender projects in Wyoming.

The Seventh South Dakota Judicial District used a small grant to conduct a case flow management study. It resulted in 44 recommendations to improve case processing. Copies were sent to other courts for their study.

Both Colorado and North Dakota made progress in addressing the need for responsive and more adequate court management systems. The

regional office funded a Denver County Court computer-based management information system to automate routine clerical functions and provide data for a more effective scheduling of cases, an improved coordination of bail and probation, and an analysis of rearrest statistics. The North Dakota Supreme Court received a grant to operate a case reporting system that was developed with the help of the National Center for State Courts.

The Montana Supreme Court was able to hire its first court coordinator in September 1975 to begin work developing a uniform recordkeeping and reporting system for various levels of courts in the state. The administrator meets with the District Court Judges Association and the Montana Legislature's Interim Subcommittee on the Judiciary, which is drafting proposals for the January 1977 biennial legislative session.

Region IX

The California State Judicial Council developed a project to provide comprehensive professional education and training for California judges at a center for continuing education. Half of the judiciary in the state received training during the center's first year. The project also publishes a monthly newsletter for all judges and has published a manual on evidence and objections. The Judicial Council also received funds for a demonstration Fourth Appellate Defender Project to develop ways to reduce court backlogs and expedite the appellate process. Appellate Defenders, Inc., a nonprofit corporation, provides five specialists to handle the criminal appeals of indigent clients. The staff also advised court-appointed private attorneys to insure a uniformity of representation. It also gives a practical training program in criminal appellate advocacy for law students and new attorneys. The court backlog was eliminated, whereas before the program began it ran as much as four months behind.

Both Alameda and Los Angeles Counties moved to improve the use of jurors and witnesses to increase the willingness of citizens to participate in criminal trials. The downtown Los Angeles Municipal Court established an information and check-in desk for jurors and published a witness information pamphlet that is mailed with subpoenas. The project staff also operates a telephone information service and maintains a child care center.

Region X

Bethel, Alaska, used an LEAA grant to develop a curriculum of basic legal education to prepare individuals to serve as translators for oral and written legal data between English and Yupik, a major Eskimo dialect. Many Alaska natives who have been defendants, witnesses, or jurors have found the American criminal justice process difficult to understand.

Alaska received a grant to establish a court planning unit, considered especially important because of population changes expected to occur with the state's recent and continuing economic development.

Idaho now has trial court administrators in each of the state's judicial areas as a result of LEAA-supported projects. The Idaho Supreme Court published a sentencing manual, whose preparation had begun two years ago with an LEAA grant.

Multnomah County, Oregon, established a victim assistance unit in the District Attorney's office. It fills such needs as insuring that property held as evidence is returned when no longer needed and informing victims how to get various types of aid, including medical and welfare benefits. A Rape Victim Advocacy Project was funded in the same office. The number of persons brought to trial and convicted of first degree rape doubled. In addition, the number of rape cases that were dismissed dropped to one-third the rate of two years before.

Multnomah County undertook a project that resulted in a reduction of plea bargaining from 65 percent of all cases to about 3 percent.

Spokane County, Washington, developed an automated case scheduling system that provided faster case handling and enhanced the capacity to supervise the performance of deputy prosecutors.

Rehabilitation

The objectives of the Office of Regional Operations' Rehabilitation Division programs are to develop techniques, methods, and programs that will contribute to more effective correctional systems and improve capabilities for correctional functions. They give special attention to offender rehabilitation, correctional administration, the improvement of correctional environments, and the diversion of drug offenders from the criminal justice system.

Correctional Master Planning

With increasing prison populations, the need for correctional master planning has become crucial. Recent court decisions in a number of states mean that from now on deficiencies in corrections systems must be addressed systematically. The development and implementation of correctional master plans have begun in a number of states with strong LEAA support. Corrections program funding includes the construction of new facilities in Oklahoma and Hawaii. The division will continue to emphasize sound correctional master planning in program priorities.

Experiment in Restitution

The Office of Regional Operations has developed an offender restitution initiative. Approximately \$1.5 million has been allocated to the program. Of 22 states which submitted applications, eight were selected to develop full applications to cover a two-year period. The concept is promising. It may be a new means to develop a sense of social responsibility on the part of those who commit crimes. The offender is required to restore the victim to his precrime position. Enforced accountability and culpability has the dual effect of furthering the interests of the victim and performing a rehabilitative function.

Comprehensive Offender Program Effort

This program is a \$6 million two-year joint effort of the Department of Labor and LEAA. Six states—Alabama, Michigan, Minnesota, Oregon, Texas, and Wisconsin—were selected to participate after they undertook statewide assessments of current corrections programs and resources. LEAA funded \$4 million of the project's costs to develop a wide range of programs, including probation and parole, institutional upgrading, educational and vocational development, work release, and offender subsidy schemes.

Treatment Alternatives to Street Crime

The program, begun in 1972, is an attempt to reduce drug-related crime by identifying drug-abusing criminal offenders entering the criminal

justice system, referring appropriate individuals to community-based treatment facilities, and monitoring their progress under treatment. Thirty-seven projects in 22 states and Puerto Rico received \$22 million in funds. More than 22,000 drug-abusing offenders received treatment, including approximately 12,000 who had never before been treated. Just 10 percent of the program clients were rearrested. Since the program began, nine projects completed their maximum two years of federal funding. State and local governments assumed the cost of eight of them.

Constructive Use of Leisure Time

This \$1 million national program is to develop and expand leisure time activities for confined offenders. Lack of constructive leisure activities compounds prison problems. The project emphasizes such activities as the visual arts, crafts, drama, music, creative writing, and architecture.

Accreditation of Correctional Services

The project, undertaken by the American Correctional Association, will establish a way for correctional agencies to become accredited and to develop standards for accreditation.

Quality of Correctional Educational Services

The goal of this three-year effort is to assist states in improving the quality of offender educational services. Educators, legislators, and users of educational programs are taking part.

Communications Education Network

This program will use new technology to meet more adequately the education training needs of both correctional staff and inmates. It also will identify both software and hardware needs and develop educational networks to share education and training programs across political jurisdictions. Part of the program for inmates at two facilities tests the effectiveness of computer-based education in mathematics, reading, and vocational awareness.

Information Systems

The program provides support to develop a planning, evaluation, and monitoring capability in corrections systems that should result in more rational program administration and planning. One significant project is the Oklahoma Information System. It is a computerized on-line system serving the corrections department and the state's probation and parole district offices.

Offenders with Special Program Needs

Women offenders who are heads of households often lack marketplace skills or possess only marginal ones. Maryland's Mutual Agreement Programming project has a voucher component to enable offenders to enter voluntarily into agreements with the Department of Corrections and the Parole Board to purchase community services such as education or vocational training. A Minnesota program emphasizes educational-vocational training and provides a residence for women offenders and their dependent children. It is operated by the Department of Corrections in cooperation with the University of Minnesota Project Newgate.

NATIONAL INSTITUTE OF CORRECTIONS

Since July 1972, the institute, jointly sponsored by LEAA and the U.S. Bureau of Prisons, has undertaken 29 LEAA grant programs and projects. During fiscal year 1976, the National Institute of Corrections undertook the following programs:

- Executive Development and Training at the Wharton School at the University of Pennsylvania. Two one-week residence programs and four regional field programs involved some 120 corrections managers responsible for the activities of thousands of inmates. The Strategic Management Training Program in Corrections taught management techniques and an appreciation of available science and technology relevant to corrections systems.
- Speciality (or Topic-Oriented) Training. Many major issues are not traditional

corrections problems. Instead, they emphasize labor-management concerns, the emerging roles of correctional workers (especially women), community-based facilities and programs, and such items as the use of volunteers. The institute sponsored five fiscal year 1976 projects to deal with such issues.

- Training for Line Staff. The National Institute of Corrections developed training programs for corrections line staff members. An interpersonal communications skills training program at the University of Georgia Institute of Government taught staff members, who subsequently returned to their agencies and taught more than 1,000 line staff members in the skills they had learned.

Technical Assistance Program

LEAA used three consultant contractors to provide technical assistance to state and local correctional agencies. The three contractors are the American Correctional Association, the American Justice Institute, and the National Clearinghouse on Criminal Justice Planning and Architecture. Assistance was in general management, program problems, facilities, and training. In addition, the clearinghouse is responsible for reviewing all applications for use of corrections funds for facility construction or renovation.

The following is a sample of regional rehabilitation programs:

Region I

All six states in the region received funds to expand correctional training and institutional services. Three states received grants for reorganizing their departments of corrections.

Connecticut used LEAA block funds to support a program for the 415 youthful offenders, ages 16-21, at the Cheshire Correctional Institution. The program uses positive peer pressure to achieve behavior changes and encourage residents to accept personal responsibility.

Maine combined LEAA block and discretionary funds to support a community action project to test alternatives to incarceration for offenders and to provide treatment services for victims and witnesses in Kennebec County.

Vermont's Alternative Care Program supported community-based systems for youths and adults as correctional alternatives. A review board is establishing licensing and operational standards for facilities involved in the program.

Region II

Monroe County, New York, operated a probation employment guidance program that was originally part of the Rochester Pilot Cities program. It provides jobs for unemployed and under-employed adult probationers by using community volunteer skills in industrial psychology, manpower training, and personnel fields. The volunteers refer probationers to service programs, industrial job placements, vocational schools, and training programs.

The Henry Street Settlement Urban Life Center in New York City put adolescent youth participants into public service projects to gain self-confidence and a sense of achievement while earning money. Project evaluation shows reduced police contact by participants.

An Essex County (New Jersey) Correction Center Women's Self-Development Program provided 29 inmates—half the center population—with the necessary skills to make a more fruitful transition into society.

Private Concerns, Inc., a nonprofit organization, was funded to create job opportunities for ex-offenders in New York State. During its first 18 months, it placed 125 individuals, analyzed 30 major vocational occupations, completed an inmate vocational survey of a New York State Correctional Facility for Women, and started five in-prison, work release, and post-release employment programs with major corporations.

Region III

Delaware established a state work-education release program that involved 1,327 inmates, returned \$562,000 in taxes, fines, room and board, and support payments from participants' salaries—and reduced institutional costs by 50 percent.

The Pennsylvania Board of Probation and Parole established 16 community parole centers and sub-offices, 21 new field offices, and six regional offices to improve probation and parole program administration. The new offices reduced

the average caseload of parole and probation officers to about 50, compared with previous averages of 89. The Philadelphia Court of Common Pleas, through its Adult Probation Department, established a drug treatment unit that lowered recidivism rates by 19 percent. The LEAA-funded Luzerne County Catholic Social Services Court Advocate Program achieved a recidivism rate of three percent. It offered drug and alcohol abuse treatment.

Virginia's Roanoke Alcohol Detoxification and Rehabilitation Center had a success rate of 70 percent and a recidivism rate of 26 percent. The Richmond City Jail Inmate Education Project enrolled 240 participants and will expand services to include vocational and precollege programming and educational counseling.

A Baltimore Pretrial Release project of jail bail review discovered that a third of all offenders never had their cases reviewed. The project reviewed 4,615 cases. Approximately 60 percent were placed on conditional release. It helped reduce overcrowding in the city jail. An On-Line Jail System computerized recordkeeping for the average 15,000 to 20,000 annual offender intake in Baltimore. Statistics showed that detention time for offenders awaiting court disposition decreased significantly.

Region IV

LEAA and Mississippi Criminal Justice Planning Division efforts helped to result in legislation that created a state-wide Department of Corrections, breaking a tradition that previously supported a 22,000-acre farm as the single state penitentiary.

Correctional facilities construction began or was completed in Orangeburg, South Carolina; the Mississippi State Penitentiary at Parchman; Dawson County, Georgia; and in several South Carolina counties. Kentucky state prisons were renovated and many local jails were repaired or constructed. More than \$30 million has been spent since 1969 on Region IV corrections improvements.

The Center for Correctional Psychology continued operations at the University of Alabama. It has provided 3,934 persons with 31,131 hours of instruction on critical correctional issues. The Center has also trained 140 undergraduates and 25 graduate students in correctional psychology.

Florida used 23 LEAA discretionary grants to foster community-based and institutional rehabilitation programs to reduce offender return to crime. The programs seek to keep an offender near his or her family and permit him or her to earn money and thus pay taxes.

Atlanta, as one of eight original "Impact" cities in the LEAA national program, received \$4,182,217 to fund seven Impact correction improvements, which was about half the discretionary funds given Georgia correctional agencies during the last five years.

Kentucky established nine community officer positions to recruit, train, and supervise approximately 400 volunteers to work with parolees and probationers on a one-to-one basis. The program achieved its goal of reducing probation-parole caseloads by 10 percent.

Region V

LEAA block-funded corrections and rehabilitation functions were concerned mainly with improving service delivery by state agencies and with programs for reintegrating offenders into society. Substantial support went for data-gathering and statistical analyses aimed at effective planning, determining recidivism, and verifying correctional philosophy.

Chicago used a discretionary grant to fund a SAFER Foundation program to provide direct services to ex-offenders in 200 citizen/ex-offender teams to capitalize on such available community resources as the VISTA program, employment opportunities, personal counseling, and training.

In Duluth, Minnesota, a Northwest Community-based Corrections Project used several resources to concentrate on releasing offenders on their own recognizance and to enhance probational activities and establish a work-release program. It is modeled on the LEAA-funded Des Moines project, which received national attention.

A University of Illinois Computerized Education for Adult Inmates program provided individualized student instruction at levels ranging from elementary school to university graduate. It has provided inmates approximately 1,500 hours of instruction in more than 100 subjects.

Region VI

Arkansas completed a minimum security building consisting of four two-story groups, each

containing 32 individual rooms on the upper level, a supervisor's station at mid-level, and 30 individual rooms and four recreation rooms on the lower level. It will reduce the use of traditional prison hardware to create a more normal atmosphere. It will house 240 inmates. Arkansas also completed a 125-space women's facility at Pine Bluff to replace an existing substandard one.

The Texas Department of Corrections established training for inmates in electric lineman and heavy equipment operator skills and started a chemical abusers' program to treat inmates with a history of drug or alcohol abuse.

Region VII

The Kansas Department of Corrections named a group to make an LEAA-funded study for formulating jail standards and procedures. A department inspection of local facilities resulted in a report, presented to the State Legislature in January 1976, that recommended closing 24 local jails and a major renovation of a majority of local facilities.

The Missouri Council on Criminal Justice through block funds supported a prerelease project that used intensive group and personal counseling to prepare soon-to-be-discharged inmates for a return to society. A second aspect focused on finding jobs or training programs. The intent is to reduce recidivism. The eventual scale of the program may be gauged by the fact that Missouri releases 1,800 inmates annually.

A \$2.2 million Missouri Division of Correctional Services project provides for statewide community services systems to provide more public access to penal institutions, review inmate training programs, and establish community service centers for counseling, employment, education, and vocational training.

Region VIII

Nebraska's Center for Women at York established a project to create three vocational training courses and a work release program. It is an inter-state project under which Nebraska provides custody and care for all female offenders committed in Nebraska, North Dakota, Montana, and Wyoming.

The North Dakota State Prison expanded rehabilitation programs, including group and indi-

vidual counseling, educational services, and remedial tutoring. The program also has a drug addiction and alcoholism treatment project.

South Dakota experimented with a "five-minute parole" program to allow prisoners brief outside telephone calls. Thirty-eight percent of the inmate population enrolled. The average number of disciplinary hearings was reduced from 4.35 per enrollee to 0.65 per enrollee.

Wyoming undertook a program to improve the coordination of correctional efforts and the delivery of correctional services. The State Board of Charities and Reform hopes to establish a first-offender facility and to study community-based treatment alternatives as well as to reduce drug and alcohol offenses.

Region IX

Alameda County, California, supported an Ex-Offenders' Skills Bank to provide job placement for approximately 500 ex-offenders a year.

Pima County, Arizona, undertook a program to recruit, hire, train, and retain probation officers. Program trainees will also be assigned on a one-for-one basis to assist qualified probation officers.

Region X

Idaho continued the support of a six-year-old program in which courts retain jurisdiction for 120 days after an individual is assigned to a correctional institution. The program has resulted in a reduction of population pressures at Idaho's main correction facilities—participants are housed in a former Job Corps Center—and produced a post-release parole violating rate of just 2.1 percent.

OTHER OFFICE OF REGIONAL OPERATIONS FUNCTIONS

In addition to the three broad functional areas discussed above, the Office of Regional Operations has a number of specialized operations, all of which contribute to the overall office mission and most of which are involved in one or more of the three broader areas.

Indian Affairs is a staff section that operates in all areas. Like the Enforcement, Adjudication,

and Rehabilitation Divisions, it functions through the regional offices. Indian Affairs coordinators are designated in Regions IV, V, VI, VIII, IX, and X, where the bulk of the nation's American Indian population lives. For management oversight purposes on national scope discretionary grant allocations it operates through Region III. This is primarily because many of the organizations that undertake Indian Affairs projects are located in Washington, D.C., which is a part of Region III.

The Indian program funding through regional allocations to 85 eligible Indian tribes to improve Indian criminal justice programs for police, courts, corrections, and youth, and to assist with crime reduction on reservations.

National Scope projects provided training for Indian judges from 117 Indian judiciaries. Indian police training was made available to tribal governments at no cost. Funds were provided to nine state planning agencies for full-time Indian planners to work directly with tribes in those states.

A research book on Indian procedures and a book of the 100 most common Indian court cases are under development, as is a book on Indian appellate court procedures and a document on evidence.

Individual grants went to tribes and other Indian groups from Maine to Alaska and from Florida to Nevada to improve their criminal justice systems.

Special attention went to alcohol-related problems. The Southern Ute Reservation in Colorado used LEAA funds to start crisis-intervention counseling in alcohol rehabilitation. It reduced alcohol-related assault-type crimes. The Gila River Indian community in Arizona was aided in improving patrols to reduce trespass violations and crimes against property. LEAA funds were used to construct a court facility for the Standing Rock Sioux Tribe of North Dakota. The Red Lake Chippewa Tribe of Minnesota established 24-hour police coverage, which reduced crime, and a youth program that diverts young persons from the Indian criminal justice system. The programs discussed above were funded by LEAA discretionary grants. However, the state planning agencies also allocated funds for Indian criminal justice system programs.

Samples of Indian projects administered through the regional offices include:

- The Navajo Tribal Council in Window Rock, Arizona, undertook the first step

of a three-year program to provide modern and effective electronic communications among police headquarters, district stations, and substations and their respective mobile units.

- The Pyramid Lake Paiute Tribe in Nixon, Nevada, funded jobs for two police officers, a part-time officer, three tribal judges, a court clerk, and a probation officer to improve law and criminal justice operations on the reservation.
- In Region VIII the Uintah Ouray Tribe undertook a comprehensive juvenile delinquency program. The Cheyenne River Sioux Tribe undertook a survey to determine the feasibility of establishing a detention facility at the Swift River Jobs Corps Center. An aim is to see if Indian staff members are more successful in rehabilitation efforts than non-Indian staff members are at state facilities. Studies indicate that fewer Indian than non-Indian prisoners receive parole, that is, more Indians complete full prison sentences.
- In Maine a discretionary grant was used to improve police services for each of the three state reservations.
- In Alaska Indian affairs have accounted for more than one-third of the entire LEAA funding effort during the last two years. Seven training programs afforded opportunities for rural corrections, court, and enforcement personnel to receive training both at bush locations as well as at Fairbanks, Juneau, and Anchorage. LEAA has funded 14 bush criminal justice-correctional facilities, as most native villages lacked lock-up, police, or court facilities. Twelve portable facilities have been built. Each has two cells, a police office, and space for the village magistrate to hold court. Conventional criminal justice facilities were funded at Kotzebue and Metlakatla.

Private Security Programs were the subject of six LEAA studies during fiscal year 1976. Private security firms are one of the nation's fastest-growing industries. One conservative estimate reports that 350,000 private security guards are employed in the United States. The number is growing at the rate of 15 percent a year. LEAA

studied proposed state legislation to create standards and to regulate operations by armed private guards.

Organized Crime. Although covered by examples in the broad enforcement functional area, the scope of the Office of Regional Operations' efforts directed against organized crime can be judged from the fact that 40 projects received \$10.2 million during fiscal year 1976. Nine were multi-jurisdictional projects to foster cooperation among state and local law enforcement agencies. Seven funded joint strike forces for antifencing operations. Eight were economic (white-collar) crime projects to investigate and prosecute complex economic crimes by organized criminals. Three were projects to identify and prosecute corruption at all levels of governmental activity, especially within the criminal justice system.

Citizens' Initiative Program. Established in 1974, this program has two major objectives: to improve the criminal justice system's treatment of citizens, particularly those who come in contact with the system as victims and witnesses, and to educate citizens and encourage their individual and collective participation in community crime prevention efforts and the criminal justice and corrections processes. Some specific citizens projects are included under broad functional headings. During fiscal year 1976, the program provided approximately \$5.6 million for 22 separate victim-witness projects and \$3.2 million to continue existing program efforts.

Standards and Goals. The Standards and Goals Program was established in fiscal year 1974 to institutionalize a broad-based participatory planning process in the criminal justice field. Fiscal year 1976 was a year of transition for the program. LEAA's support shifted from the standard-setting process to the integration of standards and goals into state planning cycles. Nine states received more than \$1 million to support this phase of the process. Eight states shared more than \$3.1 million in discretionary grants to implement specific priority standards after completing the development process and adopting standards and goals. Fifty representatives from 34 states took part in Office of Regional Operations Standards and Goals workshops and seminars.

Juvenile Justice. The Congress addressed the problem of juvenile justice in the 1974 Juvenile Justice and Delinquency Prevention Act. To emphasize national concern, special responsibility

was assigned to LEAA's Office of Juvenile Justice and Delinquency Prevention.

Programs specifically aimed at improving juvenile justice or lessening delinquency were among those summarized above under the broad functional headings—enforcement, adjudication, and rehabilitation. But the program merits a brief additional description on a region-by-region basis.

Region I

Connecticut started a project to deinstitutionalize its status offender population within two years. (Status offenders are those who commit offenses for which only juveniles can be detained, such as truancy. They account for 40 percent—500,000 individuals annually—of the national juvenile caseload.) New Hampshire provided regionalized diagnostic and diversion services throughout the state and was able to close a substandard building that had housed youths awaiting court disposition. Rhode Island developed a youth diversion project to provide professional workers and volunteers to help youthful offenders obtain an alternative to confinement.

Region II

New York established a secure detention facility to serve a 15-county area. The state-operated facility eliminated the need for each county to expand or establish its own facility. New York used block grant funds to enable the State Division of Youth to undertake a program to deinstitutionalize the status offender population in seven counties and New York City within two years. The Virgin Islands used an LEAA grant to establish a Special Counseling Center to Reduce Truancy. The territory had identified juvenile justice improvement as a fiscal year 1976 priority. A national impact discretionary grant supported an Operation Sisters United Program in St. Thomas, V.I., for 30 female juveniles who came in contact with the criminal justice system.

