
Office of Justice Programs Annual Report

Fiscal Year 1995

Bureau of Justice Assistance

Bureau of Justice Statistics

*Office of Juvenile Justice &
Delinquency Prevention*

National Institute of Justice

Office for Victims of Crime

To the President and the Congress of the United States:

I am pleased to present the *Office of Justice Programs Annual Report* for Fiscal Year 1995. The report responds to the requirements under Sections 102(b) [42 U.S.C. 3712] and 810 [42 U.S.C. 3789e] of the Omnibus Crime Control and Safe Streets Act of 1968, as amended, and describes the major initiatives of the Office of Justice Programs (OJP) and its five Bureaus: the Bureau of Justice Assistance (BJA), the Bureau of Justice Statistics (BJS), the National Institute of Justice (NIJ), the Office of Juvenile Justice and Delinquency Prevention (OJJDP), and the Office for Victims of Crime (OVC).

Few issues are of greater concern to the public than crime and violence. During the past fiscal year, OJP worked hard to aggressively address these problems, and to meet the challenges of implementing the 1994 Crime Act programs and continue its commitment to ongoing initiatives to enhance public safety, prevent violence against women, break the cycle of drug use and crime, encourage innovation in corrections, empower communities to combat crime, assist crime victims, and share information and resources.

With an emphasis on better collaboration and coordination, OJP renewed its partnership with its state and local criminal justice constituents to design and implement comprehensive, inter-disciplinary crime suppression, prevention, and intervention programs that respond to real-life needs. OJP also emphasized research and evaluation to inform programming and spending decision-making at the federal, state, and local levels.

Through these and other efforts, the Office of Justice Programs continues to work in partnership with states and local communities--as well as federal agencies with similar missions--to combat crime, improve the delivery of justice services, and make our communities safer.



Laurie Robinson
Assistant Attorney General

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INTRODUCTION

Few issues generate greater public concern today than crime, and virtually no community in this country remains untouched by it. The Justice Department's Office of Justice Programs (OJP) and its Bureaus--the National Institute of Justice (NIJ), Bureau of Justice Statistics (BJS), Office of Juvenile Justice and Delinquency Prevention (OJJDP), Office for Victims of Crime (OVC), and Bureau of Justice Assistance (BJA)--are committed to working with state and local communities to aggressively address crime problems.

The 1995 Fiscal Year was an exciting one for OJP--not only because of the new challenges in implementing 1994 Crime Act programs, but also because of our commitment to ongoing initiatives on drug enforcement, youth violence, community crime prevention, family violence, and crime-fighting technologies.

Partnership with the Field

Three overriding themes guided our FY 1995 efforts. First-- partnership with our state and local criminal justice constituents. In Washington, it is often easy to lose the customer perspective. We've worked hard this past year to listen carefully to the field, holding a series of meetings, for example, with practitioners and state and local representatives to hear about the real needs of states, local communities, law enforcement, and other criminal justice professionals. Special sessions on issues as diverse as juvenile boot camps, crime victims needs, and community prosecution drew in a host of practitioners and researchers to help us shape programs that respond to real-life needs.

We also made special efforts to insure our grant programs are customer friendly:

- ◆ we simplified grant application kits to make them easier to use (e.g., a one-page checklist in the front itemizing everything the grantee needs to submit);
- ◆ we continued to allow grantees to file financial reports and receive grant funds electronically;
- ◆ we turned around some grants--e.g., all the Violence Against Women formula awards--within a week of receipt (a **first** for this agency); and

- ◆ we published a new OJP Resource Guide to serve as a "road map" to available funding, training, technical assistance, resource centers, and other help from OJP.

Collaboration and Coordination

Second--better collaboration and coordination. Few things are as frustrating to practitioners and other government "clients" than to discover that one government agency has no idea what another is doing in the same area. "The feds" need to do a better job of coordinating in Washington, especially if we're expecting the same of state and local grantees.

We've started right at home within OJP, setting up ways to institutionalize better coordination among our five Bureaus through such steps as cross-bureau working groups on topics such as family violence and gangs. We also jointly published--for the first time in the agency's history--a document containing all the Bureaus' FY 1995 discretionary program plans.

We've also worked to insure better collaboration with other parts of the Department, including U.S. Attorneys--and we have an unprecedented number of joint efforts with other federal agencies like Defense, HHS, Education, and the State Justice Institute.

We have also tried to leverage federal dollars better. For example, through public/private initiatives such as a joint National Funding Collaborative on Violence Prevention, we're working with over 15 private foundations and a host of community foundations to bring not only resources, but also a much deeper investment into one of our nation's most pressing problems.

Getting Information Out

Third--doing a better job of getting information out. Communities need help and ideas on programs that work, and how to start. With so much information available, no one should have to learn by trial and error. We set up a new inter-departmental effort--an Internet-based clearinghouse called PAVNET--that has catalogued information on programs from over 30 federal agencies about promising programs relating to youth and crime. It also has information on crime-related research efforts. And we set up a Department of Justice (DOJ) Response Center--a toll-free number to answer questions from state and

The federal government has a clear role in "road-testing" new ideas and programs--in supporting research and demonstration programs to test new approaches--and then sharing information about what works and what doesn't with communities throughout the country.

--Assistant Attorney General Laurie Robinson

local officials about DOJ grant programs and how to apply or request technical assistance and training.

In addition:

- ◆ NIJ has begun publishing quick turnaround Research Previews.
- ◆ BJA and OJJDP both regularly print one-page fact sheets to provide distilled information to the field.
- ◆ BJS now publishes Crime Data Briefs.
- ◆ NIJ has launched a new "Research in Progress" lecture series to share just-emerging research results relating to guns, drugs, youth violence, and community crime prevention.
- ◆ OJJDP is exploring the use of the CD-ROM as a training and planning tool for juvenile justice professionals.

As crime continues to hold center stage in public attention--and youth violence continues to escalate--our challenges are considerable, and, at times, daunting. But, at OJP we remain deeply committed to tackling these problems with renewed energy and a strong sense of mission. The goal of safer communities in this nation demands no less.

-- Laurie Robinson
Assistant Attorney General

Chapter 1

Federal Leadership in Crime Control

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

The **Assistant Attorney General** is responsible for setting policy, ensuring that OJP policies and programs reflect the priorities of the President, the Attorney General, and the Congress, and coordinating the work of OJP and its five program bureaus. Two **Deputy Assistant Attorneys General** assist the OJP/AAG in carrying out these responsibilities.

The OJP Bureaus

Each OJP Bureau is headed by a presidentially appointed Director or Administrator. The Director of the **Bureau of Justice Assistance (BJA)** is responsible for administering DOJ's primary criminal justice grant agency. BJA provides funding, training, and technical assistance to state and local governments to combat violent and drug-related crime and help improve the criminal justice system. It also administers the Edward Byrne Memorial State and Local Law Enforcement Assistance, the Public Safety Officers' Benefits, and Regional Information Sharing Systems programs.

The **Bureau of Justice Statistics (BJS)** is the principal criminal justice statistical agency in the nation. BJS collects and analyzes statistical data on crime, criminal offenders, crime victims, and the operations of justice systems at all levels of government. It also provides

OJP'S MISSION

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

OJP GOALS

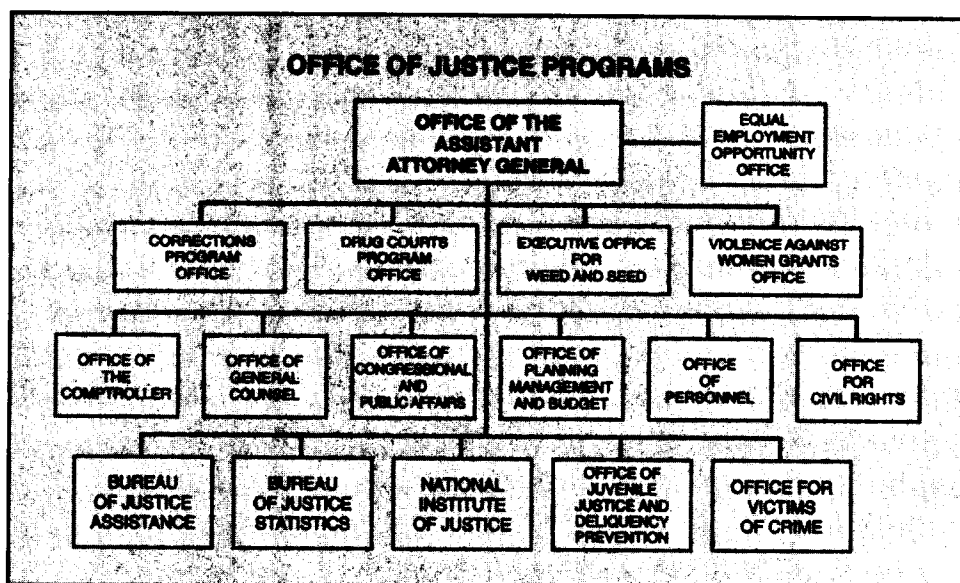
- To identify, define, and promote the understanding of critical crime, delinquency, and justice issues.
- To develop, support, and evaluate promising and innovative strategies for ensuring safe and just communities and assisting victims of crime.
- To build partnerships that strengthen federal, state,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