Region III

A House Detention Project in Maryland provided detention and housing for juveniles awaiting court action. A Community Arbitration Project in Anne Arundel County dealt with 4,233 youth, of

whom 79 percent were processed and assigned to work projects, counseling, restitution, or education programs. The cost per case was \$35, a large saving compared to formal court procedures. Montgomery County reduced the time from arrest to hearing from more than nine months to approximately five days at an average case cost of \$32.

The Family Court in Philadelphia recruited civilian volunteers to work with youths on a one-to-one basis. Virginia's Pendleton Project, a community-based treatment center to re-educate children with behavioral disorders, achieved a success rate of 74 percent. The Westchester Juvenile Probation House for second-and-third-time juvenile offenders achieved a 75 percent success rate with a recidivism rate of just 0.07 percent.

Region IV

Alabama used discretionary funds to build a regional adolescent development center in Anniston. Seven Florida counties and the State Division of Youth Services received grants of more than \$2.7 million to develop 10 three-week wilderness-environment training programs for 120 delinquent males to provide 230 youths with short-term residential care and family counseling services, and to provide 145 female delinquents with placement in 10 foster homes. Kentucky supported four Community Resource Coordinator projects to develop and coordinate local resources as alternatives to commitment and formal probation.

Region V

Illinois used block funds for a Unified Delinquency Intervention Service. Since it started in 1974, the service has had 374 court-referred clients, of whom 116 successfully completed the program, 55 failed or were jailed, and 203 are still in the program.

Region VI

Twenty-one New Mexico communities took part in a first-offender program supported by LEAA. It aims to improve juvenile offender behavior through family-centered counseling techniques.

Oklahoma employed counselors and provided emergency shelter, care, crisis intervention, testing, counseling, and other services to court-referred youths. The program attempts to divert

youths from the juvenile justice process. Arkansas worked on programs to assess individual alternative education programs for school drop-outs. Texas devoted particular attention to the alien juvenile problem that results from international border crossers who commit crimes in Texas. They are apprehended but are returned to Mexico without being charged or prosecuted.

Region VII

The Missouri Council on Criminal Justice continued a program which has developed 13 juvenile justice manuals and other publications to be used by law enforcement agencies in the state. In addition, more than 600 criminal justice agency personnel received training at 20 seminars on the subject.

Region VIII

Attention House, Inc., in Cheyenne, Wyoming, provided a short-term foster home for

youths from 11 to 17 years old to divert them from local jails.

Region IX

Clark County, Nevada, used LEAA discretionary funds for a Victim's Assistance Program to help victims of juvenile crimes obtain restitution.

Region X

Idaho used discretionary funding to improve juvenile probation services in rural areas and to continue the school resource officer program, which police and school officials as well as parents have praised. In Washington, Spokane's Project DELTA was developed as a classification system that accurately predicts recidivism among juveniles.

National Criminal Justice Information and Statistics Service

The National Criminal Justice Information and Statistics Service was created in 1970 to develop a coordinated approach to the information and communications needs of criminal justice agencies. Its programs emphasize the timeliness and accuracy of information as well as the creation of new data bases to make operations, resource allocations, and program planning as effective as possible.

The Information and Statistics Service has three major areas: statistics, systems development, and privacy and security.

Statistics Division

In fiscal year 1976 a major long-range planning effort for the statistics program was completed. It emphasized LEAA's commitment to a comprehensive national criminal justice statistics program. The plan sets goals and objectives that address the various purposes of data collection and analysis and develops major program milestones to be reached during fiscal years 1977 through 1981. The primary goal of LEAA's statistical program is to enable the agencies that make up the criminal justice system, as well as the media and the public, to intelligently and objectively assess the nature of crime and to decide what are the most effective methods to counter it.

The Statistics Division has developed the following questions about crime or criminal justice that require quantitative answers:

- What is the extent of crime and criminal behavior and what is the direction of change in the dimensions of crime?
- How does crime correlate with major economic, social, and demographic phenomena?
- What specific crimes are being committed and do these crimes represent a change in the pattern of offenses and criminal behavior in this society?
- What is the nature of criminal victimization and what are the characteristics of victims?

- What are the characteristics of accused persons entering (or in the case of recidivists, re-entering) criminal justice systems at all levels of government?
- How are the cases of accused persons and offenders being processed by criminal justice systems at all levels of government?
- How are the components of criminal justice systems linked in their processing functions?
- What are the resources of criminal justice systems at all levels of government and what are the characteristics of criminal justice agencies and their employees?
- What are the costs and financing sources of criminal justice systems?
- What are the total costs, direct and indirect, of crime and what are the implications of these costs for other public policies and programs?

To answer these questions the division developed federal, national, and state program objectives.

At the federal level are those objectives that the Service will achieve by operating its own programs or by cooperating with other LEAA offices. They cover victimization, the standardization of terminology and data collection, juvenile justice, general statistical support to LEAA programs, and the establishment of new statistical indicators of criminal justice activity and crime.

The national objectives provide for the compilation, publication, and analysis of state-produced statistical data which describe the administration of state and local criminal justice in the United States and which can be achieved only through federal-state cooperation. They include offender-based transaction statistics, judicial statistics, corrections statistics, and statistics on the organization, resources, and financing of state and local criminal justice agencies.

State objectives are those that the individual states themselves must achieve with LEAA guidance, assistance, and technical support. They are all concerned with the development of state ca-

pacities to produce, analyze, interpret, and use criminal justice statistics.

Accomplishments

Crime Victim Studies. The national crime victim survey was designed to assess the extent and character of criminal victimization through a representative sampling of households and commercial establishments. The program, which includes a continuous national survey as well as surveys taken periodically in selected major cities, provides significant new information about crime's impact by focusing on the victim. Thus, it reveals the nature and extent of unreported as well as reported crime, the social and demographic characteristics of victims, and the reasons why crime victims fail to report offenses to the police. The information has an important potential application for all aspects of criminal justice and urban planning.

During fiscal year 1976 the Statistics Division published the first national crime rate comparisons (for the calendar years 1973 and 1974) that were based on crime victim data. Findings indicated that the rate for violent crime—robbery, rape, and assault—remained virtually unchanged from one year to the other. Household burglary and auto theft rates also remained essentially the same. Data such as these assist criminal justice planners in the development of more effective responses to the various types of crime.

During fiscal year 1976, LEAA awarded several grants to encourage a greater understanding of the uses of crime victim data through data analysis training and technical assistance and to support training in the use of data tapes. In addition, a series of analytic monographs has been prepared on subjects of interest to various users to demonstrate the utility of the data and its applicability to criminal justice problems.

Criminal Justice Expenditures and Employment. The Annual Survey of Criminal Justice Expenditures and Employment covers fiscal year expenditures and employment data for states, counties, and municipalities. National and state-by-state estimates of expenditures and employment are published for each of the criminal justice system components—police, judiciary, prosecution, indigent defense, and corrections. The use of this data in the development of state comprehensive plans has been extensive after LEAA is-

sued guidelines concerning data analysis. Special tabulations have been run to provide the states with the most current data, and instructions have been prepared for its use.

LEAA Directory of Criminal Justice Agencies. The ten-volume LEAA Directory of Criminal Justice Agencies lists the names and addresses of all criminal justice agencies, including police, prosecution, indigent defense, court, and corrections, by LEAA region. In addition, the Statistics Division sponsored a one-time, nationwide survey of the socio-demographic characteristics of 50,000 employees from a sample of approximately 5,000 criminal justice agencies.

Glossary of Criminal Justice Terms. Every major national commission on criminal justice going back to the Wickersham Commission of 1931 has recognized the need for standardized definitions on which to base valid and reliable data collection, exchange, and analysis. During the past 45 years, nearly every data collection and information system developed its own set of definitions, which resulted in a lack of comparability that greatly limits the data's utility. The Glossary of Criminal Justice Terms project is the first attempt to establish standardized definitions suitable for use in data collection and exchange in all sectors of criminal justice and at all levels of government.

During fiscal year 1976, under a grant to SEARCH Group, Inc., a draft of the glossary has been undergoing an intensive review by a committee of experts representing all areas of the criminal justice system. This committee has attempted to make the glossary definitions as useful as possible for the hundreds of statistics and information systems across the nation. The first edition of the glossary is scheduled for publication in early 1977 and will be widely disseminated to individuals and agencies concerned with criminal justice. It is expected that future efforts for this project will focus on expanding the glossary to include additional terms and refining first edition definitions based on outside comments.

Comprehensive Data Systems Program. Another major program in the Statistics Division is the Comprehensive Data Systems Program. It is LEAA's effort to encourage the states to collect comprehensive criminal justice information to use in planning, implementing, and evaluating criminal justice programs at the local, state, and national levels. The Revised Comprehensive Data Systems Guidelines, which were issued April 27, 1976,

place increased emphasis on the analytical functions of State Statistical Analysis Centers. Further, the comprehensive planning guide requires additional analysis of data in the formulation of state comprehensive plans. Thus, much of the data analysis training mentioned above in connection with crime victim surveys will be directed at State Statistical Analysis Centers. In addition, the Statistical Analysis Center Augmentation Program has been created to encourage the centers to conduct short-term projects that demonstrate the uses of criminal justice statistics.

Offender-Based Transaction Statistics Series. A major component of the Comprehensive Data Systems Program is the development of a national offender-based transaction statistics series, which will trace an individual through the criminal justice system from the initial arrest to final disposition. Eventually, this series will provide much of the state input for national prisoner statistics, juvenile statistics, uniform crime and parole reports, and judicial statistics programs, all of which are presently national surveys. The series will be aggregated from statistics collected by the state systems being developed with LEAA assistance. In addition to collecting data for these surveys, this series will make data available to answer such questions as: How many arrests result in a charge being filed? What are the dispositions of those charges? Which arrestees are detained prior to trial? Which are sentenced to prison or probation? Which are fined? Which are paroled? How much time elapses between arrest, final disposition, and intermediate stages between those points? The offender-based transaction statistics will provide a statistical picture of how the criminal justice system works, how its component parts interact, where it is most efficient, and where bottlenecks occur, thereby giving criminal justice agencies a solid foundation for making decisions to remedy problems as well as a way to measure the impact of new methods.

Fiscal Year 1976 Statistics

Publications:

The Statistics Division published 22 reports during fiscal year 1976—three on victimization, three on expenditure and employment, six on prisoners, one on juveniles, one on courts, and eight on utilization of criminal justice statistics, as follows:

- "Criminal Victimization in 13 American Cities: National Crime Panel Surveys in

Boston, Buffalo, Cincinnati, Houston, Miami, Milwaukee, Minneapolis, New Orleans, Oakland, Pittsburgh, San Diego, San Francisco, and Washington, D.C."

- "An Analysis of Victimization Survey Results from the Eight Impact Cities."
- "Criminal Victimization in the United States: A Comparison of 1973 and 1974 Findings."
- "Historical Statistics on Expenditures and Employment for the Criminal Justice System, 1971-73."
- "Expenditure and Employment Data for the Criminal Justice System: 1974."
- "Trends in Expenditure and Employment Data for the Criminal Justice System, 1971-74."
- "Prisoners in State and Federal Institutions on December 31, 1971, 1972, and 1973."
- "Capital Punishment, 1974."
- "Census of State Correctional Facilities, 1974, Advance Report."
- "Survey of Inmates of State Correctional Facilities, 1974, Advance Report."
- "Prisoners in State and Federal Institutions on December 31, 1974."
- "The Nation's Jails: A Report on the Census of Jails From the 1972 Survey of Inmates of Local Jails."
- "Children in Custody: Advance Report on the Juvenile Detention and Correctional Facility Census of 1972-73."
- "National Survey of Court Organization: 1975 Supplement to State Judicial Systems."
- "Sourcebook of Criminal Justice Statistics, 1974."
- "Public Opinion Regarding Crime, Criminal Justice, and Related Topics."
- "New Directions in Processing Juvenile Offenders: The Denver Model."
- "Who Gets Detained? An Empirical Analysis of the Pre-Adjudicatory Detention of Juveniles in Denver."
- "Juvenile Dispositions: Social and Legal Factors Related to the Processing of Denver Delinquency Cases."
- "Offender-Based Transaction Statistics: New Directions in Data Collection and Reporting."
- "Sentencing of California Felony Offenders."

- "The Judicial Processing of Assault and Burglary Offenders in Selected California Counties."

Systems Development Division

The primary mission of the Systems Development Division is to develop and implement innovative programs that address local, state, interstate, and national criminal justice information and communication needs. These programs focus on the development, testing, and transfer of new systems applications and the enhancement of existing system capabilities. The goals are based on the premise that the quality of criminal justice planning operations is dependent on a timely access to information, and that information systems and communications technology can play a vital role in effective decisionmaking. The division works closely with individual states and multi-state organizations to promote these ends.

Major Activities

A major program within the Systems Development Division is the advancement of state and local telecommunications to meet local, intrastate, and interstate criminal justice needs. As a follow-up to the 1975 assessment of telecommunications planning in the state planning agencies, the National Criminal Justice Information and Statistics Service developed a manual for state planning agencies outlining a standardized approach to law enforcement telecommunications planning. Under the direction of the Associated Public Safety Communications Officers, Inc., the Statewide Comprehensive Law Enforcement Plans for Telecommunications Preparation Manual outlines an orderly and rational process by which the telecommunications planner can build upon the goals identified in the Annual Statewide Comprehensive Law Enforcement Plan. The first edition of the manual will be used to develop a statewide law enforcement telecommunications plan for Kansas.

LEAA also funded the third and final phase of the current upgrading of the National Law Enforcement Telecommunications System, which is a telecommunications network that provides for the exchange of criminal information among the states. The system operates as follows:

1. The Baltimore Police Department sends a message through its computer terminal to the San Francisco Police Department

that it has recovered a stolen vehicle registered to a Mr. X of San Francisco. It asks San Francisco to advise disposition.

2. The message goes through the Miles (Maryland State) system in Pikesville (each participating state has one National Law Enforcement Telecommunications System entry point).
3. In Pikesville, through an electronic interface, the message is switched to the National Law Enforcement Telecommunications System and goes to the central switching station in Phoenix, Arizona.
4. From Phoenix the message is sent to the California National Law Enforcement Telecommunications System entry point in Sacramento, from Sacramento to the California State System, and from there to the terminal in the San Francisco Police Department headquarters. All of this takes approximately five seconds.

Thirty-eight of the forty-eight continental states currently support a computer-to-computer interface with the National Law Enforcement Telecommunications System. Of these, 27 states also support automated responses to vehicle registration and driver's license inquiries. During fiscal year 1976, the system realized a decrease in operating costs of approximately \$10,000 per month through the installation of a multiplexer network while at the same time supporting a 66 percent increase in message volume.

Another communications project initiated during fiscal year 1976 is the STACOM Program—a study to estimate what would be needed to analyze and design an intrastate criminal justice communications network. This study will continue the traffic analysis activity performed in the National Law Enforcement Communications Study and verify or update the traffic projection models developed in that study. Secondly, this study will analyze intrastate criminal justice communications traffic, develop tools for evaluating the communications requirements of a state, and design a state network. Ohio was selected as the pilot state, and a detailed analysis of Ohio's specific requirements was initiated in March 1976. In response to an overwhelming state interest to participate in the program, a decision was made to add a second participating state to the project, and the steering

committee was expanded to include representatives of three additional states.

The second major Systems Development Division program is information systems development and implementation. In fiscal year 1976, Phase II of the Offender-Based State Corrections Information System Project was completed under the auspices of the SEARCH Group, Inc. It provides state corrections agencies with timely and accurate operational and administrative information for decisionmaking and supports a wide variety of planning, research, and evaluation efforts. During Phase II, the project focused upon the design and implementation of the system in 18 participating states, whose prison population equals 58 percent of the total U.S. prison population.

Under the direction and coordination of SEARCH Group, Inc., Phase II of the State Judicial Information System Project was completed. The project provides state-level judicial administrative information to assist in the planning, management, and operation of court systems. During Phase II, an on-site assessment was made of the Phase I efforts of the 11 original participating states to develop and implement the judicial system. Refinements were made to the functional system design of a model State Judicial Information System. Eighteen states are currently members of the project committee.

Through a joint effort between the International Association of Chiefs of Police and the Bureau of the Census, a comprehensive geographic base file implementation package was developed for use by police departments. A geographic base file is a computerized map system listing street names, addresses, and other data by zip code area for cities. The purpose of the implementation package is to facilitate the transfer of geographic base file technology between police departments and to provide training to those departments actively involved in the development or operation of a geographic base file system. The package consists of a geographic base file manual covering all phases of development and implementation, generalized computer software with associated systems documentation, and a prescriptive document for police administration. Ten tuition-free workshops were also conducted as part of the training program.

A gun-tracing systems study was completed by SEARCH Group, Inc., for LEAA. It consisted of a detailed analysis of firearm tracing at all levels of law enforcement. It analyzed current and

future tracing requirements, and it identified alternatives for future gun-tracing systems. The issues it identified were the feasibility of gun-tracing systems; whether the system should be located at the local, state, or federal level; and whether or not present legislative authority exists for a gun-tracing system.

LEAA's first major effort to demonstrate microcomputer technology in a criminal justice setting was initiated with the Jail Accounting Microcomputer System under the direction of SEARCH Group, Inc. When completed, this system will provide the capability for immediately logging and retrieving information about the location, status, and characteristics of persons in detention and produce periodic management reports. It will be an inexpensive system that can be introduced in a jail operation with minimal training and disruption.

The National Criminal Justice Information and Statistics Service continued its efforts to transfer nationwide the Prosecutor's Management Information System, which originated in the U.S. Attorney's Office in the District of Columbia Superior Court. During fiscal year 1976, these efforts were concentrated on providing technical assistance to prosecutors and other public law agencies interested in the system. Prototype Prosecutor's Management Information System training materials were developed for attorney-level staff as well as administrative staff. A handbook entitled "PROMIS for the Non-Automated or Semi-Automated Office" was published during fiscal year 1976. It brings the benefits of the Prosecutor's Management Information System to the smaller sized prosecutors' offices and thus facilitates uniform statewide reporting. As part of LEAA's efforts to demonstrate the applicability of minicomputers to the needs of criminal justice, the office funded a project which will adapt the Prosecutor's Management Information System to various brands of minicomputers and will enable more prosecutors and court officials to gain the advantages of automation at a greatly reduced expense.

In the area of automated criminal identification systems, the National Criminal Justice Information and Statistics Service funded a pilot project for testing a digital fingerprint transmission system. A project was conducted to fabricate equipment, using existing technology, and to

demonstrate the equipment in operation. In comparing the analog facsimile fingerprints to the digital facsimile, it was found that in most cases digital prints were superior to the analog prints and that a more accurate classification code was achieved from digital facsimile than through analog. This project demonstrated to a conclusive degree that digital facsimile is quite workable in fingerprint identification systems.

Privacy and Security Staff

The Privacy and Security staff was created during fiscal year 1973 to help draft and administer the regulations published pursuant to the Crime Control Act to insure the privacy and security of criminal history record information in LEAA-funded systems. The regulations require that criminal history record information be collected, stored, and disseminated in a manner that assures its completeness, accuracy, and security as well as assuring an individual's right to access and challenge the accuracy of the data.

In response to concerns over the potential impact of the regulations, the issues of dissemination and security were reopened for consideration in October 1975. Public hearings on these issues were held throughout the country prior to final amendment of the regulations on March 19, 1976.

The regulations require that each state submit both a basic and supplemental state privacy and security plan that establishes procedures to be followed in complying with the requirements of the regulations. The basic and supplemental plans from all 50 states were due in March and June 1976 respectively. The plans were reviewed by the regional systems specialists and by a National Criminal Justice Information and Statistics Service/Office of General Counsel task force committee.

To further help the states use the procedures described in the plans, LEAA sponsored a series of implementation seminars specifically designed for criminal justice practitioners. They were held throughout the country and attracted wide participation.

The privacy and security staff developed an index to state privacy and security legislation and regulations as well as a cost-analysis of implementation techniques.

During the year SEARCH Group, Inc., published Technical Report Number 13, which reeval-

uated the privacy and security standards initially published in Project SEARCH Technical Report Number 2. Both this document and the revised privacy and security planning instructions received wide distribution and are available through the National Criminal Justice Reference Service.

In the area of research and statistical data, regulations were drafted that require that research and statistical data obtained with LEAA funds be used only for research and statistical purposes, and that with minor exceptions individuals must be advised of the purposes for which the data is being collected. The act also provides that such data is immune from court subpoena. Draft regulations were published, and hearings were held during the past year. It is anticipated that final regulations will be issued shortly.

Fiscal Year 1976 Information and Communications Systems Publications:

The Systems Development Division published an updated and expanded "Directory of Automated Criminal Justice Information Systems," first published in 1972.

During fiscal year 1976, a series of five comprehensive application planning guidelines for law enforcement command and control systems were published and disseminated. Included in this series were:

- "Application of Automated Vehicle Location in Law Enforcement—An Introductory Planning Guide."
- "Application of the Computer-Aided Dispatch in Law Enforcement—An Introductory Planning Guide."
- "Pilot Man-Portable Digital Communications System."
- "Planning Guidelines for Law Enforcement Telecommunications Systems."
- "Multi-Community Command and Control Systems—An Introductory Planning Guide."

The Standing Committee on Advanced Technology of SEARCH Group, Inc., published a report entitled "An Introduction to Microcomputers for Criminal Justice Administrators." It concluded that microcomputers have a major potential for criminal justice application that will begin to be realized in the next two or three years. The most common use of microcomputer technology will not be in the form of stand-alone general purpose

systems but instead will be as component parts of larger computers and as process controllers.

Finally, the Systems Development Division published the "Comprehensive Data System Cost Effectiveness Study," which was prepared by the Institute for Law and Social Research. In addition, the project produced an offender-based transaction statistics/computerized criminal history costing model for state use, a pilot test of the cost

model, a statistical analysis center evaluation criteria, and a comprehensive data system funding methodology that recognizes the funding limitations that can be anticipated during the next several years while attempting to meet major comprehensive data system objectives. This project also provided a preliminary cost analysis of the implementation of LEAA's privacy and security regulations.

Office of Juvenile Justice and Delinquency Prevention

Juvenile crime in America affects almost everyone. Youths account for almost half of all arrests for serious crimes. At the same time, many juveniles in trouble do not receive the attention and care that they need and deserve.

To respond to these issues, a new federal program within LEAA was established by the Juvenile Justice and Delinquency Prevention Act of 1974. The Act created the Office of Juvenile Justice and Delinquency Prevention and, within the office, the National Institute for Juvenile Justice and Delinquency Prevention to serve as its research and evaluation arm.

The new program is similar in many respects to the overall LEAA program. The Act mandates include:

- The coordination of all federal juvenile delinquency programs. The Act calls this program the Concentration of Federal Effort.
- Formula grants to the states. These are made according to a state's population of persons under 18 years of age. To be eligible for funds, states are required to submit yearly comprehensive plans.
- Special emphasis funds for LEAA discretionary use. Under the Act, LEAA retains from one-fourth to one-half of the action funds to use for demonstration projects.
- Technical assistance to federal, state, and local governments, agencies, and organizations.
- Research into the problems of juvenile delinquency and the evaluation of juvenile justice programs.
- Development of standards for the administration of juvenile justice.
- A provision of training for persons working or preparing to work in the delinquency field.
- The establishment of an information clearinghouse.