financial and technical support to state statistical agencies and administers special programs that aid state and local governments in improving their criminal justice records and information systems, including grant programs that implement the Brady Handgun Violence Prevention Act and the National Child Protection Act.

The **National Institute of Justice (NIJ)** is the principal research and development agency in the Department of Justice. NIJ supports research and development programs, conducts demonstrations of innovative approaches to improve criminal justice, develops new criminal justice technologies, and evaluates the effectiveness of justice programs.

The **Office of Juvenile Justice and Delinquency Prevention (OJJDP)** provides federal leadership in preventing and controlling delinquency and improving the juvenile justice system at the state and local levels. OJJDP provides grants to states to help them improve their juvenile justice systems and sponsors innovative research, demonstration, evaluation, and technical assistance and training programs to help improve the nation's understanding of and response to juvenile crime.

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



All of the OJP Bureaus and Program Offices work together to coordinate and complement each other's activities. FY 1995 marked an unprecedented level of cooperation within OJP, as well as improved coordination with other federal agencies, state, local, and tribal entities.

The Crime Act Offices

Three offices were created by Assistant Attorney General Laurie Robinson within OJP to administer new programs authorized by the 1994 Crime Act--the Violence Against Women Grants Office (VAWGO), the Corrections Program Office, and the Drug Courts Program Office. Each of the new OJP Crime Act Offices is supported by a Bureau of Justice Assistance Crime Act Branch Office to implement grant-related provisions of the Crime Act.

The Crime Act Offices also work closely with the other OJP Bureaus to ensure coordination and best use of resources. For example, an OJP leadership decision was made for each Crime Act Office to allocate a small percentage of its FY 1995 funds to allow NIJ to evaluate the new programs funded during the fiscal year. NIJ has developed a multi-year research and evaluation strategy for the new Crime Act programs, which includes bringing together researchers and practitioners to survey the state of knowledge and to propose new areas for research and demonstration. In FY 1995, NIJ awarded approximately \$3 million to support research and evaluation of programs funded by the Crime Act Offices.

OJP also established an **American Indian and Alaskan Native Desk (AI/AN)** to improve outreach to these communities. AI/AN works to enhance OJP's response to tribes by coordinating funding, training, and technical assistance and providing information about available OJP resources. In FY 1995, the AI/AN office worked closely with the OJP Bureaus and Program Offices and the Department's Office of Tribal Justice to implement the Department's Policy on Indian Sovereignty and Government-to-Government Relations with Indian Tribes.

In November 1995, AI/AN and the Crime Act Offices jointly sponsored a conference for American Indian and Alaskan Native tribal grantees. The conference, in Albuquerque, New Mexico, helped tribal governments more successfully implement grant projects and learn about OJP funding opportunities and resources.

The **Executive Office for Weed and Seed (EOWS)** also is within OJP. EOWS is dedicated to building stronger, safer communities through the Weed and Seed strategy, a community-based, multi-disciplinary approach to combating crime. EOWS works closely with BJA to implement Operation Weed and Seed in communities throughout the country.

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

In October 1995, OJP held a ceremony in the Great Hall of the Department of Justice to mark the one-year anniversary of the Senate confirmation of the OJP Assistant Attorney General and the five Bureau Heads. Attorney General Janet Reno participated in a Town Hall Forum at the event, answering questions from OJP staff about DOJ goals and initiatives. Assistant Attorney General Laurie Robinson presented AAG Awards to eight OJP employees who made significant contributions to the agency.

OJP's FY 1995 Budget

OJP's budget and responsibilities increased significantly with the passage of the 1994 Crime Act. Prior to its passage, OJP had a budget of about three-quarters of a billion dollars. In FY 1995, OJP was responsible for administering about \$293 million in new Crime Act grant programs. OJP's overall FY 1995 budget totaled \$1.1 billion. The following table shows how funds were allocated.