These last four functions are mandates of the Institute.

Philosophy of the Act. The Act emphasizes the prevention of delinquency and the treatment of offenders. It encourages programs and policies that deter young people from initial contact with the juvenile justice system, divert them from further contact, and insure that status offenders are not institutionalized in correctional facilities. Status offenders are juveniles who have committed acts that would not be crimes if committed by adults, such as truancy, running away, and incorrigibility. In addition, the Act recognizes that a large proportion of serious crime is committed by juveniles and therefore, for the safety of society, violent crimes and felonious crimes committed by juveniles must be curtailed.

Funding. During fiscal year 1976, the Office of Juvenile Justice and Delinquency Prevention administered a budget of almost \$106 million. This total includes \$74 million allocated through the Act and about \$32 million allocated through the Crime Control Act. The office uses Crime Control Act funds because the Juvenile Justice and Delinquency Prevention Act requires that LEAA maintain its fiscal year 1972 level of spending for juvenile-related projects. Table 1 shows the source of the Office of Juvenile Justice and Delinquency Prevention funds. The amounts listed do not include funds administered directly by the states through block grants from the Crime Control Act.

Recognizing that there were more than 100 federal juvenile delinquency programs without a central policy authority, the Congress made the concentration and coordination of federal delinquency control efforts a specific mandate of the Juvenile Justice and Delinquency Prevention Act.

The Act assigns responsibility to the LEAA Administrator for implementing overall policy and for developing objectives and priorities for all federal juvenile delinquency programs.

The Act also established two organizations to assist in the coordination function. They are, first, the Coordinating Council on Juvenile Justice and Delinquency Prevention, made up of the heads of the federal agencies most directly involved in youth-related program activities and

Table 1. Fiscal year 1976 funding for the Office of Juvenile Justice and Delinquency Prevention (including the National Institute for Juvenile Justice and Delinquency Prevention)

Source	In Millions		
	Allocation*	Awarded	Balance
JJDP Act	\$74.0	\$51.219	\$22.281
Part E	19.310	14.651	4.659
Part C	6.410	2.178	4.232
NILECJ	4.171	1.261	2.910
Technical Assistance	1.689	1.689	-0-

*This amount includes: (1) \$25 million in fiscal year 1975 funds under the JJDP Act supplemental reappropriation; (2) \$40 million from the fiscal year 1975 JJDP Act allocation; (3) \$10 million in transition quarter JJDP Act funds; (4) \$438,000 in transition quarter funds from the Crime Control Act; (5) \$12,727 million from the fiscal year 1975 carry over balance from the Crime Control Act funds; (6) \$18.4 million allocated in fiscal year 1976 from the Crime Control Act; and (7) \$15,000 transferred to the Office of Juvenile Justice and Delinquency Prevention by the Office of Planning and Management.

chaired by the Attorney General and, second, the National Advisory Committee on Juvenile Justice and Delinquency Prevention, whose 21 members are appointed by the President. One-third of the members must be less than 26 years of age at the time of their appointment.

During the fiscal year, the office prepared the First Analysis and Evaluation of Federal Juvenile Delinquency Programs, which included a preliminary inventory of federal programs in the area. The office identified 117 relevant programs which were categorized as follows:

- Delinquency treatment programs explicitly and exclusively devoted to the delinquency problem (10 programs).
- Prevention programs for youths at risk in which services or benefits that compete with factors believed to cause delinquent behavior are directed at youths especially vulnerable to delinquency (36 programs).
- Related law enforcement or criminal justice improvement programs that include juveniles without focusing on them exclusively (13 programs).
- General programs indirectly related to delinquency prevention (57 programs).

The office also prepared the First Comprehensive Plan for Federal Juvenile Delinquency Programs to provide a foundation for future federal delinquency programming. The plan addresses the roles of each agency in the overall strategy,

provides policy direction, and describes preliminary steps that must be taken before large-scale program and fiscal coordination is attempted.

Coordinating Council Activities. As required by law, the Coordinating Council met six times during the fiscal year. Early meetings focused on general goals and priorities for federal juvenile justice and delinquency prevention programs. Later meetings concentrated on policy options and the development of a federal agenda for research into juvenile delinquency issues.

Advisory Committee Activities. During the first year the National Advisory Committee held four meetings that focused primarily on the orientation of members on their role and relationship to programs operated by the Office of Juvenile Justice and Delinquency Prevention and other agencies. The Committee also established three subcommittees: the Advisory Committee for the National Institute for Juvenile Justice and Delinquency Prevention, the Advisory Committee to the Administrator on Standards for the Administration of Juvenile Justice, and the Advisory Committee for the Concentration of Federal Effort.

Formula Grants

The Act recognizes that if youth crime and its causes are to be curtailed a major effort must be made at the state and local levels.

The federal government may advise, provide information, conduct research, provide coordination and direction, and even carry out its own specific programs. But it is the public and private agencies at the state and local levels that operate the programs and projects that have a direct and substantial bearing on juvenile delinquency problems.

Therefore, a major Office of Juvenile Justice and Delinquency Prevention activity is to make formula block grants to the states to assist them in planning, establishing, operating, coordinating, and evaluating juvenile projects. The amount available for this purpose is from 50 to 75 percent of the action funds appropriated under the Act.

The formula grants are allocated according to the state's population of persons less than 18 years of age. A minimum of \$200,000 goes to each state as well as the District of Columbia and Puerto Rico. A minimum of \$50,000 is available for the Trust Territory of the Pacific, the Virgin Islands, American Samoa, and Guam.

During fiscal year 1976, participating states were awarded \$19.771 million available under this program. Thirteen states did not participate. Participating states and their formula grants are shown in Table 2.

Special Emphasis Programs

In addition to the formula grants, the office makes grants to public and private nonprofit agencies, organizations, and individuals to foster certain promising approaches. The Act calls these funds Special Emphasis aid. Its purposes are:

- To develop and implement new approaches, techniques, and methods in juvenile delinquency programs.
- To develop and maintain new community-based alternatives to institutionalization.
- To divert juveniles from traditional criminal justice and correctional systems.

Table 2. Allocation of Juvenile Justice and Delinquency Prevention Block Grant Funds

Alabama	---	New Hampshire	200,000
Alaska	200,000	New Jersey	707,000
Arizona	200,000	New Mexico	200,000
Arkansas	200,000	New York	1,731,000
California	1,966,000	North Carolina	---
Colorado	229,000	North Dakota	200,000
Connecticut	303,000	Ohio	1,108,000
Delaware	200,000	Oklahoma	---
Florida	625,000	Oregon	207,000
Georgia	487,000	Pennsylvania	1,140,000
Hawaii	---	Rhode Island	200,000
Idaho	200,000	South Carolina	283,000
Illinois	1,125,000	South Dakota	200,000
Indiana	545,000	Tennessee	---
Iowa	289,000	Texas	1,185,000
Kansas	---	Utah	---
Kentucky	---	Vermont	200,000
Louisiana	411,000	Virginia	471,000
Maine	200,000	Washington	344,000
Maryland	409,000	West Virginia	---
Massachusetts	556,000	Wisconsin	469,000
Michigan	963,000	Wyoming	---
Minnesota	409,000	American Samoa	50,000
Mississippi	---	Dist. of Col.	200,000
Missouri	460,000	Guam	50,000
Montana	200,000	Puerto Rico	349,000
Nebraska	---	Virgin Islands	50,000
Nevada	---	Trust Territory	50,000

- To improve the capacity of public and private agencies and organizations to provide services to juveniles who are thought to be in danger of becoming delinquent.
- To develop and implement model programs and methods to keep students in elementary and secondary schools and to prevent unwarranted and arbitrary suspensions and expulsions.
- To facilitate the adoption of standards for juvenile justice at all levels of government.

One type of discretionary aid is provided by LEAA from funds authorized by the 1968 Crime Control Act, the other is provided by the Juvenile Justice and Delinquency Prevention Act. Discretionary funds may be granted to states, local governments, organizations, or individuals. At least 20 percent of the special emphasis funds are earmarked each year for private nonprofit organizations and institutions with experience in dealing with youths.

These discretionary funds are being used to support program initiatives in priority areas. The development of the objectives and goals of each initiative is based on an assessment of the existing data and previous research and evaluation studies. Each initiative is then coordinated with technical assistance and evaluation efforts.

There were four initiatives during fiscal year 1976:

- The deinstitutionalization of status offenders.
- The diversion of juveniles from the juvenile justice system.
- The reduction of serious crime in the schools.
- The prevention of delinquency through programs by youth-serving agencies.

The office received more than 420 preliminary applications for the first initiative area—the deinstitutionalization of status offenders (young people whose offenses would not be criminal if committed by adults). In December 1975 the office awarded 13 grants totaling \$11,871,910. These projects will affect about 24,000 juveniles with an average cost of \$420 per youth. Nearly 71 percent of the total funds awarded will be available for contracts and the purchase of services from private nonprofit youth agencies and organizations.

The office announced the second initiative—diversion—in April 1976 and received more than

260 preliminary applications. The office awarded 11 grants totaling \$8.5 million. The program will focus on juveniles who would normally be adjudicated delinquent and who are most likely to further penetrate the juvenile justice system.

As for school crime, the office has transferred funds to the Teacher Corps-Youth Advocacy Programs and to the Drug Education Program in Health, Education and Welfare's Office of Education to develop programs in this area. Emphasis in the programs will be on training teachers and administrators in methods of handling violent and disruptive youth as well as involving students in preventing and controlling violence in schools. Under the fourth initiative—juvenile delinquency prevention—grants will be made to national youth-serving organizations to implement demonstration projects through their affiliates to increase the quality and quantity of services to juveniles who have a high risk of becoming delinquent.

An additional group of initiatives will be funded during fiscal year 1977. These include programs to:

- Reduce serious crime among institutionalized violent offenders.
- Prevent delinquency by improving neighborhoods and their services.
- Reduce serious crime committed by juvenile gangs.
- Provide alternatives to incarceration for juveniles through restitution projects.

National Institute for Juvenile Justice and Delinquency Prevention

The Institute was created to provide research and evaluation support for the Office of Juvenile Justice and Delinquency Prevention's action programs and to serve as an information resource for the juvenile justice community and others concerned about the problems of youth crime.

Specifically, the Institute was charged with the following functions:

- To conduct, encourage, and coordinate juvenile delinquency-related research.
- To conduct, encourage, and coordinate evaluations of juvenile delinquency programs.

- To collect, analyze, and disseminate useful data about the treatment and control of juvenile offenders.
- To develop standards for the administration of juvenile justice at the federal, state, and local levels.
- To provide training for personnel connected with the treatment and control of juvenile delinquency.

Research

To add to the general understanding of delinquency the Institute has supported such projects as follows: a survey to determine the levels of gang violence in major American cities (Walter B. Miller, Harvard University); a study of delinquency and crime trends (Herman Kahn, The Hudson Institute); a nationwide assessment of juvenile corrections (Robert D. Vinter and Rosemary Sarr, University of Michigan); two studies to examine the relationship of juvenile careers to adult careers (Marvin Wolfgang, University of Pennsylvania, and Lyle Shannon, University of Iowa); and an analysis of data gathered from over 3,000 Illinois youth and a participant observation study of several Illinois communities (Joseph Puntil and Gary Schwartz, Institute for Juvenile Research, Chicago).

The Institute has supported various assessment studies, among them assessment of prevention programs, to study their objectives, structures, and effectiveness; the state-of-the-art of alternatives to incarceration and diversion programs and practices; strategies for dealing with disruptive and violent behavior in schools; rehabilitation approaches for the dangerous or violent juvenile offender; and an assessment of the relationship between learning disabilities and juvenile delinquency.

The results of these Institute-sponsored studies (and others conducted elsewhere) have been used by the Office of Juvenile Justice and Delinquency Prevention to shape action programs already funded or currently being planned for future implementation.

To add to the data base on juvenile delinquency and juvenile justice, the Institute awarded a grant to the National Center for Juvenile Justice to collect and analyze data from the Juvenile Court Statistical Reporting System, formerly the responsibility of the Department of Health, Education, and Welfare. The Institute also funded the

National Center to establish a panel of experts who are surveyed periodically about issues and trends in juvenile justice. It funded a project by the National Council of Juvenile Court Judges to survey existing automated information systems preparatory to the development of a model information system for use in juvenile courts.

In addition to the projects described above, the Institute takes advantage of the rich opportunities its unsolicited research program offers. During fiscal year 1976 projects funded under this program included studies of delinquency prediction and treatment of juvenile offenders. The Institute is also participating in the Visiting Fellowship Program, funded by LEAA's National Institute of Law Enforcement and Criminal Justice, in which fellows conduct research for up to two years. One fellow has already begun research on violence and vandalism in public schools.

Research and Demonstration

The Institute is supporting two research and demonstration programs concerned with an investigation of the link between learning disabilities and delinquency and an evaluation of the Philadelphia Youth Services Center. Funding and site selection have been completed on the learning disabilities program, which is well underway. The Philadelphia Center was chosen for evaluation due to its unique use of specialists through purchase of service agreements. The project contains a direct service and referral approach.

Evaluation

The National Institute of Juvenile Justice evaluation program is focused primarily on the action programs of the Office of Juvenile Justice and Delinquency Prevention.

For each office action program area the Institute is undertaking three related activities: background work, evaluation planning, and the implementation of the evaluation plan.

The deinstitutionalization of status offenders initiative gave the Institute its first major evaluation opportunity. To conduct the national evaluation and coordinate the overall effort, the Institute awarded a grant to Drs. Solomon Kobrin and Malcolm Klein of the University of Southern California. They did the initial planning and are now conducting the overall national evaluation as well as coordinating the local project evaluations being

conducted by independent evaluators at each project site. Total funding for planning and evaluations is approximately \$2 million.

Planning for the evaluation of the diversion initiative was conducted by Don Gibbons of Portland State University.

Diversion

The evaluation funded by the Institute is designed to compare (a) the results of diversion vs. continuation through the juvenile justice system and (b) treatment vs. no treatment in terms of outcomes for youth and impact on the operations of the juvenile justice system.

In addition to these evaluation efforts, the Institute continued its support of the Harvard University (Lloyd Ohlin, Alden Miller, and Robert Coats) state-wide evaluation of the Massachusetts experience with community-based programs established since the closing of that state's training schools for juveniles.

Information

The Institute considers the information function to be at the heart of its mission. All of the Institute's functions—research, evaluation, training, and standards development—are designed to generate, collect, or disseminate critical information to the juvenile justice community. The Institute sees the information function to be one of gathering, assessing, and synthesizing relevant information available from all pertinent sources. The information is disseminated through the National Criminal Justice Reference Service.

During fiscal year 1976 the Institute established three of four planned assessment centers. Three of the centers are focused on broad delinquency topic areas. The fourth shares responsibility with the Institute for overall coordination of the program. The three topical centers are focused on: (1) delinquent behavior and its prevention (currently in process of funding); (2) the juvenile justice system (police, courts, and corrections); and (3) alternatives to juvenile justice system processing. The center's products will be used by juvenile justice decisionmakers, researchers, practitioners, planners, Office of Juvenile Justice and Delinquency Prevention staff, and other public and private groups.

A major product of the assessment centers will be a yearly compendium of information, sta-

tistics, and analysis of juvenile crime and related trends in America.

The National Institute for Juvenile Justice and Delinquency Prevention is also in the process of funding evaluation planning and implementation of the evaluation plan for these other Special Emphasis Program Initiatives: *Delinquency Prevention*, in which the evaluation will determine the effects of program participation on the attitudes and behavior of youth, on local juvenile justice agencies, on the community, and on the grantee agency; *Restitution*, to determine which programs are most effective for which offenders; and *Reduction of Crime and Disruption in Schools*, which seeks to document the process by which projects are implemented, problems encountered, success of different strategies achieved, and impact on youth's involvement in delinquency.

Training

The Juvenile Justice and Delinquency Prevention Act assigns an extensive training function to the National Institute for Juvenile Justice and Delinquency Prevention, including programs within and outside the Institute and both short-term and long-range programs for a wide variety of professionals and volunteers working in juvenile delinquency.

Because resources and staff are limited, the Institute is attempting to define its training role more precisely and to determine specific areas of emphasis. The Institute therefore commissioned papers from a number of training experts in a variety of fields. These and other information sources are currently being used to shape the Institute's training program. Other projects included a program to train educators within correctional institutions to teach incarcerated youths to read and a grant to the National Council of Juvenile Court Judges to train juvenile court judges and other court personnel.

Standards

The Juvenile Justice and Delinquency Prevention Act requires the Institute to review existing reports, data, and standards concerning the juvenile justice system and develop standards for the administration of juvenile justice at the federal, state, and local levels.

To carry out this responsibility, the Institute is providing staff support to the Advisory Committee to the Administrator on Standards for the Administration of Juvenile Justice, a subdivision of the National Advisory Committee. The Standards Committee prepared two interim reports and a set of standards regarding the jurisdiction, organization, and procedures of and the rights which apply in the courts handling matters relating to juveniles during the fiscal year. It will submit a second volume of standards covering the delinquency prevention, intercession, supervision, and administration of the juvenile service system to Congress and the President by March 31, 1977.

The Institute has coordinated its standards effort with two other national standards development projects—the Juvenile Justice Standards Project, conducted by the American Bar Association and the Institute of Judicial Administration, and the Standards and Goals task Force on Juvenile Justice and Delinquency Prevention being staffed by the American Justice Institute.

Technical Assistance

The Juvenile Justice and Delinquency Prevention Act requires that technical assistance be provided to public and private agencies, and institutions in developing and implementing juvenile delinquency programs, and federal, state, and local governments, courts, public and private

agencies, institutions, and individuals for planning, establishing, funding, operating, and evaluating juvenile delinquency programs.

During fiscal years 1975 and 1976 technical assistance funds were used to support the major programs of deinstitutionalization, diversion, and delinquency prevention. Awards are made to technical assistance contractors having expertise in delinquent behavior and knowledge of innovative programs and techniques which address these areas.

The other major activity of Office of Juvenile Justice and Delinquency Prevention formula block grants to the states and territories is supported by technical assistance to the states and to the SPA's and subgrantees in assessing their current and projected technical assistance needs and resources and then developing and implementing a plan for meeting these needs.

The Technical Assistance Division also:

- Reviews the composition of state planning agency supervisory boards, advisory boards, and regional planning units for compliance with statutory mandates.
- Plans and implements quarterly workshops for regional office staff to support effective program operation.
- Prepares task statements to assist in development of Technical Assistance contracts that will support all of the Office of Juvenile Justice and Delinquency Prevention's program activities.

Office of Civil Rights Compliance

The Office of Civil Rights Compliance is responsible for the effective enforcement of the civil rights responsibilities of recipients of LEAA financial assistance.

To receive LEAA funds state and local criminal justice agencies must assure full compliance with the provisions of Title VI of the Civil Rights Act of 1964, the Department of Justice Equal Employment Opportunity Regulations, Section 518(c) of the Crime Control Act of 1973, Section 262 of the Juvenile Justice and Delinquency Prevention Act of 1974, and Executive Orders 11246 and 11375 prohibiting employment discrimination under federally assisted construction contracts. In addition, all recipient criminal justice agencies having 50 or more employees are required to prepare equal employment opportunity programs in accordance with the guidelines set forth at 28 CFR 42.301, et seq. as a prerequisite to funding. Recipient criminal justice agencies must maintain these programs for audit by the Office of Civil Rights Compliance or the relevant state planning agency.

The office conducts complaint investigations and civil rights compliance reviews and monitors federally assisted construction projects. It also monitors several technical assistance contracts designed to further the utilization of minority group members and women in criminal justice agencies. Liaison and coordination has been established with numerous other federal offices having similar responsibilities to minimize the duplication of effort. In addition, the office assists the LEAA General Counsel and divisions of the Department of Justice in preparing civil rights compliance cases involving LEAA grantees and others where LEAA is a party.

Executive Orders 11246 and 11375 prohibit discrimination based on race, creed, color, sex, or national origin by federal contractors and federally assisted contractors and place upon the Secretary of Labor the responsibility for their implementation. The Secretary in turn has delegated to the Office of Federal Contract Compliance Programs of the Department of Labor the authority to adopt rules and regulations necessary to imple-

ment the orders and to monitor and supervise the activities of all federal agencies in this area.

Accordingly, the office coordinates with the Office of Federal Contract Compliance Programs in meeting LEAA's responsibilities for monitoring the equal employment opportunity practices of contractors awarded contracts for the construction or renovation of facilities with LEAA financial assistance.

Under the Crime Control Act of 1973 LEAA may award funds for the construction or renovation of criminal justice facilities. In June 1974 LEAA issued guidelines advising the state planning agencies that they are the primary source of compliance information on construction projects. Upon approval of all grants exceeding \$10,000, the state planning agencies must provide the office with information about each forthcoming project. The office then provides the contractor with monthly reporting forms that detail the utilization of minority group members and females by trade, hours worked, and numbers compared to total employees.

Construction project information is analyzed by both LEAA and the Office of Federal Contract Compliance Programs in the Department of Labor, particularly when it concerns those LEAA-funded projects in communities having Hometown or Imposed Plans. A Hometown Plan is an affirmative action plan developed locally by representatives of labor unions, management, and minority community to correct an under-utilization of minority group members and females. An Imposed Plan is an affirmative action plan developed by the Department of Labor or a court when administrative hearings or judicial findings have demonstrated an underutilization of minority group members and women in the construction crafts in a given area to be so serious that goals and timetables for their employment and promotion are necessary. LEAA contract compliance staff have participated regularly in Office of Federal Contract Compliance Programs construction compliance reviews and audits in communities with Hometown or Imposed Plans. These reviews consist of prebid and preconstruction conferences, site visits, and the evaluation of contractor reports. In addition,

the LEAA contract compliance staff conducts prebid conferences on contracts when necessary. The office was monitoring construction projects in excess of \$90 million at the end of the fiscal year.

To better monitor the compliance of LEAA grantees with civil rights laws the office has considered ways to obtain the earliest possible knowledge of construction subgrants. One method that has been implemented is to regularly receive from LEAA's grants management information system computer printouts of all construction grants currently awarded from block grant or discretionary funds. In addition, the office coordinates with the regional offices to insure prompt reporting by the state planning agencies.

In order to better advise the state planning agencies and regional and local planning units, a part of the regional training programs conducted for LEAA by the International Association of Official Human Rights Agencies included a workshop on contract compliance matters.

In those communities in which no Hometown or Imposed Plan exists, LEAA has commenced site monitoring of grants of more than \$100,000. Some projects in nonplan areas may be required to develop an equal employment opportunity program. LEAA will continue to request that contractors with federal LEAA funding exceeding \$10,000 provide monthly reports whether they are in plan or nonplan areas as the guidelines require.

On July 28, 1976, the U.S. Secretary of Labor issued a memorandum to all agencies that effective September 1, 1976, all contracting and administering agencies are directed to adopt the new model federal equal employment opportunity bid conditions for inclusion in all future invitations for bids on all nonexempt federal and federally assisted construction contracts and subcontracts.

Copies of the new model federal equal employment opportunity bid conditions were issued to all regional offices, state planning agencies, and regional planning units.

The Office of Civil Rights Compliance performs site compliance reviews of law enforcement recipients to insure their compliance with civil rights laws and regulations. These reviews are based on an analysis of the information in a recipient's equal employment opportunity program. They may also include the collection of additional information and negotiations to resolve problems.

The office also initiated a program to insure that the required equal employment opportunity

programs are in fact in existence. If a recipient was found not to have a plan, future grant awards were withheld until a plan was received and approved. In fiscal year 1976, 18 grant awards were withheld for the lack of an approved equal employment opportunity program.

The Office of Civil Rights Compliance also performs preaward reviews of all discretionary grant applications exceeding \$500,000. When the preaward review indicates that the grant will have civil rights implications, special conditions are proposed to assure compliance.

Corrections Compliance Report Form

During fiscal year 1976, the Office of Civil Rights issued a civil rights compliance report form to all LEAA-funded correctional institutions, probation, and parole agencies to survey their services to clients and to examine the participation by race and sex of persons in the programs they offer. Areas surveyed included vocational and education programs, counseling, and security classifications.

The survey was conducted under an LEAA contract by a Washington-based computer firm. The Office of Civil Rights Compliance will utilize the information to select agencies and institutions for site compliance reviews. The information will also be useful for investigating complaints concerning allegedly discriminatory services in LEAA-funded corrections programs.

Equal Employment Opportunity Program—Desk Audit

In 1976 the Office of Civil Rights Compliance began conducting desk audits of the equal employment opportunity programs in selected state correctional systems. They were selected because the Office of Civil Rights Compliance had received a complaint against the state department of corrections or because the equal employment opportunity posture of the state prison system had come to the office's attention by some other means, such as the State Advisory Committee Reports of the U.S. Commission on Civil Rights. In all cases where the plan did not comply with the law the documents were returned to the recipient agencies for revision and resubmission.

Complaints and Compliance Reviews

The Office of Civil Rights Compliance continues to process new complaints of discrimination from employees of LEAA-funded programs as well as from the clients of those programs concerning the equal provision of services. In some instances the nature of the complaint may be so broad as to necessitate an on-site comprehensive review. Reviews of this nature involve an examination of a correctional agency's equal employment opportunity posture as well as the services and programs offered by the agency to the inmates by race and sex.

The office docketed 181 complaints of discrimination during the fiscal year and processed numerous miscellaneous inquiries concerning civil rights matters. During the year the office initiated coordinated efforts of a referral nature to Equal Employment Opportunity Commission District Offices and may utilize those experiences to expand such activities on a broader scale during early fiscal year 1977. In June 1976 a state planning agency civil rights briefing conference was conducted that was attended by representatives of 40 state planning agencies. The purpose was to obtain input for a planned program of the referral of complaints and other civil rights matters to state planning agencies for an initial investigation and resolution. LEAA anticipates that this program will become operational in 1977.

Technical Assistance

In fiscal year 1976 the International Association of Official Human Rights Agencies completed its work under an LEAA contract that began in 1973. The association provided equal employment opportunity training to state planning agencies, regional planning units, and criminal justice agencies throughout the United States. The association staff provided training and technical assistance to more than 5,000 persons in more than 130 separate technical assistance visits and workshops. In addition, two training packages in civil rights compliance matters were developed for future LEAA use. The training materials, which include charts, video-tapes, legal briefs, and training manuals, are available for use by LEAA regional offices and state planning agencies. The association also helped the police departments of Norfolk, Virginia, and Orlando, Florida, develop

model equal employment opportunity programs that meet all legal requirements.

The Center for Criminal Justice Agency Organization and Minority Employment Opportunities at Marquette University Law School is currently in its fourth year of LEAA funding. The center's function is to provide technical assistance to criminal justice agencies in the recruitment, retention, and promotion of minority group and female employees. During fiscal year 1976, the center staff provided comprehensive on-site technical assistance to 10 criminal justice agencies. These visits involved full written reports containing recommendations concerning recruitment, selection, training, promotion, assignments, transfer, and disciplinary procedures. Following these studies, three agencies requested that the center staff return to provide training to department recruiters. An additional 10 agencies were helped to write equal employment opportunity programs that were in compliance with all LEAA regulations.

Center staff conducted workshops in 13 locations and on two occasions provided training in test validation procedures.

The Tricultural Recruitment Program was originally funded for one year and called the Law Enforcement Community Outreach and Career Program. This project was primarily for the recruitment and promotion of minority group members for the Miami Police Department. The goal was to utilize a methodology that would appreciably increase minority group representation in the Miami Police Department without factionalizing the city's police force. Originally intended to focus only on the Spanish-speaking community of Miami, it was discovered that the minority group recruitment needs included the black community. Consequently, the program expanded its efforts to include blacks. The program was allowed a five-month extension of its grant period to December 31, 1975, to complete its work on programs that had taken longer than expected.

The Office of Civil Rights Compliance also continued funding a project of national scope to improve the methods of law enforcement personnel selection. This grant was awarded to the University of Chicago's Industrial Relations Center to develop tests for the selection of police officers in departments ranging in size from approximately 700 officers to 7,000 officers. Similar tests will be developed for state highway patrols

and other state police agencies. An objective of this grant is to develop new test elements that can be shown to be job related and which have a minimum adverse impact on minority group members and females. This project will be continued during fiscal year 1977.

During fiscal year 1976 LEAA awarded a grant to Cleveland to help its police department develop a job-related promotional examination for the ranks of sergeant and above and to develop nondiscriminatory entry-level procedures, i.e., background investigations, medical examinations, polygraph tests, and the like. In addition, the grant will provide in-service training for the examining staff of the City's Civil Service Commission, develop a set of in-service training curricula for each rank within the Cleveland Police Department, and produce a replication document setting forth the methodology used to develop each procedure.

To date, a promotional examination has been developed and administered to sergeants, lieutenants, captains, deputy inspectors, and inspectors. The nonwritten selection criteria have been written and are to be implemented within the next six months. In-service training for the examining staff of the Civil Service Commission is still underway and will result in a written procedural manual. A final report, setting forth in-service training requirements for Cleveland police officers

at every rank, also has been produced. Work on the replication document currently is in progress.

The Office of Civil Rights Compliance awarded a contract to the University Research Corporation to provide technical assistance and training in civil rights compliance responsibilities for LEAA grant recipients, state planning agency civil rights compliance officers and regional office staff.

A technical assistance grant to the National Urban League, creating the Law Enforcement Minority Manpower Project was extended until August 31, 1976, and is currently under consideration for fourth year funding. The purpose is to assess the manpower project activities in 10 cities and to develop a handbook from those experiences on how minority group members can be attracted to the various opportunities within law enforcement. The project has recruitment projects in Cleveland; Dallas; Newark; Springfield, Massachusetts; Little Rock, Arkansas; Sacramento; Jackson, Mississippi; White Plains, New York; Topeka-Wichita, Kansas; and Lexington, Kentucky. The project's scope was expanded to assist counties and states, and there is now a greater emphasis placed on recruiting Hispanics and American Indians. During the project's first three years, 13,711 prospects were interviewed, of which 5,578 became applicants, and 637 were hired by criminal justice agencies.

Office of Criminal Justice Education and Training

The criminal justice system critically needs well-educated personnel. The recently created Office of Criminal Justice Education and Training is responsible for LEAA's manpower development programs which are designed to be responsive to the personnel needs of the system. The office was established in April 1976 following a six-month task force study that devised new policies to more effectively manage the Agency's education and training projects.

The task force considered manpower planning to be an integral part of the broader concept of comprehensive planning. Therefore, the report of the task force focused on the relationship of LEAA's manpower programs to the overall planning process. The most important achievement of the Task Force was a management feasibility study that recommended new procedures for administering LEAA's manpower programs.

The Task Force report focused on an assessment of the history, current status, current problems, and solutions to problems experienced in the management of these programs. It also focused on organizational structure, staffing levels, monitoring practices, funding policies, and central office and regional office relationships. A particular concern of the task force was the effect these variables have had on program decisionmaking. This report constituted the most comprehensive information available on LEAA's manpower planning and program development activities.

The new Office of Criminal Justice Education and Training has authority for policy direction and coordination in manpower planning and program development. With the existence of the Office of Criminal Justice Education and Training, the organizational and staff capability for the development of the concept of manpower planning as an integral part of comprehensive planning exists for the first time in the history of LEAA. The office is responsible for the Law Enforcement Education Program, the Educational Development Program, the Internship Program, and the Graduate Research Fellowship Program. It is also responsible for establishing liaison with the managers of the Organized Crime Prosecutor Training Program, the National Manpower Survey, the programs supported by Section 402(b)(6) funds,

including training for state planning agency and regional planning unit personnel and state and local courts and corrections personnel, and the training programs of the National Institute for Juvenile Justice and Delinquency Prevention.

The Law Enforcement Education Program

The Law Enforcement Education Program is the largest, most visible Agency manpower program. It is an educational assistance program designed to improve and strengthen law enforcement and criminal justice by upgrading the educational level of criminal justice practitioners. The program provides grants to institutions of higher education for financial assistance to criminal justice students. In-service criminal justice personnel or those intending to enter the criminal justice field are eligible to receive Law Enforcement Education Program funds.

There are two types of financial assistance available through the program: grants up to \$400 per semester or \$250 per academic quarter for the payment of tuition, fees, and books for criminal justice employees enrolled in a degree program that will enhance professional competence and loans up to \$2,200 per academic year for students enrolled full-time in programs leading to degrees directly related to law enforcement. Both grants and loans include a forgiveness feature that requires subsequent full-time employment in criminal justice.

The Law Enforcement Education Program has attracted an increasing number of students to the classroom as criminal justice agencies have raised their educational requirements for employment, pay increases, and promotions. Nearly \$42 million in Law Enforcement Education Program funds have been allocated to the ten LEAA regional offices for the 1975-1976 program year. Approximately 92,000 students in 1,035 institutions received assistance during fiscal year 1976. Table I summarizes the Law Enforcement Education Program allocations by state for fiscal year 1976.

Institutional applications to join the education program are evaluated for relationship to the manpower needs identified by LEAA, the nature

Table I. Distribution of Law Enforcement Education Program Funds

Fiscal Year 1976*			
State	Amount	State	Amount
Alabama	\$ 651,480	Nebraska	\$1,032,411
Alaska	28,608	Nevada	182,000
Arizona	471,836	New Hampshire	137,575
Arkansas	157,052	New Jersey	1,466,667
California	4,224,637	New Mexico	233,113
Colorado	402,650	New York	4,650,849
Connecticut	433,685	North Carolina	701,410
Delaware	172,369	North Dakota	87,522
District of Columbia	547,884	Ohio	1,846,351
Florida	2,993,746	Oklahoma	503,181
Georgia	995,383	Oregon	569,783
Hawaii	219,892	Pennsylvania	2,164,325
Idaho	52,954	Rhode Island	88,800
Illinois	1,954,141	South Carolina	365,116
Indiana	902,849	South Dakota	146,908
Iowa	460,172	Tennessee	437,279
Kansas	208,198	Texas	2,286,000
Kentucky	657,625	Utah	211,750
Louisiana	579,312	Vermont	89,065
Maine	124,475	Virginia	504,969
Maryland	1,039,352	Washington	903,441
Massachusetts	1,522,870	West Virginia	115,501
Michigan	1,925,114	Wisconsin	738,434
Minnesota	497,099	Wyoming	31,210
Mississippi	246,320	Puerto Rico	272,900
Missouri	303,665	Virgin Islands	10,500
Montana	87,082		
		Total**	\$41,637,510

*As of June 30, 1976
 **Includes Reversionary Money

of the academic program offered by the institution, the quality of faculty that teaches criminal justice courses, and the capacity of the institution to meet the identified manpower needs.

To insure that Law Enforcement Education Program funds are directed toward criminal justice degree programs of the highest caliber, the guidelines suggest minimum criteria for crime-related degree programs and preferred qualifications for faculty members teaching crime-related courses. A participating institution must also meet established criteria to award loans to new preservice students. The colleges and universities are required to offer a crime-related degree program headed by a full-time director and supplemented

by a placement service for criminal justice students. The degree program must include student work experience in the criminal justice system.

Internship Program

College graduates with work experience related to their academic studies have a 60 percent better chance than other graduates of obtaining employment compatible with their education, according to research findings of the National Institute on Education, Department of Health, Education, and Welfare. The findings also reveal that work experience leads to a greater learning ability

and a higher retention of material related to the work experience.

The Internship Program is designed to promote interest in criminal justice careers by supplementing a student's academic studies with practical work experience. The program provides funds for college students to work as interns in public criminal justice agencies, such as police departments, corrections facilities, and courts during summer recess or while on leave from a degree program. LEAA provides a maximum weekly payment of \$65 to the intern, and the employing criminal justice agency is expected to supplement this stipend. During fiscal year 1976, program funds supported approximately 480 interns.

A college or university receiving an LEAA internship grant is responsible for the development of internship positions with criminal justice agencies, the selection of student interns, and the general supervision of the internship funds. The student intern must be enrolled in a crime-related degree program.

The following schools received average awards of \$25,729 for fiscal year 1976: Northeastern University, John Jay College, George Washington University, University of South Florida, Michigan State University, Oklahoma State University, Washburn University, University of Hawaii at Manoa, Evergreen State College, and West Virginia State College. The participating schools were nominated by the regional offices on the basis of the following criteria:

- The institution's identified role in meeting criminal justice manpower needs. Basic to the identification of such institutions would be an assessment of manpower needs and the institution's capability for providing an acceptable response to these needs.
- The institution's capability for preparing preservice graduates to enter the field of criminal justice.
- The institution's eligibility to participate in the preservice portion of the Law Enforcement Education Program. Participation in the preservice portion of the Law Enforcement Education Program requires a full-time coordinator and a placement service following the completion of studies.
- The institution's capability and willingness to design a year-round internship program that provides for intern place-

ments, student counseling, and agency guidance necessary to a work-study experience for college juniors, seniors, or graduate students enrolled in a crime-related major.

Educational Development

Grants awarded to institutions of higher education under the Educational Development Program are used for criminal justice curriculum development, the education and training of criminal justice faculty, and research in criminal justice teaching methods. LEAA has stressed cooperation among colleges and universities involved in educational development and has placed a high priority on supporting consortium efforts.

During fiscal year 1976, two consortia were the main recipients of educational development program funds. The National Criminal Justice Educational Consortium, comprised of Arizona State University, Eastern Kentucky University, Michigan State University, Portland State University, the University of Maryland, and the University of Nebraska at Omaha, received funds to develop and strengthen doctoral-level criminal justice programs and related studies. As a result of the grant, three universities created doctoral programs, and two institutions expanded existing Ph.D. programs. Member universities also have initiated an intensive research program to evaluate the need for masters and doctoral-level programs in criminal justice education and the need for and effectiveness of a criminal justice education consortium. In addition, the research program is investigating the key issues in criminal justice education. The consortium is writing a five-volume report of its findings.

Positive Futures, Inc., a consortium of nine black colleges, also received educational development funds during fiscal year 1976. This group received a grant specifically for the development of bachelor degree programs designed to meet the needs of criminal justice students at predominantly black colleges and universities.

Graduate Research Fellowship Program

The Graduate Research Fellowship Program supports academic research that contributes to new perspectives on criminal justice problems.

Funds are provided to graduate students who have completed all requirements for the doctoral degree except the dissertation. The highest priority is given to projects that offer solutions to particular criminal justice problems or improve criminal justice manpower planning.

The National Criminal Justice Educational Consortium, described above, received \$100,000 during fiscal year 1976 for doctoral candidates attending consortium universities, and \$150,000 was designated for the Competitive Graduate Research Fellowship Program. Although competitive fellowships are awarded to individuals, the institutions enrolling selected fellows administer the federal funds.

In the competitive program doctoral candidates submitted concept papers describing their

proposed research and methodology to LEAA with the approval of their colleges or universities. An evaluation committee comprised of criminal justice academicians reviewed the concept papers and selected candidates to submit an application for fellowship funds. Concept papers were judged on the basis of the perceived need for the subject matter in the criminal justice body of knowledge, the originality of the research subject, the quality and feasibility of the methodology, the practical applicability of the findings, and the applicant's qualifications to produce an acceptable dissertation. An internal committee within LEAA reviewed the applications and chose fellows on the basis of the perceived need for the subject matter.

During fiscal year 1976, 25 doctoral candidates received Graduate Research Fellowships.

Office of Equal Employment Opportunity

The Equal Employment Opportunity Office's mission is to insure the fair and equal treatment for all LEAA employees and applicants for LEAA employment, regardless of race, color, religion, sex, age, or national origin, thereby improving employment practices within the Agency.

The LEAA Equal Employment Opportunity program was established by the Administrator in April 1972. Before that time this service was provided by the Division of Legal and Administrative Activities of the Department of Justice. The need for a separate Equal Employment Opportunity program was related to the physical separation of LEAA from the Department of Justice. The Director of LEAA's Office of Equal Employment Opportunity serves as a staff officer to the Administrator, who has direct responsibility for the Agency's Equal Employment Opportunity program.

Major Activities

The LEAA Equal Employment Opportunity Handbook, which is of interest to all LEAA employees and applicants for employment, has been revised and is being printed. Included in the handbook is the LEAA Equal Employment Opportunity Affirmative Action Plan for fiscal year 1976, which is a statement of management's assessment of the status of the Equal Employment Opportunity program and actions to be taken to meet specific objectives in order to improve the effectiveness of the program.

In addition to the office's major activities—complaint processing, precomplaint counseling, and individual career counseling—the office keeps a notebook of current position vacancy announcements from several government agencies as well as the Department of Justice.

A mailing list of approximately 45 individuals, minority groups, and women's organizations is maintained to keep them informed of position vacancies as they occur.

Currently there are 18 trained part-time Equal Employment Opportunity counselors in LEAA. There is one counselor in each regional office and eight in LEAA headquarters. The counselors are responsible for providing prompt, expert advice and information to employees and applicants for employment who have questions that involve discrimination. They establish and maintain open and sympathetic channels through which employees and applicants may raise questions, discuss grievances, and when possible get a resolution of problems dealing with equal employment opportunity on an informal basis. The Agency has also established an Equal Employment Opportunity Employees' Committee. This four-member group represents all LEAA employees by serving as advisors to the LEAA Director of Equal Employment Opportunity about their concerns, thereby assuring LEAA employees a means of participating in the Equal Employment Opportunity program.

The office actively participates in three special emphasis programs that the Department of Justice has undertaken: the Federal Women's Program, the Spanish-speaking Program, and the Black Affairs Program. They are designed to focus attention on the employment status of these groups to define special problems they face and to propose to management appropriate actions to meet the identified needs of these individuals.

The office staff has, along with the Department of Justice's Equal Employment Opportunity group and bureau Equal Employment Opportunity staffs, participated in a number of conventions and conferences of national women and minority group organizations. The main objective of these organizations is an equal opportunity for their representative group members. The thrust of the Department's participation is to inform everyone of job opportunities within the Department of Justice and to inform interested individuals about the functions of the various bureaus.

The following is a comparative analysis of the number and percentage of minorities employed in LEAA's headquarters and regional offices:

	December 31, 1975		June 30, 1976	
	Number	Percent	Number	Percent
Nonminority	642	75.9	679	76.4
Black	182	21.5	187	21.0
Hispanic	14	1.7	14	1.6
Asian American	7	.8	8	.9
Native American	1	.1	1	.1

Office of the Comptroller

The Office of the Comptroller advises the LEAA Administration on the Agency's financial management. The office plans the Agency's budget and operates its accounting and reporting systems. In carrying out these activities the office is responsible for the following functions:

- Establishing Agency-wide financial and grants management policies.
- Auditing and scheduling payment on all vouchers and invoices.
- Negotiating and administering contracts and procurement.
- Operating LEAA's accounting system.
- Providing systems and data processing support to LEAA, including the development and implementation of the LEAA Grant Program File, which is a system that gives management information for program analysis, evaluating the impact of LEAA funds, and decisionmaking by program managers, criminal justice researchers, government officials, and the Congress. It tracks grants and contracts from initial application through final closeout and provides an inventory of all LEAA grants, subgrants, contracts, and interagency agreements.

The office assists the National Conference of State Criminal Justice Planning Administrators in developing the state planning agency management information system and provides technical assistance and training to the regional offices and the state planning agencies for financial management, grant administration, budgeting, accounting, and contracting.

During fiscal year 1976 and the transition quarter the office:

- Developed the LEAA Telecommunications Network, which is a prototype system of approximately 20 cathode ray tube terminals in selected regional and central offices. The ultimate network, scheduled for implementation by the end of 1978, will consist of approximately 100 terminals located in central and regional offices and state

planning agencies. The network will use a high-speed capability to transmit correspondence and query and update LEAA's computerized data bases.

- Submitted the LEAA accounting systems documentation to the Department of Justice and General Accounting Office for review and approval.
- Issued or revised directives to provide improved procedures in accounting, grants management, and contracts administration. Examples of such directives include the imprest fund manual, small purchase instruction, LEAA Travel Regulation Handbook, overtime and premium pay, time and attendance responsibility, and use of the LEAA imprest fund.
- Commenced the development of a grants administration manual that will provide grantees policies and procedures governing the administration and financial aspects of LEAA grant requirements.
- Offered a series of training programs in grant and contract administration for LEAA, state, and local professional personnel to provide a knowledge of the basic financial principles and procedures of grant management. The courses offered were in the federal procurement system, work statement preparation, contracting with small minority business firms, grantee contracting with federal dollars, grant processing and administration, basic financial management, and advanced financial grants management. In addition, training courses were provided for central and regional office personnel in fund control, travel requirements, and payroll problems. During the past three years the Office of the Comptroller has trained 1,500 people from 38 states in basic procurement practices and grant administration.

Office of Audit and Investigation

The Office of Audit and Investigation is operationally independent of other Agency offices. It provides national direction, control, and leadership for integrated comprehensive audit and investigation services for LEAA and for all parties performing under LEAA contracts, grants, or other agreements. The office investigates alleged irregularities and conducts special inquiries; it coordinates those investigations with other federal and state investigative agencies. It also provides training and technical assistance to state and local audit functions. The office consists of four headquarters divisions and four field divisions.

The office is responsible for the auditing of other federal funds in specified organizations. The federal agency having the most money in a particular state agency or nongovernmental unit has audit responsibility for the federal money in that agency or unit. Currently, LEAA has audit responsibility for more than 20 state agencies and 28 nongovernmental entities. Most of the nongovernmental units are nonprofit, private organizations associated with criminal justice. Most of the state agencies are state planning agencies. In planning its workload, the Office of Audit and Investigation examines the dollar volume of the LEAA programs, susceptibility of programs to abuse or compromise, and time elapsed since the last audit or investigation.

The Office of Audit and Investigation is continuing its efforts to help states assume the responsibility for conducting comprehensive audits of LEAA-sponsored programs. Comprehensive audits include programmatic as well as financial examinations of an agency's operations.