1995 Appropriations - in millions of dollars

CRIME ACT PROGRAMS	
Violence Against Women	26
Drug Courts	11.9
Boot Camps	24.5
Criminal History Records Upgrades (BJS)	100
SCAAP (BJA)	130
EXECUTIVE OFFICE FOR WEED AND SEED	13.5
BUREAU OF JUSTICE ASSISTANCE	
Byrne Formula Grants	450
Byrne Discretionary Grants	50
RISS	14.5
White-Collar Crime Center	1.4
Correctional Options	12
Public Safety Officers' Benefits	29.7
BUREAU OF JUSTICE STATISTICS	21.4
NATIONAL INSTITUTE OF JUSTICE	27
OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION	
Formula and Discretionary Grants	144
Missing Children's Program	6.7
Court Appointed Special Advocates	6
Training for Judicial Personnel	.75
Child Abuse Investigation/Prosecution	4.5
OJP MANAGEMENT AND ADMINISTRATION	26.9
OFFICE FOR VICTIMS OF CRIME	172*

*Non-appropriated money from the Crime Victims Fund.

Chapter 2

Enhancing Public Safety

Preventing violence is a top priority for the American public and for the Department of Justice. According to a BJS survey, a quarter of the 42 million crimes committed in 1994 were violent crimes such as rape, sexual assault, robbery, aggravated and simple assault, and homicide. There were nearly 11 million violent crimes in 1994, 51 violent crimes for every 1,000 persons age 12 or older in the United States.

OJP has worked with state and local and other federal agencies to develop major initiatives to:

- Get illegal guns out of the hands of criminals, particularly juveniles, whose possession endangers public safety.

- Address the problem of youth violence through research to better understand the development of criminal careers and a wide range of prevention and intervention measures.

- Combat violence by criminal gangs through research to understand why young people join gangs and providing positive alternatives to gang lifestyles and prevent young people from gang involvement.

- Expand the use of community policing in jurisdictions throughout the country and help departments implement this innovative practice.

- Help make state-of-the-art technology available to law enforcement so it can better respond to violent crime.

Guns and Crime

There has been a startling increase in gun-related crime over the past 10 years. BJS found that the number of federal defendants sentenced to prison with a weapon offense as their most serious crime increased 175 percent from 1982 through 1992. In another study, BJS found that 23 percent of those arrested for weapons offenses are juveniles under the age of 18. The arrest rate for weapons offenses for 18-year-old males was at least three times higher than for any other age group.

The increase in firearms violence among young people was the impetus for an NIJ study of firearms use among arrestees. Using data from 11 high-crime cities participating in the Drug Use Forecasting (DUF) program, NIJ researchers found that firearms are widely available among arrestees and easily obtained. Gun ownership by arrestees is much higher than in the general population. Even more troubling was the finding that 40 percent of male juveniles reported that they possessed a firearm at some point in their lives. Strong associations were found between carrying a gun and gang membership and illicit drug selling.

And an OJJDP 1995 report--*Juvenile Offenders and Victims: A National Report*--shows that guns were used in 8 out of 10 homicides committed by juveniles. The number of gun-related murders increased three-fold between 1984 and 1991 and five-fold from 1984 to 1993. The OJJDP report compiled data on juvenile crime and victimization from more than 50 sources.

Reducing Gun Violence By Juveniles

To respond to this culture of youth violence and a provision in the 1994 Crime Act, OJJDP began work in FY 1995 within the Department to draft a model youth handgun statute. As part of this effort, OJJDP, BJA, and the National Criminal Justice Association conducted a comprehensive review of existing and proposed state firearm codes that regulate the ownership, purchase, receipt, handling, carrying, and holding of firearms by juveniles. This information was used to begin drafting a model juvenile handgun law.

The OJP Bureaus are also funding a variety of projects to test new theories and methodologies to address youth firearms violence. For example, NIJ, OJJDP, and the Centers for Disease Control and Prevention (CDC) are working with Emory University in Atlanta to analyze the magnitude and extent of youth firearms violence and develop a broad-based strategy for dealing with this problem.

During 1995, the project collected data on juvenile firearms markets, access and attitudes to guns, motives for acquiring guns, criminal justice and juvenile justice practitioners' attitudes to youth firearms violence, and prevention/intervention strategies. These data are being used to develop a comprehensive strategy involving community education about gun violence and safe storage of firearms, enforcement efforts to close illegal gun markets, and mentoring and other intervention programs for juvenile offenders. The strategy will be implemented and tested in 1996.