During each year since fiscal year 1972, the office has sponsored a series of two-week training programs for state and state planning agency auditors responsible for auditing SPA's and their subgrantees. During fiscal year 1974, a special one-week advanced course was begun for those who had previously attended the initial course. Classroom instruction has been given to 956 auditors—645 in the two-week course and 311 in the advanced course. In fiscal year 1976, 175 state auditors participated in the training course.

The audit courses cover substantive information and techniques that enable auditors to perform effective audits of the SPA's and SPA subgrantees. Subjects studied include financial operations, contract auditing, SPA organization and structure, statutory requirements, problems of state auditors, the development of audit findings, reporting systems, and audit presentation.

In addition, a three-day session is held annually at the Interagency Auditor Training Center for the heads of the state audit agencies. It explains LEAA's training programs for state auditors as well as the LEAA block grant program and the LEAA audit methodology. It also provides an opportunity to exchange ideas and discuss common problems. In fiscal year 1976, the seminar was attended by 39 state officials. By this method, the office hopes to speed up each state's assumption of audit and review responsibilities.

Coordination on the actual audits is another way in which the office attempts to work with the states. There has been state auditor participation on office audit teams in 36 states. In another five states there has been limited participation. The plan provides a means for each state to more readily assume its responsibility for auditing its block grant program, eliminating the need for a large staff of LEAA auditors, and strengthening state audit capabilities. In many states, the state auditors are now performing the audits themselves, with this office providing technical assistance and/or an assignment of auditors to the state audit team.

During fiscal year 1976 and the transition quarter the office transmitted 331 audits, reviews, and inspections. The office continued its effort to assist the states in assuming the responsibility for comprehensive audits of LEAA programs. In addition, 110 investigations and special audits were closed during the fiscal year. Audits of state planning agencies have questioned approximately \$24 million. Of this amount, \$3 million has been refunded to LEAA.

Public Information Office

The Public Information Office is responsible for keeping the news media and the general public fully informed about the Agency's programs.

The office provides the public with information about how the Agency is carrying out its responsibilities and answers all questions from citizens and news media representatives. It arranges news conferences to explain new programs or important findings and helps news media representatives obtain interviews with LEAA officials.

The office prepares the LEAA Newsletter, which is published 10 times a year and is distributed to 42,000 criminal justice professionals, research institutions, schools, colleges, and universities as well as all other interested citizens. In addition, it publishes an internal newsletter for LEAA employees.

The Public Information Office prepares speeches, testimony, and other policy statements for LEAA officials and is responsible for the Agency's annual reports and its brochures. It is responsible for coordinating all Freedom of Information Act activities in the Agency. During fiscal year 1976 the office responded to 18 Freedom of Information Act requests and 238 Privacy Act requests.

The office prepared 900 news releases and news features for national publication during the year. A news feature series was begun in January to highlight outstanding projects of LEAA grantees. It has proven to be a significant forum for interesting the public in what is being done to improve the criminal justice system.

Speech and information kits were prepared for the regional offices to assist them in making timely presentations about the Agency's programs and current policies.

A descriptive brochure of LEAA's mission, functions, and resources was published and widely disseminated to the public and criminal justice professionals. A Spanish version will be published during fiscal year 1977.

The office began developing what will be a series of brochures on technical assistance, juvenile justice, organized crime, police, courts, corrections, and community crime prevention for city and state officials.

There has been an increased number of inquiries from public interest groups about developing citizen involvement in crime prevention. The office is undertaking a coordination program with several of these groups to encourage their adoption of some of the Agency's more successful community projects. Informational materials, speakers, and films have been offered to implement a number of these programs.

The office monitored the publication of "Two Hundred Years of American Criminal Justice," a Bicentennial study of the history of crime and criminal justice in the nation. The report frames LEAA's work in a larger historical context and provides a measure of the Agency's accomplishments since its establishment in 1968. The report is available through the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402, \$3 prepaid.

Office of Congressional Liaison

The Office of Congressional Liaison is responsible for promoting effective communications with the Congress and for giving general guidance in intergovernmental affairs.

The office works with the Members of Congress, committees, and their staffs on legislative matters affecting LEAA and the criminal justice community. The office also maintains general contact with state and local governments and their representative associations and organizations to increase their understanding of LEAA programs.

Congressional Liaison prepares the LEAA testimony on legislation before the Congress affecting criminal justice activities and the Agency. It also researches legislative issues and develops comprehensive reports on legislation after consulting with other parts of the Department of Justice.

During fiscal year 1976 and the three-month transition quarter, the office reported to the LEAA Administration on the activity of the Congress, where approximately 20,000 legislative items were introduced. Each was screened by the Office of Congressional Liaison for pertinence to LEAA's interests. About 600 bills and resolutions were of particular note, approximately 50 of which could be considered high interest measures. Included in this category were such items as correctional reform measures, crime victim compensation bills, legislation dealing with crimes against the elderly, public works legislation affecting the Agency, revenue sharing proposals, revisions to the federal surplus property donation program, and other bills that might affect the administrative aspects of the LEAA program.

The most significant single development of the fiscal year was the submission by the President and passage by both the House and Senate of legislation to renew LEAA's authorization. The House and Senate Judiciary Committees held 18 days of hearings on this proposal. The President signed the bill into law on October 15, 1976. Highlights of the new legislation include the following:

- LEAA is reauthorized for three years through fiscal year 1979, with authorized appropriations of \$880 million for fiscal year 1977 and \$800 million for fiscal years 1978 and 1979.
- An additional \$15 million annually is authorized for community anticrime programs and a new Office of Community Anticrime Programs is established.
- At least 19.15 percent of the total Crime Control Act of 1976 appropriation must be spent for juvenile programs each year.
- Judicial representation on state planning agency supervisory boards is required, and court planning in each state must be performed by a judicial planning committee working with the state planning agency.
- Each state planning agency must be established by state law by December 31, 1978, and the state legislatures may give the annual state comprehensive criminal justice plan an advisory review.
- State plans must address the prevention of crime against the elderly and the problem of drug-dependent offenders.
- The LEAA Administration is given the authority to make grants to reduce court congestion and establish early case assessment programs.
- Units of local government or combinations of such units with a population over 250,000 may apply to state planning agencies for a "mini-block" grant and receive an award if the local plan is consistent with the state plan and other requirements specified by law.
- The requirements for LEAA to review state plans are substantially increased, as are reporting and evaluation requirements.

Congressional Liaison responds to a heavy volume of inquiries from Congressional offices about the LEAA program and criminal justice ac-

tivities in the states. During fiscal year 1976 and the transition quarter, the office received more than 4,000 letters from congressional offices and handled approximately 8,700 telephone calls con-

cerning congressional inquiries. Also during that period, the office provided more than 10,700 notices to the Members of Congress about more than 1,700 separate grant awards.

Office of Planning and Management

LEAA's Office of Planning and Management was created in January 1974 to provide general policy direction and control of the Agency's planning, management, and evaluation activities and to advise the Administrator on issues concerning LEAA's goals and objectives.

During this past fiscal year the office achieved the following accomplishments:

- It developed a training course in planning to be offered nationwide to state and local planners in the analysis of crime and criminal justice systems.
- It was responsible for two publications on planning, "Quantitative Tools for Criminal Justice Planners" and "The Analysis of Crime and Criminal Justice Systems."
- It held a major Agencywide evaluation conference in September 1975, chaired an evaluation policy working group in the fall of 1975, and developed an evaluation policy for the Agency that was adopted in May 1976.
- It completed the design and development phase of a comprehensive LEAA technical assistance system for aiding criminal justice agencies. It participated in the implementation of this strategy including joint sponsorship of a technical assistance training program for all state planning agencies and regional offices.
- It published a handbook defining LEAA's policies on technical assistance and a plan for the delivery of technical assistance.
- It directed an effort to enhance LEAA's implementation of the Management by Objectives system by simplifying the bimonthly report to the Department of Justice and continued to pioneer the adoption of this system in the Department.
- It participated as a member of the LEAA Grants-Contracts Action Board and provided staff services to the board.
- And the office continued work on internal management procedures, assisted

central and regional offices in solving management problems, administered a five-contractor management consultant services contract, and published management briefs.

In addition, the office monitored the work of the National Advisory Committee on Criminal Justice Standards and Goals which completed its work in August 1976. Five task force reports of the committee are scheduled for publication in mid-December 1976. They will have a major impact on state and local governments in the improvement of the criminal justice system.

Public Safety Officers' Benefits Act

On September 29, 1976, the President signed the Public Safety Officers' Benefits Act, which requires LEAA to administer a new program to pay a tax-free \$50,000 death benefit to the eligible survivors of a public safety officer who dies as the direct result of an injury sustained in the line of duty. The act covers persons engaged in the reduction and control of crime and juvenile delinquency, or enforcement of the criminal laws. This includes but is not limited to police, corrections, probation, parole, and judicial officers. Volunteer firefighters are also covered if they are officially recognized or designated members of legally organized volunteer fire departments. It is estimated that more than 2 million individuals are covered by the Act. Benefits apply to deaths occurring from injuries sustained on or after the date of its enactment. Payments can be made only to the extent that funds are appropriated in advance by the Congress.

The Act's implementation will be based on the findings and recommendations of a task force appointed by the LEAA Administrator. The office is also functioning as the Public Safety Officers' Benefits Program Office until a permanent unit has been established to administer the benefits program. It is anticipated that the Public Safety Officers' Benefits Program will function under the direction of the Comptroller. The Agency has published a brochure outlining the provisions of the Act and it is available to the public.

Office of the Executive Secretariat

The Office of the Executive Secretariat's principal responsibility is to facilitate the communication between the LEAA Administrators and other staff members so that decisions will be timely and of high quality. Before staff recommendations are submitted to the Administrators, the Executive Secretariat assures that all significant issues, alternatives, and consequences have been considered. Problems are screened to determine whether particular matters should be submitted to the Administrators for resolution or whether action should be taken by an office director.

Major Activities

- The Executive Secretariat handles assignments from and correspondence to the Office of Administration insuring that deadlines are met. A digest of all correspondence received by the Administrators is prepared and distributed daily to LEAA office directors.
- It reviews materials forwarded to the LEAA Administration for format, quality of response, adequacy of coordination, and consistency with policy.
- It supports the Grant Contract Review Boards, whose purpose is to recommend Agency actions on central office grants, contracts, and interagency agreements. This includes scheduling meetings, maintaining records describing Board action, notifying office directors of Board recommendations, and developing summaries of important meeting issues.
- It is responsible for the program management of the Voice Recorder Transcriber Program, which includes issuing instructions, coordinating services, assigning equipment to requesting offices, and maintaining records.
- It serves as contact point for requests for active participation of state planning

agency personnel in LEAA meetings and task forces.

- It is responsible for the clearance and transmittal of all proposed LEAA guidelines to state planning agencies and public interest groups for their comment.
- It coordinates the agenda and briefing materials for the weekly operations staff meeting of all LEAA managers presided over by the LEAA Deputy Administrator for Administration. A summary report is prepared of the meeting and distributed throughout the Agency.
- It meets with the Administrator and Deputy Administrator to discuss staffing coordination issues submitted by the managers and coordinates the daily schedules of LEAA's presidential appointees (the Administrator, Deputy Administrators, Assistant Administrator of the Office of Juvenile Justice and Delinquency Prevention) and it assures that the LEAA Administration is informed of the implementation of its decisions.
- It prepares, coordinates, and distributes special reports, such as the weekly report of significant developments, whose purpose is to alert the Attorney General to significant developments within LEAA's jurisdiction that may arise in the forth-coming week, as well as the monthly calendar of meetings and training programs, whose purpose is to inform employees of meetings, conferences, and training programs at LEAA and to avoid conflicts in scheduling. In addition, the Executive Secretariat prepares the quarterly Freedom of Information Act and Privacy Act report(s), which are statistical analyses of formal written requests for public information about the Agency's work and its personnel.

Office of General Counsel

The Office of General Counsel's primary mission is to meet the legal needs of the central office, the 10 regional offices, and four regional audit offices.

The office provides legal opinions, interpretations, and advice as requested on the legal aspects of LEAA activities, such as the Agency's authorization and appropriation legislation, compliance with federal statutes, regulations, executive branch policy directives, and the resolution of audit findings.

It assists other LEAA offices in promulgating regulations and guidelines implementing certain statutory requirements.

The office drafts and reviews contractual documents for legal sufficiency and provides advice on legal matters concerning grants and contracts.

It also assists the Department of Justice in all court proceedings and administrative hearings involving LEAA.

Major activities during fiscal year 1976 and the transition quarter, included:

- The office published two volumes of its formal legal opinions including a compilation of 88 formal opinions from January 1, 1969, to June 30, 1973. Entitled "Legal Opinions of the Office of General Counsel," the publications are available to the Congress, the state planning agencies, and the public.
- The office published LEAA Instructions giving guidance for compliance with the Freedom of Information Act Amendments, the Privacy Act, and the Federal Advisory Committee Act for use by all LEAA offices.
- Regulations implementing Section 524(b) of the Omnibus Crime Control and Safe Streets Act of 1968, as amended, governing the security and privacy of data contained in criminal justice information systems were published in the Federal Register.
- Proposed regulations to implement Section 524(a) of the Omnibus Crime Control and Safe Streets Act of 1968, as

amended, to protect the security and privacy of research and statistical information identifiable to specific persons were developed and finalization should occur during the current year.

- The office interpreted the Freedom of Information Act and reviewed all Freedom of Information Act requests where a denial was considered. The office also assisted Agency employees in interpreting the requirements of the Privacy Act and advising them of their responsibilities under the Act.
- The office is responsible for representing the interests of LEAA on any Equal Employment Opportunity related legal action. In this capacity the office has been involved in several Equal Employment Opportunity matters including full evidentiary hearings.
- A significant case involving a challenge to an important LEAA guideline provision was presented before the Comptroller General of the United States, and was successfully defended. The guideline provision bars a contractor operating under an LEAA grant, who drafts specifications for a prospective procurement, from bidding on it.
- The office conducts Agency-wide training on the Department of Justice Standards of Conduct Regulations. Training sessions were also conducted on the 1974 Freedom of Information Act Amendments and the Privacy Act of 1974.
- The LEAA authorization statute, the Omnibus Crime Control and Safe Streets Act of 1968, as amended, terminated in calendar year 1976, and the office had been actively involved in the legislative process seeking reauthorization. On October 15, 1976, the President of the United States signed into law the Crime Control Act of 1976 which authorizes LEAA for three additional years and made several substantial amendments.

This office has been involved in interpreting the new statutory provisions of this Act and conducted a meeting attended by all the SPA's to inform them of the new statutory requirements.

- In anticipation of the expiration of the Juvenile Justice and Delinquency Prevention Act of 1974, which expanded LEAA's authority to fund juvenile delinquency programs, the office at the direction of the Administrator, assisted in the drafting of proposed amendments to reauthorize the Act which will terminate during 1977. Under the terms of the proposed amendments, the Act would expand the role of the Federal Coordinating Council, require coordination between LEAA and HEW runaway programs, prohibit the use of in-kind match in the formula grant program, add a new category of youth advocacy programs to the special emphasis program, permit waiver of match and state liability for formula grants to Indian tribes, and add a number of administrative provisions. The proposal would authorize \$50 million for Juvenile Justice Act programs through 1978.

- LEAA was involved to some degree in approximately a dozen litigations during the past fiscal year. In a National Environmental Policy suit brought by a citizens' group to enjoin the construction of an LEAA funded juvenile detention facility, LEAA in a full evidentiary hearing prevailed in defeating a motion for a preliminary injunction. Considerable office time and resources have been devoted to the active defense of a suit in the United States District Court for the District of Columbia by the National Black Policemen's Association and several other plaintiffs against LEAA and the Department of Justice alleging inadequate enforcement of LEAA's civil rights responsibilities. The court granted the government's dismissal motion on the grounds of mootness due to the recent amendments to the civil rights provisions of the Crime Control Act and official immunity.
- Thirty-six formal legal opinions as well as hundreds of informal opinions were issued by the office during fiscal year 1976 including the transition quarter.

Office of Operations Support

The Office of Operations Support provides services to LEAA's central and regional offices in personnel management, health programs, delivery system training, administrative services, audiovisual communications, printing and publications, LEAA directives, and records, correspondence, files, and forms management. It also is responsible for coordinating all LEAA international activities, particularly programs against skyjacking, terrorism, and narcotics interdiction.

During fiscal year 1976, the office's principal activities included the following:

Personnel

LEAA's full-time permanent ceiling increased from 225 in fiscal year 1969 to 763 in fiscal year 1975 and 822 in fiscal year 1976. The growth in 1976 was primarily attributed to additional positions for the new Office of Juvenile Justice and Delinquency Prevention.

During fiscal year 1976, an Upward Mobility Program to provide competitive career ladders for employees in grades one through eight who have a minimum of one year of government service was designed and implemented in LEAA. The first seven participants have been selected for the program.

A one-year Flexitime experiment in LEAA headquarters has been studied for feasibility and approved by the Administrator. The Flexitime concept allows employees to select a schedule beginning from 7:00 to 9:30 a.m. and ending 8½ hours later with consideration of service to the public and adequate office operation. Implementation of the experiment began September 13.

Training

During fiscal year 1976 the Training Division:

- Designed a training program to improve the management of LEAA's categorical programs. This training course covers program design, the interface of research, development, and action activi-

ties, evaluation, and the marketing of successful programs.

- Revised and upgraded the orientation program for new employees which provides an overview of the LEAA mission, the organization of the delivery system, and discusses the major activities of LEAA.
- Produced and distributed a video-taped training program concerning the Freedom of Information Act and the Privacy Act. This program was presented to personnel from each of the central offices and regional offices complementing presentations made by the Office of General Counsel.
- Completed a series of training courses on Labor Relations Training for LEAA supervisors. In all 77 managers and supervisors participated in these courses.

During fiscal year 1976, LEAA personnel participated in more than 870 job-related instances of training.

Both Executive Development and Supervisory Training continued to receive priority consideration by LEAA. As of the end of fiscal year 1976 all identified executives had participated in appropriated managerial training and all but a few supervisors had completed the supervisory training requirements of the Civil Service Commission.

The Training Division is also establishing a training system to develop and deliver training courses to personnel in planning agencies at the state, regional, and local level.

A basic planning course has been developed and presented to planners from state and local governments. The week-long course presents a structured approach to the planning process, and provides opportunities for application in a workshop setting. The Division also participated in the development and test of an analytical training program which will be delivered to personnel involved in data analysis at state and local levels of government.

Audiovisual

The Audiovisual Communications Division has provided technical assistance to the states in cooperation with program offices and regional offices. Some specific examples include the production of videotapes for the Virginia State Pre-Bench Magistrates Training Program and the American Judicature Association Post-Bench Training Program done in coordination with the Office of Regional Operations. It has provided videotapes, graphics, photography, printing and publications support, and consultations.

The Criminal Justice Audiovisual Directory has been computerized and the second edition printed and distributed. Special slide/tape programs have been produced on Criminal Justice Standards and Goals and OMB Circular A-95, the High Crime Area Program and the Career Criminal Program.

Videotape programs include: Equal Employment Opportunity Legal Compliance, Alternatives to Incarceration, Organized Crime, Minority Manpower Police Recruitment, Team Policing, Courts Planning and the LEAA Orientation and Training Program. These are made available to the criminal justice community through the regional office program offices and the National Criminal Justice Reference Service.

The Printing and Publications Branch supports central and regional offices in printing, binding, reproduction, equipment, and distribution. It serves as the liaison with the Department in matters concerning implementation of regulations and liaison with the Government Printing Office and the Joint Committee on Printing of Congress.

Printing support programs designed to meet the varied requirements of the Agency were reviewed and adjusted to encompass the new requirements of the Education Task Force, Office of Criminal Justice Education and Training, Office of Juvenile Justice and Delinquency Prevention, and the High Crime Area Task Force.

Administrative Services

Over the past five years, the Material Assistance Program has made millions of dollars worth of federal excess personal property available for the use of LEAA grantees to enhance their performance capabilities and help defray the cost of grant performance.

The corrections area is a prime example of how this program has been used to assist the criminal justice system at the state and local level. At the present time, 475 mobile homes worth \$2,372,934, which were not being utilized by federal agencies, have been loaned to grantees in 10 states. These mobile homes are now being used as classrooms, dormitories, field training facilities, half-way houses, and offices under various LEAA sponsored programs. They provide adequate yet very flexible, multi-use facilities.

International Activities

During fiscal year 1976, \$742,000 in technical assistance funds were allocated for international activities, and several innovative projects designed to curb the problems of international terrorism and skyjacking were funded. Examples of projects supported under this program include:

- An interagency agreement with the Federal Aviation Administration, under which FAA is developing in conjunction with Westinghouse Electric Corporation a weapons/explosives detector system for screening checked and carry-on baggage in air commerce; and,
- An interagency agreement with the Department of State under which a team of legal scholars from both the private sector and academia are studying the laws and procedures of more than 100 nations relating to international terrorism, with the objective of devising suggestions for international legal controls on international terrorism and for legal reform on both the domestic and international level.

The National Criminal Justice Reference Service's Information Center on Terrorism compiled a selected bibliography on terrorism during fiscal year 1976. The bibliography has been distributed widely to federal, state, and local law enforcement agencies, and to individuals interested in the problem of terrorism.

The LEAA Terrorist Information Committee, established in January 1975 to facilitate information exchange and to avoid duplication of effort within LEAA, met regularly throughout fiscal year 1976. The Committee is composed of representatives of the Office of Planning and Management, Office of Regional Operations, and the In-

stitute, and is chaired by the Office of Operations Support. A staff member of the Working Group/Cabinet Committee to Combat Terrorism is an ad hoc member.

Records Management

Major activities during fiscal year 1976 included:

- A review of forms prescribed for use by LEAA to assure compliance with provisions of the Privacy Act. Appropriate measures were taken to revise or amend forms, as necessary. Also, in accordance with the Act, systems of records containing personal information were identified and the required notice of their existence was published in the Federal Register.
- A files maintenance inspection of central offices, with appropriate recommendations for improvement.
- A records cleanout campaign, LEAA "Operation Pitch 'n' Put(t)," with a goal

to reduce accumulated nonrecord and record material in central and regional offices by 20 percent. The results will be assessed during fiscal year 1977.

- A drive to reduce public-use reporting documents by 10 percent, in accordance with the President's government-wide mandate to reduce the federal government's reporting burden on the public. Net reduction of single-time and repetitive reporting documents totaled 25 percent.

Plans were developed to implement the following:

- A more efficient directives and forms distribution and stocking system involving approximately 250 directives and 370 forms.
- A forms catalog containing reference information for forms users.
- A revised Standard Subject Classification System for numbering directives, forms, and reports.
- A revised correspondence program handbook for Agency-wide use.

Outstanding State Planning Agency Projects

It is appropriate that a portion of LEAA's Eighth Annual Report be devoted to the work of the state planning agencies. The Congress recognized in passing the basic Act that crime is a local problem that must be dealt with at the local level. Therefore, it constructed a system of delivery of funds and various technical assistance services that assures that most decisionmaking and action under the Act take place at the state or local government level.

The state planning agencies are established within each state's executive branch to develop comprehensive state plans for improving law enforcement and criminal justice. The agencies receive planning grants from LEAA for that purpose. They also receive LEAA action and discretionary grants to put their comprehensive plan to work.

Through its regional offices and directly from its Washington, D.C., headquarters, LEAA provides policy guidance, coordination, and technical assistance to the state planning agencies. However, it is the agencies themselves that address the crime problem directly. They do so in terms appropriate to their state. Programs and projects that are working well in one state may not be adequate or workable in another state. It is this flexibility of approach that Congress built into the Act by requiring the establishment of the state agencies.

It would be impossible to describe what each state is doing in all of the program areas, including law enforcement, organized crime, civil disorders, courts, and corrections. The activities are too diverse and far-ranging to describe them all in one volume. Instead, a sampling of outstanding projects in each program area was selected and briefly described. These descriptions were provided by the state planning agencies themselves and will give the reader an overview of the efforts state and local governments are making to improve their criminal justice systems.

Community Crime Prevention

Consumer Fraud Unit. The goals of this project are the education and protection of the consumer public against the "con" and "rip-off" artists constantly plying their fraudulent trade, along with the arbitration of consumer complaints against sharp-dealing merchants.

In the 1974-75 fiscal year, the unit was responsible for closing some 960 complaint files, obtaining restitution or relief to aggrieved consumer complaints in the amount of over \$233,000. Complaints were made concerning more than forty different subject categories. In an effort to increasingly advise the public of consumer fraud problems, the unit produced over 100,000 place mats containing educational material and distributed them to county-area restaurants. Also, whenever a fraudulent scheme comes to the attention of the unit, this information is disseminated by warnings issued through the news media. (Grantee: Macomb County, Michigan; Award Amount: \$74,847)

Witness Coordinator Project. The objectives of this project are to: increase respect of the citizen for the criminal justice system; increase the reporting of crimes by citizens; and provide the various law enforcement agencies within Stark County (Ohio) with testimonial knowledge concerning the commission of a crime so as to increase its effective prosecution.

Grand jury and trial activity is monitored to determine the identity of witnesses and when their appearance will be required. Contact by letter and phone is maintained with the witnesses and victims both before and after their appearance in court. This provides a means of informing the interested parties regarding the progress and resolution of a given court proceeding.

As of March 1976, the project had handled 3,500 witnesses and served 144 victims. A monthly publication, "The Other Side," which has a distribution of 1,000 copies, calls the attention of

the Stark County community to the plight of victims of violent crime. (Grantee: Stark County, Ohio; Award Amount: \$19,800)

Institute of Law and Education. In 1974, less than a dozen out of 289 Maine school systems presented students with information about the criminal justice system, the judicial process, or law, including its relationship to modern social values.

The Institute of Law and Education, certified by the Maine Department of Education and the University of Maine Graduate School, provides in-service training in law and classroom methodology to teachers, grades 4-12, during a three-week period in early summer. This program, completing its second year, has trained over 200 teachers throughout Maine in what is frequently referred to as "law-focused education." A materials resource center was established at the law school from which teachers can borrow films, filmstrips, texts, games, etc., for classroom use. (Grantee: University of Maine School of Law; Award Amount: \$32,143)

Crime Prevention Show-On-Wheels. Bringing the crime prevention story to the people of Guam is the objective of this project. Primarily concerned with the reduction of residential burglaries through community education and involvement, an old school bus has been converted into a mobile crime prevention exhibit. The unit displays inexpensive ways that citizens can protect themselves and their homes from crimes. The education campaign is conducted throughout the nineteen principal villages on Guam. It is projected that in six months twenty percent of the households on Guam would have been reached, and the rate of residential burglaries will be reduced by five percent. (Grantee: Guam Visitors' Bureau, Government of Guam; Award Amount: \$47,700.00)

Community Crime Prevention and Education. Public education in the reduction of criminal opportunity is the purpose of the Multnomah County (Oregon) Division of Public Safety's Crime Prevention Unit. Although targeting on residential burglary, the unit also deals with commercial burglary, robbery, shoplifting, and rape prevention.

To reach citizens, the unit uses a permanent display in a shopping center and a mobile display trailer, and offers "block meetings," premise surveys, and a multi-media publicity program.

Results of the first two years of the program largely attributable to crime prevention activities

include a 16.6 percent decrease in residential burglary.

Project members feel that it is well worth resources expended to experiment with enlisting citizens in a partnership with police to prevent crime before the costly cycle of loss, investigation, adjudication, and correction occurs. (Grantee: Multnomah County, Oregon; Award Amount: \$125,765)

York Community Service Officers. This project utilizes six minority group representatives as nonuniformed, unarmed Community Service Officers in the high crime sector of the city of York.

The objective of the program is to develop and maintain a rapport with citizens in the target area and encourage a more active involvement in crime prevention efforts emanating from within the police department. The Community Service Officers' interaction in the community is intended to confer upon the citizen an active attitude toward crime prevention, specifically, in encouragement to (1) report all crimes to the police department, (2) take an interest in neighborhood activity which will form a common bond against the criminal element, and (3) offer information to the police department which may be useful in the detection and apprehension of the offender. The Community Service Officers also provide information to the community concerning current crime patterns which dictate a need to emphasize specific preventive techniques. (Grantee: City of York, Pennsylvania; Award Amount: \$40,603)

Utah Anti-Shoplifting Campaign. This campaign was launched in an effort to educate the public and school children about the seriousness of shoplifting. The project was primarily based on an advertising campaign, combining public service announcements and anti-shoplifting lectures at schools through the state. Anti-shoplifting presentations were implemented in all junior and senior high schools from Nephi to Brigham City. Community meetings using the same program were also held in nearly every community in Utah. A massive advertising campaign was launched throughout Utah to convey the message, "Shoplifting Doesn't Pay—You Do!" The project has been successful in educating youth, parents, and merchants about the crime of shoplifting.

During 1975 shoplifting referrals to Juvenile Court decreased 16.5 percent from 1974 statewide. Seventy-five percent of the merchants in

the state felt that the publicity campaign was effective in decreasing the number of shoplifters. Police departments in the state felt the advertisements were increasing juveniles' awareness of the penalties of shoplifting, and apprehensions reported by police departments for juvenile and adult shoplifters were increased. (Grantee: Utah Retail Merchants Association; Award Amount: \$45,000)

Corrections

Night Center for Parolees Services. The main objective of this project is to improve the rehabilitation services offered to parolees by providing access to services during evening hours. Begun in August 1975, it provides orientation and treatment services to parolees and their families in emergency situations from 6:00 p.m. to 9:00 p.m. at the San Juan and Bayamon (Puerto Rico) probation offices. A telephone recording system was also installed to record messages for parole officers during the hours the offices are not attended. The project allows greater accessibility of services to parolees who work or study during the day or who are confronted with urgent problems after office hours. During a recent six-month period, 34 callers were assisted by the project. (Grantee: Correction Administration, Puerto Rico; Award Amount: \$24,700)

Staff Development—"Just Community" Program. Based on Dr. Lawrence Kohlberg's conception of ethical development, the "Just Community" model provides a program within which incarcerated persons can develop their concepts of fairness and justice through a process of collective decisionmaking involving staff as well as inmates in the residential unit. Each unit sets up its own rules and regulations and periodically reviews these. Weekly sessions examine problems of interest to the residential group. Smaller groups work on more personal matters. The units handle most disciplinary problems of the members. Under this model, the correctional officer, who interacts to the greatest degree with inmates, is better utilized in the treatment process by being trained to provide a greater degree of therapeutic "feedback." In particular, officers are trained in helping to clarify issues and directing the group to fairness questions. (Grantee: Connecticut Department of Correction; Award Amount: \$65,000)

699 House. The Massachusetts Department of Corrections and the Massachusetts Parole

Board received SPA funds to develop and operate an innovative concept of residential services for a portion of the inmate population. Subcontracted to Massachusetts Half-way House, Inc., the residential facility known as "699 House" provides transitional and reintegration services to inmates who arrive on prerelease status after having been granted an "open reserve" date by the Parole Board. An "open reserve" is a parole which becomes effective on a specific date after an appropriate work and living situation has been approved by the supervising parole officer.

Since July of 1975, the 699 House Program has served approximately 85 men of which about 75 percent have successfully completed the program and are on parole. (Grantee: Massachusetts Department of Corrections; Award Amount: \$142,829)

Probation and Parole

New Way In. This multi-faceted program designed to assist offenders and ex-offenders consists of two resident houses for males and Service Center for both males and females. The re-entry house provides treatment for resident clients who are returning to the community after a period of incarceration. These participants are either on inmate status, parole or probation, while the residents in the other house are problem probationers between the ages of seventeen and twenty-three and participate as an alternative to imprisonment.

The re-entry house is a structured living environment which provides a five-step system in an effort to return the resident to community life. The house is staffed by an administrator, a resident manager, a cook, and three part-time counselors. In about two months a resident completes the program and, if successful, will return to the community. When he leaves the house he will continue to meet with his probation officer, but he should now be able to adequately adjust to community life. (Grantee: Lansing, Michigan; Award Amount: \$65,337)

Regional Team Approach. The project began with a restructuring of the Juvenile Probation Department. Three (3) distinct divisions—intake, special services, and field services were created within the department. Each has its own specific function and responsibility. Intake was designed to process department referrals through the courts, up to and including final disposition. Special Services is responsible for handling all

placement cases, while Field Services provides probation services to all children placed on probation.

The Field Services Division was divided into five (5) regions to effectively implement its service delivery role. Operating from community-based probation departments, teams of three probation officers perform the duties of their office.

The regional office approach was chosen in an attempt to become an accepted active force and an accessible resource to that community. The team concept approach was devised for several reasons: to make available more diversified skills to the probationer; to employ group rather than individual decisionmaking; and to enhance casework supervision by maintaining continuity of services.

For the past year and one-half, the Juvenile Division of Allen Superior Court has made tremendous progress. In 1971, 50 percent of the juveniles handled by the court came back into the system. That figure by 1975 was reduced to 10.5 percent.

Caseloads have also been reduced to an average of 20 to 25 per officer. This allows intensive probation services for all probationers rather than a select few. (Grantee: Juvenile Probation Department, Allen County, Indiana; Award Amount: \$54,630)

Probation and Parole Services. In October 1974, the Mississippi Probation and Parole Board opened offices for pre-sentence evaluation in two of the state's 20 Circuit Court Districts. Traditionally, the dispositional process has been plagued by an absence of alternatives, i.e., commitment to the state's sole prison or loosely supervised probation with caseloads averaging over 100.

The hypothesis to be tested was: accurate, objective assessment of offender strengths and weaknesses in conjunction with efforts to identify legitimate alternatives to incarceration in the community would result in a reduction of institutional commitments. The target area was characterized by a rate of incarceration twice that of the remainder of the state. Within 16 months the rate of commitment had fallen to 10 percent below the remainder of the state and was the thrust of 1976 legislation finally culminating in a Department of Corrections for the state. (Grantee: Mississippi Probation and Parole Board; Award Amount: \$40,000)

Citizen's Probation Authority. Diverting selected offenders from normal court processing to a structured probationary period and the chance to earn a clean criminal record is the purpose of the deferred prosecution program of the Kalamazoo Citizen's Probation Authority. Referred to the program by the Prosecuting Attorney, the client voluntarily agrees to comply with legal and behavioral obligations. Successful completion of such obligations results in the dismissal of criminal charges.

From the total number of referrals received, 66 percent are selected for participation. The efforts of the staff are directed toward a selected population of offenders which might more aptly be described as "first offenders." Diverting first offenders at this early stage turns them away from repetition of offenses toward a constructive way of living. This is supported by the low recidivism rate, of five percent, maintained during the first three years of the Kalamazoo Citizen's Probation Authority Program. (Grantee: Kalamazoo County, Michigan; Award Amount: \$72,175)

Turtle Mountain Model Probation and Parole. Before this project began on the Chippewa Indian reservation in 1972, no locally based probation or parole services were available as a sentencing alternative in cases involving violations of the Tribal Code. During the first three years of the project the Probation and Parole Department at Belcourt received 1,130 referrals; this figure includes both juvenile and adult cases. Prior to the availability of probation and parole services at Turtle Mountain, the overall recidivism rate on the reservation was estimated at 50 percent. Records kept by the project indicate that during the first three project years, the number of referrals returned to Tribal Court for further disposition was only nine percent of the original referrals.

The recidivism rate for offenders on the reservation has significantly declined due to the fact that previously nonexistent local probation and parole services have been established. The Model Probation and Parole Project will serve as a model in developing and implementing future local reservation probation projects. (Grantee: Turtle Mountain Band of Chippewa Indians, North Dakota; Award Amount: \$27,800)

Organized Crime

Organized Crime Unit. The Texarkana (Arkansas) Police Department in conjunction with the Texarkana (Texas) Police Department and the Bowie County District Attorney, established a Metro Organized Crime Unit to offer training to members of their departments and coordinate their organized crime activities. By interchanging intelligence information, an increase is expected in the arrests and prosecutions of persons engaged in gambling, prostitution, illegal sale and use of drugs and other forms of organized crime.

It is anticipated that the crime unit will increase organized crime arrests by 10 percent; increase district attorney's acceptance rate by 20 percent and increase conviction-confinement rate by 25 percent.

The unit will also improve reporting and investigation procedures, refine and expand statistical files, and coordinate its activities with other local, state, and federal law enforcement agencies. (Grantee: City of Texarkana, Texas and City of Texarkana, Arkansas; Award Amount: \$55,374)

Interstate Revenue Research Center. In the late 1960's when cigarette taxes began to soar in all but the tobacco growing and manufacturing states of Kentucky, North Carolina, and Virginia, an entirely new opportunity opened for organized crime and a few enterprising lesser criminals. The vast tax difference between the above states and nearby states has made cigarette smuggling a big business.

Criminal elements in the illicit cigarette business, in their quest for even higher profits, have established sophisticated mail order sales, hijacked trucks in transit, and produced tax stamps—all to circumvent paying taxes and disrupt the legitimate tobacco industry.

In late 1974, Indiana became the center of a fact-finding campaign to curb illegal cigarette sales in five Midwest states—Indiana, Ohio, Michigan, Minnesota, and Illinois. Through the efforts of a special subcommittee of the Indiana Organized Crime Prevention Council, the Interstate Revenue Research Center was established at Weir Cook Municipal Airport, Indianapolis, Indiana.

The center has no law enforcement powers itself but is designed explicitly for developing plans to counteract illegal cigarette sales. Since its inception, several other Midwestern states have expressed interest in the center and have been

cooperating in its activities in an unofficial capacity.

The operation has proved to be highly successful. During a three-month period in 1976, confiscated items included 15,347 cartons of cigarettes, two vans, three camper trucks, one handgun, and an undisclosed amount of whiskey. Eleven persons were apprehended, five of which were engaged in organized activity. Approximate dollar recovery for cigarette taxes was \$71,464 with annual potential tax savings computed to be \$1,050,757. (Grantee: Interstate Revenue Research Center, Indiana; Award Amount: \$787,500)

Police

New York City Citywide Anticrime Patrol. In response to the growing incidence and fear of street crime, the New York City Police Department established a street crime unit which operated from May 1972 through December 1975. Using blending and decoy tactics, the unit placed teams of undercover policemen on high crime streets where they served as potential crime victims and provided unobtrusive protection for the community.

The unit was successful in effecting a significantly higher rate of felony arrests and convictions than had been experienced before the formation of the unit. The extremely high felony conviction rate (95 percent) and the low level of injuries to the public, police, and perpetrators of crimes are indicative of the effectiveness of the project. (Grantee: New York City Police Department, New York; Award Amount: \$1,253,458)

Neighborhood Foot Patrol. This program was implemented by the Des Moines Police Department in May of 1976. Although the project is in its infancy, it has experienced a good deal of success to date. The project unit is staffed by two patrol teams, each comprised of a sergeant and four patrolmen. Each team shares a common office with other neighborhood programs which has helped create an atmosphere of coordination and cooperation among many of the local residents and businessmen.

As a result of the brief, congenial exchanges that typify a foot patrolman's beat, local residents have developed a sense of trust in "their officers," and frequently register personal complaints with the officers rather than ignoring an incident. These people are willing to become more involved

in preventing and arresting crime in their neighborhoods by furnishing patrolmen with bits of information concerning local criminal activities. In fact, it is not uncommon for relatives to persuade suspects to turn themselves in voluntarily rather than face the hassle of an arrest.

It is hoped that eventually this project will show that, within specific small areas with special problems and organized citizen groups, foot patrol can be a more effective, efficient, and cost effective method of law enforcement than the patrol car. (Grantee: Des Moines Police Department, Iowa; Award Amount: \$60,000)

Lansing Helicopter Patrol Unit. This unit provides the city with a faster law enforcement response and increased observation capability by complementing ground patrol units. Upon arrival, the helicopter crew locates fleeing or suspicious people thereby increasing their chance of apprehension before escape is possible. This is accomplished through the use of proper equipment, well-trained staff, selective deployment, cooperation, and coordination.

The Unit consists of a uniformed sergeant and five patrolmen who use two helicopters. Patrols are scheduled seven days a week during high crime periods.

Helicopter patrol teams' response time average is one minute and fifty seconds, a decrease of 50.3 percent over ground unit response. While maintaining conviction rates at a current level, arrests for crimes in progress have increased by one-third. The helicopter observation rate is six to seven times higher than that of the ground patrol. (Grantee: Lansing, Michigan; Award Amount: \$88,709)

Police Management Information Systems. Using the police departments in Arlington and Garland, Texas, as pilot projects, the Texas A&M Center for Urban Progress is developing a computerized system to assist in optimal deployment of patrol officers.

Data inputs to the system will include geographical information, activity data, resource availability data, and decision data. Outputs from the system will include patrol district boundary recommendations, shift recommendations, manning recommendations, and tactical alert data.

The system will consist of two subsystems for making both long range deployment decisions and short-range tactical decisions.

It is anticipated that the system developed will be the basis for a general system which can

be adopted by other cities. (Grantee: Texas A&M University; Award Amount: \$44,000)

Planning, Research, and Crime Analysis Officer. Because of the critical lack of available crime data to design programs to reduce specific crimes, a Planning, Research, and Crime Analysis Officer was hired by the Coeur d'Alene Police Department. By developing quantified and time-phased goals for the reduction of priority crimes, by analyzing and coding offense and arrest reports during 1976, reduction of Part I crimes by 25 percent is anticipated during the next three years.

In addition, training sessions will be conducted for senior police officers and other local law enforcement agencies in planning and crime analysis theory. (Grantee: City of Coeur d'Alene, Idaho; Award Amount: \$7,200)

Bergen County Narcotic Task Force. Bergen County has a population of nearly one million and 70 local governments maintaining police departments. The county had been experiencing an alarming increase in the possession, use and sale of narcotics and many of the municipal police departments were too small to reduce narcotics trafficking.

In 1973, however, a county-wide Narcotic Task Force, assisted by a grant from the New Jersey SPA, was created. This task force today has 40 members from municipal police departments, supplemented with county law enforcement officers. To reduce the distribution of narcotics, personnel are divided into zones, their objective being to locate and identify origins of drug supply and to purchase narcotics for evidence whenever possible.

The Unit has developed a central intelligence file with information pertaining to narcotics suppliers. It also provides public education programs on narcotics. Ninety percent of the arrests made by the Task Force have been for sale of controlled dangerous substances, while 10 percent were charged with possession with intent to distribute dangerous substances.

The New Jersey SPA has awarded a grant of \$34,740 to the Bergen County unit for salaries for an assistant director and two female undercover investigators. (Grantee: Bergen County, New Jersey; Award Amount: \$34,740)

Basic Police Training Course. Funds were awarded to the Department of Public Safety to provide a training opportunity for each police officer in West Virginia and to ultimately increase the effectiveness, efficiency, and respect for all

police officers throughout the State of West Virginia through improved knowledge and skill gained at the State Police Academy in the basic training course. Not only is a police officer better equipped to handle his day-to-day public assignments as a result of training, but efficiency and individual reputation is enhanced with the public through training. It is generally recognized that the evolutionary process of a police officer's development contributes to his effectiveness, but experience and individual effort cannot replace formal police training. It is the objective of this program to provide that training for all West Virginia municipal and county police officers. (Grantee: West Virginia Department of Public Safety; Award Amount: \$120,838)

Neutron Activation Analysis. The major objective of this program is a routine physical evidence characterization service to Missouri law enforcement agencies. A training program designed to show the law enforcement investigator the capabilities and limitations of neutron activation analysis, as well as their role in correct sample collection, handling, and storage techniques, is also incorporated in the program.

Approximately 400 cases per year are received involving the analysis of paint, glass, fibers, hair, gunshot residues, and substances containing arsenic. Expert witness testimony has also been available for cases for which samples have been analyzed.

The project has proven valuable to law enforcement agencies throughout the State of Missouri who have submitted evidence to the crime laboratory for analysis. (Grantee: University of Missouri; Award Amount: \$45,000)

Uniform Law Enforcement System. A deserved reputation for outstanding systems service to all elements of criminal justice has been realized by the Missouri Uniform Law Enforcement System. Service is currently being extended to more than 300 police departments, approximately 100 sheriff's offices, four prosecuting attorney offices, the Attorney General, the FBI, and various other criminal justice agencies in Missouri. The system is currently fielding over 1,300,000 inquiries per month and response time is averaging approximately six seconds per inquiry. Its central operation is connected to the FBI's National Crime Information Center headquarters in Washington, the National Law Enforcement Telecommunications System headquarters in Phoenix, Arizona, and the American Law Enforcement

Communications System network in Springfield, Illinois.

Recently, the system's central site has been designated by Executive Order as the state repository for criminal histories. As such, it has coordinated development of major programs for both probation and parole and correctional agencies. (Grantee: Missouri State Highway Patrol; Award Amount: \$515,012)

Public Safety Communications. The City of Portland and Multnomah County utilizing an LEAA Impact Grant, state block grants, and a grant from the Defense Civil Preparedness Agency have undertaken a project to provide a centralized communications system for the Portland Police and Multnomah County Sheriff's Office. These grant funds are being used by the Portland/Multnomah project team to accomplish several objectives:

- A combined Police/Sheriff Dispatch Facility was completed and became operational in November 1974.
- The Police Bureau and the Sheriff's Office both will begin sharing an 8-channel UHF radio system in December 1976. The radio system includes multiple transmit sites and a 12-site voting receiver system.
- A Computer Assisted Dispatch System will become operational in December 1976. The CAD system utilizes a unique approach to law enforcement dispatch by enabling the complaint/dispatch operators to perform all functions through a function key keyboard rather than through the use of command language.
- A mobile/digital system will become operational in June 1977.
- A microwave system to link transmit sites is scheduled for completion in June 1977.

The Portland/Multnomah project, when completed, will provide many years of optimum service to the law enforcement agencies of Multnomah County, and to the citizens they serve. (Grantee: Multnomah County, Oregon; Award Amount: \$301,032)

Medical Examiner Program. Funds were awarded by the West Virginia SPA to the Commission on Post-Mortem Examinations to implement a Medical Examiner Program for the State

of West Virginia. In order to eliminate the antiquated "coroner system" of determining unattended or suspicious deaths, the 1963 session of the West Virginia State Legislature enacted a model bill establishing the Commission on Post-Mortem Examinations. The bill provided for a Chief Medical Examiner who would appoint qualified examiners in each of the counties and supervise their activities. It further provided for support staff for the Chief Medical Examiner, such as a Toxicologist, Histology Technician, Photographer, and clerical staff. However, the legislature did not make a substantial appropriation to support the Commission until 1972 when the Governor's Committee on Crime, Delinquency, and Correction provided funds to implement the Medical Examiner Program. (Grantee: Commission on Post-Mortem Examinations, West Virginia; Award Amount: \$190,000)

Antidrug Task Force. The "Clarksville-Montgomery County (Tenn.) Antidrug Task Force" insures the continuation of a joint city-county drug control program involving elements of both the Montgomery County Sheriff's Department and the Clarksville Municipal Police Department. The project focuses on the reduction of drug flow and apprehension of those who engage in drug traffic. A standard project review revealed that undercover agents hired through subgrant funds were able to infiltrate a large segment of the drug traffic—particularly heroin. Major arrests have resulted from the coordinated efforts of the agents from the departments involved. (Grantee: Tennessee Law Enforcement Planning Agency; Award Amount: \$27,875.96)

Statewide Law Enforcement Film Library. This library, administered by the Jackson, Mississippi, Police Department, offers visual educational aids to law enforcement agencies and the public at large. The library now has a total of 231 films available for loan plus an additional 35 mm slide programs totalling \$72,500 in net worth.

The library is being utilized by police departments, sheriff's offices, FBI offices, state agencies, and the public. The film categories range in spectrum from accident investigation, criminal search and seizure to first aid and community crime prevention. During 1976 films were being utilized throughout the state at a rate of 157 per month. (Grantee: Jackson Police Department, Mississippi; Award Amount: \$33,334)

Regional Police Academies. This project became initially operational in 1974 with the funding of two regional police academies. In 1975, an additional two academies were funded bringing the total of regional police academies funded with LEAA money to four. The goals of these academies are to meet the training needs of local law enforcement agencies by providing basic, specialized, and in-service training on a regularly scheduled basis. Another goal is to increase the quality of instruction at these academies.

The following results were experienced by the four regional academies in total.

1. There were 313 graduates of pre-service training in fiscal year 1975.
2. There were 18,924 man hours of in-service training for 4,232 enrollees.
3. There were 1,040 hours of specialized training for 754 enrollees.

The cost of training per man hour ranged from \$1.73 to \$2.45 (the latter based on a computation of nine months of operation). (Grantee: Augusta, Georgia; Award Amount: \$59,616) (Grantee: Columbus College, Georgia; Award Amount: \$47,350) (Grantee: Northeast Georgia Regional Academy, Georgia; Award Amount: \$63,132) (Grantee: Albany Police Academy, Georgia; Award Amount: \$63,048)

In-Service Training. The Criminal Justice Center at Northern Michigan University in Marquette, Michigan, has developed what it feels is a new and innovative method of training local police officers in the area. Instead of having the police officers come to a designated classroom away from their jurisdictions, a training program of instructors and video cassettes is taken directly to their departments and presented to them while they are on duty in their own police stations.

This project serves the entire Upper Peninsula of Michigan, which consists of fifteen counties, with an estimated population of 310,000. To police this huge area there are some sixty local police agencies. The size of the departments range from one to forty sworn personnel, with the majority having five to six members.

Prior to the undertaking of this project, the only training available to these departments was the basic training required since 1970. Many of the older officers had received no training except on-the-job training from senior officers. In addition, many smaller departments had no resources

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for urgently needed specialized training. (Grantee: Northern Michigan University; Award Amount: \$147,261)

Courts

Prosecutor's Management Information System. This project will allow the Sixth Judicial District of Arkansas to modify and install the automated Prosecutor's Management Information System (PROMIS). The ultimate goals of the installation are to increase prosecutive effectiveness and evenhandedness in the handling of felony and misdemeanor cases; to increase managerial control over case assignment, scheduling and reporting; and to support and provide compatibility with the data collection efforts of other agencies in the criminal justice system.

PROMIS will enable the prosecuting attorney to establish and maintain excellent working relationships with law enforcement, courts, and corrections through the sharing of valuable information and the cooperative promulgation of policies. (Grantee: Prosecuting Attorney, Sixth Judicial District, Arkansas; Award Amount: \$65,000)

Maine Trial Court Revision Commission. This Commission has made recommendations for streamlining the operations of the Maine court system in an effort to increase productivity. The Commission's work resulted in legislative unification of District, Superior, and Supreme Courts, which has been carried out by a State Court Administrator, four regional administrators and presiding justices in each region. This new administrative structure is now implementing the following activities: a unified statewide judicial budget; a uniform code of personnel policies for judicial and nonjudicial personnel; and a judicial management information system to provide the courts aid in handling routine and long-term resources. (Grantee: Administrative Office of the Maine Court System; Award Amount: \$220,513)

Statewide Prosecutor's Appellate Assistance Service. This project provides appellate assistance and day-to-day legal advice to prosecutors in the four appellate districts outside Cook County. Project attorneys in each of the four offices are appointed special assistant state's attorneys in each of the counties in which they operate. Upon request, they will respond to motions, prepare briefs, and argue appeals on behalf of various state's attorneys. In addition, each office is an

information resource for prosecutors who are confronted with novel legal situations in the trial of cases. To that end, a brief bank and a legal newsletter have been developed which are made available to state's attorneys without charge. A measure of the project's success is that 89 of the 101 eligible counties in Illinois are now participating and contributing matching funds. (Grantee: Illinois State Attorneys' Association; Award Amount: \$500,786)

Economic Crime Unit. Connecticut's statewide Economic Crime Unit joins investigators and prosecutors in developing the evidence necessary to bring complex economic crimes to court. The unit strives for major impact prosecutions and emphasizes felony prosecutions and particularly protection of "disadvantaged" victims. Unit first-year efforts included development of liaisons with numerous groups including the Better Business Bureau, the Federal Trade Commission, and the Securities and Exchange Commission. Besides responding to citizen complaints and cases referred by other agencies, the unit searches out and responds to suspicious "business opportunities" and similar questionable advertising. Finally, the unit attempts to educate consumers about commercial deceit and bring prosecutions to public attention. (Grantee: Connecticut Judicial Department; Award Amount: \$125,000)

Polk County Rape Crisis/Sexual Assault Center. This project is designed to decrease the trauma of rape and increase the conviction of rape offenders through providing coordinated and continuous law enforcement, medical, legal, and victim support services in sexual assault cases. A long-range goal of the project is to reduce the occurrences of rape by increasing the likelihood of conviction of repeat offenders. Sub-goals include increasing interagency coordination and cooperation on sexual assault cases, providing victim support services to sexual assault victims, increasing the effectiveness and sensitivity of criminal justice responses to sexual assault victims, and engaging in public education activities.

A Sexual Assault Care Center, located at Lutheran Hospital, provides 24-hour supportive counseling of sex crime victims and coordination with other legal and support services. One of the staff is generally present at the time a victim receives medical treatment and/or is interviewed by law enforcement personnel. In addition, she gives continued support to the victim before, during, and after adjudication of the offender takes place.

A prosecutor from the Polk County Attorney's Office has been assigned to represent sex crime victims, and she works in close cooperation with the director of the Assault Care Center. (Grantee: Polk County Board of Supervisors, Iowa; Award Amount: \$13,062)

Court Coordinator. The coordinator works with the six clerks in the 69th Judicial District of Texas to prepare a trial docket six months in advance. This enables the six sheriffs' offices, three district attorneys, and four probation officers in the district to know where the judge will be on a given day. In addition, the coordinator has initiated a central filing system, so that a copy of all case files are kept in one office. Previously, the only available files were spread among the six district clerks' offices. The coordinator's other activities include: insuring that selection from the jury wheel of all juries for new terms of court are properly planned over the district throughout the year; administering the appointment of attorneys in criminal and juvenile cases; and providing all relevant court information to the bar, news media, and public. (Grantee: Hartley County, Texas; Award Amount: \$14,987)

Mississippi Judicial College. The primary objective of the Mississippi Judicial College is to provide training and education to Mississippi judges and court-support personnel through in-state and out-of-state conferences, seminars, and workshops.

The College has also completed nine publications plus a bi-monthly news bulletin. These publications should bring a more cohesive and coordinated response to the needs of the people through better training, coordination, and cooperation by the Mississippi Judiciary. (Grantee: University of Mississippi Law Center; Award Amount: \$231,323)

Courtroom Video Tape Project. The remodeling of an Oregon courtroom provided an opportunity to prepare facilities for built-in video tape cameras and recorder. The judge uses a remote control center to video tape prosecution and defense cases for a "court of record" resource. Tapes are available for transcripts of proceedings, and later use as training aids for police, attorneys, and other criminal justice personnel. (Grantee: Multnomah County, Oregon; Award Amount: \$16,632)

Municipal Court Public Defender Program. Until 1974, the public defender of New Jersey was authorized only to act in cases involving in-

dictable offenses. However, legislation was enacted in 1974 to allow the State Office of the Public Defender to represent defendants charged with nonindictable offenses.

In Atlantic County, a full-time public defender has been assigned to represent indigents in nonindictable cases before municipal court, and now all public defender cases from the counties are heard at one location by judges serving on a rotating basis. (Grantee: Department of Public Advocate for Municipalities in Atlantic County, New Jersey; Award Amount: \$59,556)

Justice of the Peace In-Service Training. This project provides both basic and advanced training for justices of the peace and constables in Texas. Although most justices of the peace are lawyers, less than 30 of the more than 900 justices of the peace in the State of Texas meet this criterion. Yet these judges, under current law, are required to make decisions as magistrates that can affect the course of even capital felony cases.

During 1975, the Texas Justices of the Peace and Constables Association sponsored two 40-hour basic seminars covering judicial ethics, rules of evidence, justice court trials, bond settings, inquests, truancy laws, complaints, search warrants, examining trials, arrest with and without warrants, peace bonds, and administrative practices.

Instructors are recruited from the judiciary, county and district attorney's offices, the Attorney General's Office, private attorneys and representatives from law enforcement agencies.

Approximately 1,013 justices of the peace and constables participated in the seminars during 1975. (Grantee: Texas Justices of the Peace and Constables Association; Award Amount: \$174,142)

Juvenile Justice

McMinn County Youth Affairs Department. This department resulted from the efforts of local citizens committed to resolve delinquent behavior related problems. The Youth Affairs Department is designated to provide areas of meaningful accomplishment to the youthful offender, to provide information to the law enforcement agencies of McMinn County and the Juvenile Court on Youthful Offenders, and to provide guidance of a rehabilitative nature to convicted offenders. An average rate of 31 children a month are being

served by the Youth Affairs Department resulting in a large percentage of potentially delinquent youth being diverted from the juvenile system. (Grantee: McMinn County Youth Affairs Department, Tennessee; Award Amount: \$20,790)

Sweetwater County Drug-Alcohol Abuse Prevention Project. This project began as a civic improvement project of the Rock Springs Women's Club. They recognized the need for more constructive activities for teenagers and counseling to curb the abuse of alcohol and other drugs. They provide recreation centers for youth in Rock Springs, Green River, and Farson-Eaden. In addition, they offer training for part-time and summer employment of youth through the Rent-A-Kid program. A third phase of the program includes activities for leisure time such as a hunter-safety course, pottery and leather work classes, and ski trips.

Counseling is provided for troubled youth and families. The project is designed for both primary and secondary juvenile delinquency prevention. It receives county-wide support from citizens and the local and county government agencies. (Grantee: Rock Spring Women's Club, Wyoming; Award amount: \$34,762)

Police-Juvenile Services Project. This project is designed to meet the objectives of (1) assisting law enforcement agencies in the establishment of police-juvenile units or bureaus, (2) developing a model operations manual for the processing of juvenile offenders, (3) providing training to both line and management personnel, (4) publishing training booklets and informational newsletters, and (5) providing technical assistance to law enforcement agencies.

As a direct or partial result of this project, 60 police departments now have police-juvenile bureaus; 16 sixteen-hour basic training seminars, and 5 administrative seminars are held annually; bi-monthly training pamphlets on selected issues are produced, and a monthly newsletter is distributed to over 1,000 agencies and individuals. (Grantee: University of Missouri-Columbia; Award Amount: \$58,024)

Juvenile Statute Revision Commission. This commission was created by the Maine Legislature to revise state statutes relating to juveniles as well as those relating to the juvenile court. This will be the first redrafting since 1959 and will comprise extensive recommendations for more and better social services to children in trouble.

Issues with which the Commission will grapple include: definitions of criminal and noncrimi-

al behavior; drug and alcohol abuse; juvenile rights; availability of social services to troubled youth; alternatives to incarceration; truancy; and procedural problems to juvenile courts.

Public hearings were held throughout the state in the spring of 1976, to direct feelings of citizens and working professionals who deal with kids. (Grantee: Juvenile Code Revision Commission, Maine; Award Amount: \$45,000)

Residential Center for Juvenile Drug Addicts. This project provides for the establishment of a residential center for 40 adolescent boys who are drug addicts. The center is managed by a married couple, who serve as the center's directors, and a group of professionals. The services offered are divided into three main phases: induction, detoxification, rehabilitation, and resocialization. Treatment is focused on restoring the physical and mental health of the adolescent through medical, sociological, social, recreational, and educational services.

Case followup will be provided on a monthly basis for a period of at least one year after the minor leaves the center and every six months after that. The program has a current enrollment of 26 youths. (Grantee: Department of Addiction Services, Puerto Rico; Award Amount: \$267,000)

Adolescent Offender Treatment Unit. This unit provides treatment to juveniles on probation who are ordered to receive psychological and psychiatric treatment as a condition of probation. Originally funded in January 1975, it offers outpatient counseling for both youngsters and parents and works closely with probation officers. The staff includes a project psychologist and two paraprofessional mental health aides.

An initial intervention and screening process (three to four weekly sessions) concentrates on delineating treatment issues and family roles. Following the sessions, the family is met with, individually, and the unit's recommendations are made. The juvenile is then placed in the most appropriate treatment modality.

A total of 84 youngsters were referred by the court to the unit during the first five months of 1976. A total of 95 parents have also been involved in treatment programs.

While more difficult, higher risk youngsters were referred to the Adolescent Offender Treatment Unit, a random sample revealed a 30 percent lower recidivism rate than those youngsters placed on regular probation in 1975. (Grantee: Burlington County, New Jersey; Award Amount: \$77,063)

Appendix

LEAA Part B Non-Discretionary Allocations as of June 30, 1976

(Amount in thousands)

State	FY 1969-72	FY 1973	FY 1974	FY 1975	FY 1976
Alabama	\$1,740	\$852	\$852	\$934	\$1,220
Alaska	512	257	257	268	340
Arizona	1,069	535	535	609	817
Arkansas	1,149	564	564	618	806
California	8,001	3,976	3,976	4,452	5,901
Colorado	1,227	618	618	693	925
Connecticut	1,558	774	774	842	1,093
Delaware	609	304	304	319	407
Florida	2,924	1,485	1,485	1,731	2,370
Georgia	2,164	1,068	1,068	1,186	1,568
Hawaii	695	345	345	370	481
Idaho	673	335	335	357	463
Illinois	4,669	2,303	2,303	2,543	3,309
Indiana	2,386	1,183	1,183	1,301	1,702
Iowa	1,483	734	734	801	1,033
Kansas	1,274	625	625	672	869
Kentucky	1,642	809	809	889	1,161
Louisiana	1,812	889	889	979	1,275
Maine	782	388	388	414	534
Maryland	1,884	942	942	1,043	1,365
Massachusetts	2,563	1,277	1,277	1,407	1,837
Michigan	3,798	1,879	1,879	2,078	2,730
Minnesota	1,845	920	920	1,008	1,314
Mississippi	1,273	620	620	670	884
Missouri	2,199	1,085	1,085	1,189	1,554
Montana	669	331	331	349	450
Nebraska	968	481	481	518	670
Nevada	584	292	292	311	401
New Hampshire	679	340	340	361	468
New Jersey	3,154	1,556	1,556	1,731	2,254
New Mexico	790	392	392	424	551
New York	7,441	3,651	3,651	4,027	5,234
North Carolina	2,360	1,162	1,162	1,288	1,700
North Dakota	641	317	317	332	424
Ohio	4,503	2,216	2,216	2,434	3,190
Oklahoma	1,379	684	684	748	980
Oregon	1,193	596	596	655	857
Pennsylvania	4,946	2,432	2,432	2,680	3,495
Rhode Island	759	379	379	402	515
South Carolina	1,404	690	690	760	995
South Dakota	658	326	326	342	437
Tennessee	1,913	942	942	1,048	1,371
Texas	4,685	2,319	2,319	2,618	3,487
Utah	806	400	400	435	565
Vermont	569	284	284	296	377
Virginia	2,181	1,080	1,080	1,193	1,576
Washington	1,686	845	845	912	1,189
West Virginia	1,082	530	530	574	740
Wisconsin	2,078	1,036	1,036	1,143	1,492
Wyoming	528	263	263	272	346
District of Columbia	698	343	343	357	451
American Samoa	411	205	205	206	258
Guam	436	216	216	217	275
Puerto Rico	1,445	713	713	781	1,024
Virgin Islands	423	212	212	213	270
Total	\$101,000	\$50,000	\$50,000	\$55,000	\$72,000

LEAA Part C Discretionary Awards as of June 30, 1976

(Amount in thousands)

State	FY 1969-72	FY 1973	FY 1974	FY 1975	FY 1976
Alabama					
Alaska	\$2,688	\$809	\$179	\$543	\$672
Arizona	1,707*	954*	772	1,019	1,083
Arkansas	3,271	1,277	2,200	2,662	3,484
California	385	132	355	456	428
Colorado	18,893	4,870	6,945	3,642	8,561
Connecticut	3,708	6,332	2,284	7,939	4,064
Delaware	1,784	317	124	434	0
Florida	1,451	299	318*	205	230
Georgia	9,510	1,497	450	2,718	3,013
Hawaii	4,151	2,441	4,623	5,904	828
Idaho	1,288	271	209	306*	474
Illinois	1,442*	264	340*	342	652
Indiana	3,905	2,808	4,867	2,919	4,210
Iowa	2,017	280	680	1,015	480
Kansas	1,214	191	448	805	87
Kentucky	1,500	121	394	142	132
Louisiana	3,276	1,213	339	2,187	1,882
Maine	4,188	836	2,125	1,685	766
Maryland	1,251	325	400	355	257
Massachusetts	3,896	1,174	607	6,169	123
Michigan	5,151	1,381	2,169	1,267	569
Minnesota	6,059	6,314	596	2,028	3,557
Mississippi	3,093	46	1,431	716	827
Missouri	1,195	0	359	93	62
Montana	3,367	4,256	3,266	3,881	1,798
Nebraska	1,204*	779*	864*	249*	574
Nevada	1,292	115	333	0	193
New Hampshire	1,634*	1,166	1,351	654*	1,232
New Jersey	1,004	348	281	508*	484
New Mexico	5,583	4,199	3,333	7,107	2,493
New York	1,488*	344	1,594	957	457
North Carolina	10,641	8,884	3,402	7,370	3,556
North Dakota	2,652	804	615	566	426
Ohio	949*	288*	648*	281	285
Oklahoma	7,777	6,264	6,591	1,088	1,759
Oregon	1,941	910	280	257	638
Pennsylvania	1,463	4,159	1,625	2,104	940
Rhode Island	5,859	2,410	986	4,942	1,647
South Carolina	1,441	170	54	120	260
South Dakota	2,503	493	231	232	200
Tennessee	871	615*	1,046*	635*	601
Texas	1,262	0	185	0	402
Utah	7,011	4,379	7,682	1,974	2,161
Vermont	800*	410	348	832	451
Virginia	741*	268*	361	177*	294
Washington	2,177	976	723	1,340	511
West Virginia	1,820	973	592	471	371
Wisconsin	1,989	391	0	0	0
Wyoming	2,104	220	356	1,678	341
District of Columbia	910*	625*	569*	403*	760
American Samoa	11,893	1,936	2,191	4,316	4,154
Guam	132*	87*	87*	0	0
Puerto Rico	397	162*	162*	174*	218
Virgin Islands	529	0*	404	0	540
	877*	214*	249*	488*	266
Total	\$171,334	\$80,997	\$73,623	\$88,355	\$64,453

*Includes Small State Supplements

LEAA Part C Non-Discretionary Allocations as of June 30, 1976

(Amount in thousands)

State	FY 1969-72	FY 1973	FY 1974	FY 1975	FY 1976
Alabama	\$16,169	\$8,026	\$8,026	\$8,003	\$8,163
Alaska	1,449*	700	700	739	759
Arizona	8,196	4,127	4,127	4,462	4,772
Arkansas	9,048	4,482	4,482	4,564	4,685
California	92,698	46,495	46,495	46,390	47,546
Colorado	10,184	5,143	5,143	5,373	5,682
Connecticut	14,118	7,064	7,064	7,000	7,091
Delaware	2,589*	1,277	1,277	1,298	1,319
Florida	31,131	15,821	15,821	16,698	17,831
Georgia	21,415	10,695	10,695	10,757	11,092
Hawaii	3,598*	1,791	1,791	1,855	1,936
Idaho	3,339*	1,660	1,660	1,716	1,787
Illinois	51,898	25,898	25,898	25,555	25,730
Indiana	24,216	12,102	12,102	12,014	12,211
Iowa	13,181	6,581	6,581	6,555	6,592
Kansas	10,572	5,235	5,235	5,155	5,212
Kentucky	15,052	7,500	7,500	7,514	7,662
Louisiana	17,074	8,485	8,485	8,496	8,624
Maine	4,633	2,312	2,312	2,332	2,392
Maryland	18,160	9,140	9,140	9,200	9,379
Massachusetts	26,414	13,257	13,257	13,173	13,350
Michigan	41,383*	20,681	20,681	20,487	20,861
Minnesota	17,687	8,866	8,866	8,812	8,956
Mississippi	10,471	5,166	5,166	5,127	5,335
Missouri	21,871	10,897	10,897	10,789	10,977
Montana	3,283*	1,618	1,618	1,627	1,680
Nebraska	6,922	3,457	3,457	3,473	3,530
Nevada	2,293*	1,139	1,139	1,211	1,268
New Hampshire	3,425*	1,719	1,719	1,759	1,828
New Jersey	33,490	16,703	16,703	16,703	16,864
New Mexico	4,730	2,367	2,367	2,446	2,530
New York	85,258	42,496	42,496	41,744	41,933
North Carolina	23,752	11,842	11,842	11,866	12,207
North Dakota	2,924*	1,439	1,439	1,441	1,462
Ohio	49,878	24,821	24,821	24,369	24,733
Oklahoma	11,917	5,964	5,964	5,984	6,144
Oregon	9,693	4,873	4,873	4,966	5,109
Pennsylvania	55,229	27,482	27,482	27,058	27,309
Rhode Island	4,381	2,206	2,206	2,202	2,227
South Carolina	12,148	6,036	6,036	6,109	6,271
South Dakota	3,143*	1,551	1,551	1,546	1,570
Tennessee	18,343	9,143	9,143	9,255	9,428
Texas	52,133*	26,091	26,091	26,374	27,231
Utah	4,957	2,468	2,468	2,561	2,647
Vermont	2,113	1,035	1,035	1,046	1,073
Virginia	21,644	10,832	10,832	10,830	11,153
Washington	15,808	7,944	7,944	7,768	7,899
West Virginia	8,212	4,064	4,064	4,080	4,116
Wisconsin	20,489	10,294	10,294	10,287	10,450
Wyoming	1,613*	775	775	786	812
District of Columbia	3,591*	1,763	1,763	1,709	1,690
American Samoa	131	63	63	61	69
Guam	451*	198	198	191	214
Puerto Rico	12,687	6,320	6,320	6,343	6,513
Virgin Islands	323*	146	146	141	168
Total	\$961,507	\$480,250	\$480,250	\$480,000	\$490,072

*Includes Small State Supplements

Law Enforcement Assistance Administration

Distribution of Parts B, C, E, and JJ&DP Formula for Fiscal Year 1976

(Amount in thousands)

State	Part B	Part C	Part E	JJ&DP
Alabama	\$1,016	\$6,753	\$795	\$366
Alaska	276	628	74	200
Arizona	677	3,948	465	200
Arkansas	668	3,876	456	200
California	4,954	39,332	4,632	1,966
Colorado	768	4,700	553	229
Connecticut	909	5,866	691	303
Delaware	332	1,091	128	200
Florida	1,983	14,751	1,737	625
Georgia	1,309	9,176	1,081	487
Hawaii	394	1,602	189	200
Idaho	379	1,478	174	200
Illinois	2,773	21,285	2,506	1,125
Indiana	1,421	10,102	1,189	543
Iowa	859	5,453	642	289
Kansas	721	4,312	508	221
Kentucky	966	6,338	746	330
Louisiana	1,062	7,134	840	411
Maine	439	1,979	233	200
Maryland	1,138	7,759	914	409
Massachusetts	1,535	11,044	1,301	556
Michigan	2,286	17,257	2,032	963
Minnesota	1,095	7,409	872	409
Mississippi	733	4,413	520	250
Missouri	1,297	9,081	1,069	460
Montana	368	1,390	164	200
Nebraska	553	2,920	344	200
Nevada	327	1,049	124	200
New Hampshire	383	1,512	178	200
New Jersey	1,886	13,951	1,643	707
New Mexico	453	2,093	246	200
New York	4,393	34,689	4,085	1,731
North Carolina	1,420	10,098	1,189	521
North Dakota	346	1,209	142	200
Ohio	2,673	20,460	2,409	1,108
Oklahoma	814	5,083	599	248
Oregon	711	4,226	498	207
Pennsylvania	2,930	22,591	2,660	1,140
Rhode Island	423	1,842	217	200
South Carolina	827	5,188	611	283
South Dakota	357	1,299	153	200
Tennessee	1,143	7,799	918	393
Texas	2,923	22,527	2,653	1,185
Utah	465	2,190	258	200
Vermont	307	888	105	200
Virginia	1,315	9,226	1,086	471
Washington	990	6,534	769	344
West Virginia	612	3,405	401	200
Wisconsin	1,245	8,645	1,018	469
Wyoming	281	672	79	200
District of Columbia	369	1,398	165	50
American Samoa	207	57	7	200
Guam	221	177	21	50
Puerto Rico	851	5,388	634	349
Virgin Islands	217	139	16	50
Trust Territory	-	-	-	-
Total	\$60,000	\$405,412	\$47,739	\$23,300

Law Enforcement Assistance Administration
Allocation of Part B Planning, Part C Block, and Non-Discretionary Portion (50%) of
Part E Corrections and Juvenile Justice Formula Funds by State

(Amount in thousands)		Transition Quarter 7/1/76-9/30/76			
State	Part B	Part C	Part E	JJ&DP	
Alabama	\$204	\$1,410	\$175	\$90	
Alaska	64	131	16	50	
Arizona	140	824	102	50	
Arkansas	138	809	100	50	
California	947	8,214	1,019	484	
Colorado	157	982	122	57	
Connecticut	184	1,225	152	75	
Delaware	75	228	28	50	
Florida	387	3,080	382	154	
Georgia	259	1,916	238	120	
Hawaii	87	334	42	50	
Idaho	84	309	38	50	
Illinois	536	4,445	551	277	
Indiana	281	2,109	262	134	
Iowa	174	1,139	141	71	
Kansas	148	900	112	55	
Kentucky	195	1,324	164	81	
Louisiana	213	1,490	185	101	
Maine	95	413	51	50	
Maryland	227	1,620	201	101	
Massachusetts	302	2,306	286	137	
Michigan	444	3,604	447	237	
Minnesota	219	1,547	192	101	
Mississippi	151	922	114	62	
Missouri	257	1,896	235	113	
Montana	82	290	36	50	
Nebraska	117	610	76	50	
Nevada	74	219	27	50	
New Hampshire	85	316	39	50	
New Jersey	368	2,913	361	174	
New Mexico	98	437	54	50	
New York	841	7,244	898	426	
North Carolina	280	2,109	262	128	
North Dakota	78	253	31	50	
Ohio	517	4,273	530	272	
Oklahoma	166	1,061	132	61	
Oregon	146	883	109	51	
Pennsylvania	565	4,718	585	280	
Rhode Island	92	385	48	50	
South Carolina	168	1,083	134	70	
South Dakota	80	271	34	50	
Tennessee	228	1,629	202	97	
Texas	564	4,704	583	291	
Utah	100	457	57	50	
Vermont	70	185	23	50	
Virginia	261	1,927	239	116	
Washington	199	1,365	169	85	
West Virginia	128	711	88	50	
Wisconsin	247	1,805	224	115	
Wyoming	65	140	17	50	
District of Columbia	82	292	36	50	
American Samoa	51	12	2	12	
Guam	54	37	5	12	
Puerto Rico	173	1,125	140	86	
Virgin Islands	53	29	4	12	
Trust Territory	—	—	—	12	
Total	\$12,000	\$84,660	\$10,500	\$5,750	

LEAA Parts B, C, E, and Juvenile Justice Allocations and Awards by Fiscal Year
as of June 30, 1976

(Amount in thousands)

State	FY 69-72	FY 1973	FY 1974	FY 1975	FY 1976	Total
Alabama	\$24,024	\$11,113	\$10,166	\$10,666	\$12,638	\$68,607
Alaska	3,932	2,074	2,321	2,472	2,487	13,286
Arizona	14,342	6,880	7,954	9,168	10,579	48,923
Arkansas	12,943	7,592	9,210	6,429	7,970	44,144
California	129,323	63,077	64,256	62,364	74,594	393,614
Colorado	18,862	16,926	8,650	16,215	13,358	74,011
Connecticut	19,139	9,820	9,509	9,300	10,973	58,741
Delaware	5,486	2,095	2,074	2,200	3,462	15,317
Florida	46,922	21,571	19,779	24,048	26,498	138,818
Georgia	31,236	18,169	19,734	21,492	16,133	106,764
Hawaii	5,863	3,522	6,974	2,787	9,246	28,392
Idaho	6,648	2,717	2,530	2,971	3,420	18,286
Illinois	67,520	36,177	38,770	35,962	41,706	220,135
Indiana	31,236	15,222	15,617	16,212	16,449	94,736
Iowa	16,546	8,350	8,787	9,620	9,091	52,394
Kansas	14,301	6,597	6,870	7,466	6,903	42,137
Kentucky	21,560	11,853	9,689	11,974	11,723	66,799
Louisiana	27,208	14,958	14,809	13,631	13,088	83,694
Maine	7,095	3,454	3,771	3,876	3,957	22,153
Maryland	28,796	13,056	11,764	25,247	12,755	91,618
Massachusetts	37,627	20,218	19,021	19,944	19,458	116,268
Michigan	56,379	31,307	25,589	30,009	32,873	176,157
Minnesota	24,845	11,202	13,109	12,407	13,866	75,429
Mississippi	14,970	8,659	6,860	6,694	7,216	44,399
Missouri	33,122	22,155	21,425	17,889	16,132	110,723
Montana	5,714	2,918	3,003	2,938	3,325	17,898
Nebraska	10,162	6,827	4,802	4,753	8,155	34,699
Nevada	4,981	3,231	3,316	3,551	3,640	18,719
New Hampshire	5,772	3,058	2,822	3,057	3,411	18,120
New Jersey	47,229	26,561	24,324	30,931	25,337	154,382
New Mexico	7,913	3,416	5,271	4,677	4,680	25,957
New York	112,741	60,396	54,678	60,325	59,722	347,862
North Carolina	31,034	15,526	15,012	15,432	15,829	92,833
North Dakota	4,945	2,531	2,573	2,424	2,559	15,032
Ohio	70,168	39,755	39,400	33,142	34,775	217,240
Oklahoma	16,452	8,260	10,909	10,892	9,759	56,272
Oregon	15,182	10,709	15,508	9,404	9,427	60,230
Pennsylvania	72,643	35,754	34,507	38,295	40,271	221,470
Rhode Island	7,326	3,166	3,036	3,015	4,086	20,629
South Carolina	18,860	10,124	8,789	8,374	10,703	56,850
South Dakota	4,830	2,924	3,490	2,905	3,052	17,201
Tennessee	23,622	11,296	11,399	11,795	12,702	70,814
Texas	72,078	36,550	41,991	35,691	38,485	224,795
Utah	7,151	3,794	4,078	4,268	4,235	23,526
Vermont	3,633	1,816	2,132	2,192	2,256	12,029
Virginia	28,591	14,315	13,909	15,338	15,786	87,939
Washington	20,779	10,821	10,545	10,308	11,603	64,056
West Virginia	12,224	5,738	5,072	5,134	5,345	33,513
Wisconsin	26,702	12,761	13,623	15,056	14,207	82,349
Wyoming	3,301	1,754	2,142	1,790	2,040	11,027
District of Columbia	16,819	5,205	4,599	7,621	7,917	42,161
American Samoa	701	363	363	274	386	2,087
Guam	1,366	599	599	654	798	4,016
Puerto Rico	15,657	7,777	8,331	8,095	9,874	49,734
Trust Territory	—	—	—	50	65	115
Virgin Islands	2,163	589	624	968	789	5,133
Total	\$1,370,664	\$717,298	\$710,085	\$734,392	\$761,794	\$4,294,233

LEAA Part E Discretionary Awards as of June 30, 1976

(Amount in thousands)

State	FY 1971-72	FY 1973	FY 1974	FY 1975	FY 1976
Alabama	\$2,194	\$482	\$165	\$244	\$1,613
Alaska	156	81	510	159	0
Arizona	1,172	455	606	710	646
Arkansas	1,673	1,887	3,282	54	1,109
California	2,589	2,266	1,370	1,740	4,069
Colorado	2,953	4,228	0	1,578	1,494
Connecticut	594	834	716	0	0
Delaware	640	65	25	25	1,032
Florida	927	907	162	719	486
Georgia	1,863	2,707	2,090	2,179	572
Hawaii	7	904	4,418	38	6,109
Idaho	938	263	0	154	91
Illinois	3,071	2,121	2,655	1,548	3,404
Indiana	758	233	228	268	13
Iowa	0	70	250	487	128
Kansas	150	0	0	890	70
Kentucky	437	1,449	159	300	80
Louisiana	2,830	3,750	2,312	1,271	952
Maine	73	157	399	301	275
Maryland	3,452	725	0	7,552	329
Massachusetts	1,463	2,743	758	2,346	1,118
Michigan	1,962	0	0	2,672	1,850
Minnesota	858	327	849	634	1,261
Mississippi	1,238	2,265	107	0	280
Missouri	4,013	4,635	4,895	560	0
Montana	310	0	0	321	206
Nebraska	449	2,367	124	153	3,327
Nevada	295	500	400	1,032	573
New Hampshire	399	449	280	22	49
New Jersey	2,436	2,138	767	3,179	954
New Mexico	542	34	639	362	627
New York	2,890	365	129	1,671	645
North Carolina	451	325	0	115	0
North Dakota	210	318	0	0	0
Ohio	4,198	3,534	2,852	2,000	875
Oklahoma	300	0	3,279	3,199	1,266
Oregon	2,084	508	7,841	894	1,689
Pennsylvania	2,388	197	374	35	559
Rhode Island	405	151	137	32	314
South Carolina	1,878	2,195	1,122	354	685
South Dakota	0	249	384	0	42
Tennessee	700	135	53	203	347
Texas	4,242	691	2,829	1,211	1,083
Utah	337	226	572	138	242
Vermont	51	107	330	350	169
Virginia	925	153	0	500	710
Washington	244	124	229	43	425
West Virginia	316	275	0	0	0
Wisconsin	450	0	726	537	173
Wyoming	131	0	444	236	11
District of Columbia	366	956	95	838	818
American Samoa	17	0	0	0	0
Guam	50	0	0	0	0
Puerto Rico	34	0	150	24	644
Virgin Islands	517	0	0	59	0
Total	\$63,626	\$49,551	\$49,712	\$43,937	\$43,414

LEAA Part E Non-Discretionary Allocations as of June 30, 1976

(Amount in thousands)

State	FY 1971-72	FY 1973	FY 1974	FY 1975	FY 1976
Alabama	\$1,233	\$944	\$944	\$942	\$970
Alaska	108	82	82	87	90
Arizona	634	486	486	525	567
Arkansas	688	527	527	537	556
California	7,142	5,470	5,470	5,460	5,651
Colorado	790	605	605	632	675
Connecticut	1,085	831	831	824	843
Delaware	197	150	150	153	156
Florida	2,430	1,861	1,861	1,966	2,119
Georgia	1,643	1,258	1,258	1,266	1,319
Hawaii	275	211	211	218	231
Idaho	256	195	195	202	212
Illinois	3,977	3,047	3,047	3,008	3,057
Indiana	1,859	1,424	1,424	1,414	1,451
Iowa	668	774	774	772	783
Kansas	805	616	616	607	620
Kentucky	1,153	882	882	884	910
Louisiana	1,304	998	998	1,000	1,025
Maine	356	272	272	274	284
Maryland	1,404	1,075	1,075	1,083	1,115
Massachusetts	2,036	1,560	1,560	1,551	1,587
Michigan	3,177	2,433	2,433	2,411	2,479
Minnesota	1,362	1,043	1,043	1,037	1,064
Mississippi	793	608	608	604	634
Missouri	1,672	1,282	1,282	1,270	1,304
Montana	248	190	190	192	200
Nebraska	531	407	407	409	420
Nevada	175	134	134	143	151
New Hampshire	265	202	202	207	217
New Jersey	2,566	1,965	1,965	1,966	2,004
New Mexico	363	279	279	288	300
New York	6,511	5,000	5,000	4,914	4,983
North Carolina	1,819	1,393	1,393	1,397	1,451
North Dakota	221	169	169	170	173
Ohio	3,812	2,920	2,920	2,868	2,939
Oklahoma	915	702	702	704	731
Oregon	749	573	573	585	607
Pennsylvania	4,221	3,233	3,233	3,185	3,245
Rhode Island	340	260	260	259	265
South Carolina	927	710	710	719	745
South Dakota	158	183	183	182	187
Tennessee	1,404	1,076	1,076	1,089	1,120
Texas	4,007	3,070	3,070	3,104	3,236
Utah	251	290	290	302	315
Vermont	159	122	122	123	128
Virginia	1,664	1,274	1,274	1,275	1,325
Washington	1,221	935	935	914	938
West Virginia	625	478	478	480	489
Wisconsin	1,581	1,211	1,211	1,211	1,242
Wyoming	119	91	91	93	96
District of Columbia	271	207	207	201	201
American Samoa	10	8	8	7	9
Guam	32	23	23	22	26
Puerto Rico	962	744	744	747	774
Virgin Islands	23	17	17	17	20
Total	\$73,197	\$56,500	\$56,500	\$56,500	\$58,239

Law Enforcement Assistance Administration
Juvenile Justice Allocations as of June 30, 1976

(Amount in thousands)

State	FY 1975	FY 1976
Alabama	\$200	\$200
Alaska	200	200
Arizona	200	200
Arkansas	680	1,966
California	*	229
Colorado	200	303
Connecticut	200	200
Delaware	216	625
Florida	200	487
Georgia	*	*
Hawaii	200	200
Idaho	389	1,125
Illinois	200	545
Indiana	200	289
Iowa	*	*
Kansas	200	*
Kentucky	200	411
Louisiana	200	200
Maine	200	409
Maryland	200	556
Massachusetts	333	963
Michigan	200	409
Minnesota	200	*
Mississippi	200	460
Missouri	200	200
Montana	200	*
Nebraska	200	*
Nevada	200	200
New Hampshire	245	707
New Jersey	200	200
New Mexico	599	1,731
New York	200	*
North Carolina	200	200
North Dakota	383	1,108
Ohio	*	*
Oklahoma	200	207
Oregon	395	1,140
Pennsylvania	*	200
Rhode Island	200	283
South Carolina	200	200
South Dakota	200	*
Tennessee	410	1,185
Texas	*	*
Utah	200	200
Vermont	200	471
Virginia	200	344
Washington	*	*
West Virginia	200	469
Wisconsin	*	*
Wyoming	200	200
District of Columbia	*	50
American Samoa	50	50
Guam	200	349
Puerto Rico	50	50
Virgin Islands	50	50
Trust Territory		
Total	\$10,600	\$19,771

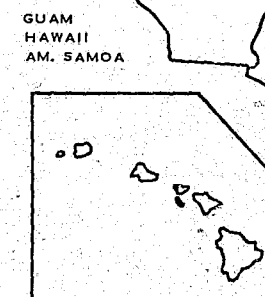
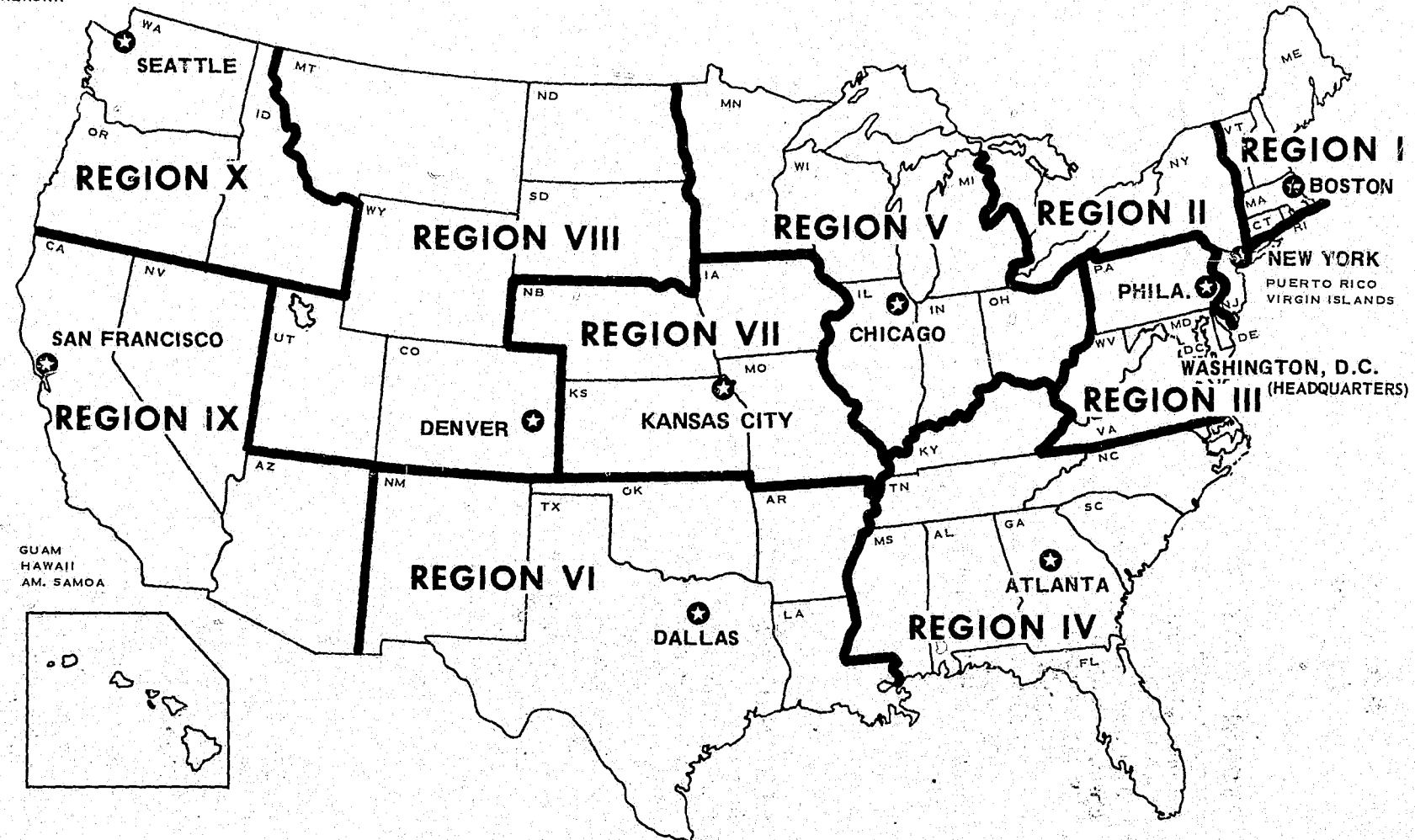
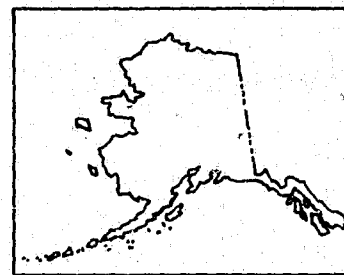
*Chose not to participate in the Juvenile Justice Formula Funding Program.

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
Juvenile Justice Discretionary Awards as of June 30, 1976

(Amount in thousands)

State	FY 1976
Alabama	0
Alaska	\$15
Arizona	93
Arkansas	186
California	900
Colorado	289
Connecticut	1,643
Delaware	118
Florida	54
Georgia	267
Hawaii	15
Idaho	15
Illinois	871
Indiana	47
Iowa	179
Kansas	0
Kentucky	28
Louisiana	35
Maine	15
Maryland	35
Massachusetts	441
Michigan	433
Minnesota	35
Mississippi	21
Missouri	39
Montana	15
Nebraska	15
Nevada	15
New Hampshire	165
New Jersey	51
New Mexico	15
New York	1,640
North Carolina	45
North Dakota	15
Ohio	171
Oklahoma	0
Oregon	18
Pennsylvania	2,876
Rhode Island	305
South Carolina	1,524
South Dakota	15
Tennessee	34
Texas	102
Utah	15
Vermont	15
Virginia	40
Washington	437
West Virginia	0
Wisconsin	40
Wyoming	15
District of Columbia	403
American Samoa	0
Guam	15
Puerto Rico	30
Trust Territory	15
Virgin Islands	15
Total	\$13,845

**U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
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END