OJJDP, the Department of Education, and the International Association of Chiefs of Police (IACP) jointly produced *Reducing Youth Gun Violence: A Summary of Programs and Initiatives*. The report was widely disseminated to U. S. Attorneys, state and local juvenile justice practitioners, and youth-service providers. The IACP visited a number of

youth gun reduction programs listed in the report to collect information for a guide to replicating these programs in other jurisdictions that will be published in late 1996.

OJP also is exploring ways--such as through media information campaigns and existing prevention programs such as DARE (Drug Abuse Resistance Education)--to inform young people about the Youth Handgun Safety and Gun-Free Schools Acts in the 1994 Crime Act and to discourage them from using guns to solve disputes.

Implementing the Brady Bill

By helping states to improve their criminal history records, OJP is working to prevent the sale of firearms to ineligible purchasers. Criminal history records are fingerprint cards or their electronic counterparts linked with information about arrests, conviction, and sentences, when available. Of the 50 million criminal history records in the United States, half are accessible nationally, but only a quarter (28 percent) are both accessible and include dispositions. Records are inaccessible if they are not automated or if a state does not participate in the current national system--the Interstate Identification Index. Records without dispositions delay inquiries or handicap law enforcement in the identification of individuals with a prior conviction.

Improving criminal records is NOT about computers and bookkeeping. It's about fighting crime in states and communities across America.

--BJS Director Jan Chaiken

Through its National Criminal History Improvement Program (NCHIP), authorized under the 1994 Crime Act, BJS is helping states automate and update their criminal history record systems and, at the same time, implement the provisions of the Brady Bill and the National Child Protection Act of 1993. The Brady Bill requires a 5-day waiting period before the purchase of a firearm to allow law enforcement officials to check for a purchasers' criminal record. The Child Protection Act prohibits persons with criminal records from working with children or the elderly.

BJS awarded grants totaling \$75 million to the 50 states and the District of Columbia to help them implement the Crime Act and enhance their efforts to keep felons from purchasing handguns, prevent sex offenders from working with children and the elderly, and identify repeat offenders who may be subject to "three strikes" laws. BJS designated five states--Maine, Mississippi, New Mexico, Vermont, and West Virginia--as "priority" states because they had little or no automated criminal history records. Each of the priority states received \$1 million supplemental assistance as part of its award to accelerate their automation process.

BJS is using \$5 million from the FY 1995 appropriation for NCHIP to provide technical assistance to states and to evaluate the impact of the program, and \$6 million was transferred to the FBI to implement the National Instant Criminal Background Check System (NICS). The

final \$1 million from the FY 1995 appropriation for NCHIP was for administering and monitoring the program.

As states improve their record keeping, they will be able to share complete criminal history information records through the NICS and gain full access to interstate records. NICS is scheduled to become fully operational by 1998. States also will be able to provide a clearer snapshot of an offender's past to avoid the pretrial release of offenders who may pose a danger to the community.

For More Information . . .

Weapons Offenses and Offenders: Firearms, Crime, and Criminal Justice--Selected Findings (BJS) NCJ 155284

Guns Used in Crime: Firearms, Crime, and Criminal Justice--Selected Findings (BJS) NCJ 148201

Federal Firearms-Related Offenses: Federal Offenses and Offenders (BJS) NCJ 148950

Weapon-Related Victimization in Selected Inner-City High School Samples (NIJ) NCJ DD151526

The Kansas City Gun Experiment (NIJ) NCJ DD150855

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Youth Violence

The Office of Justice Programs also places a high priority on finding effective solutions to the myriad problems relating to youth violence. OJP is collaborating extensively with other federal agencies, national organizations, and state and local governments to identify effective strategies, document these programs, and encourage their replication throughout the country. OJP also is developing activities or services that will help youth understand and resist violence.

OJP research has documented the dramatic rise in youth violence. Between 1988 and 1992, OJJDP data show the number of juveniles arrested for violent crimes increased by 47

percent. The number of juvenile victims also rose. More than 1.5 million violent crimes were committed against juveniles ages 12 to 17, a 25 percent increase since 1988.

More than 2,600 juveniles were murdered, an average of seven juvenile homicide victims per day. In September 1995, OJJDP released these and other findings in *Juvenile Offenders and Victims: A National Report*, which is the first comprehensive compilation of data on juvenile crime and victimization from more than 50 sources. The report estimates that, if current trends continue, juvenile violent crime arrests will more than double by the year 2010. The estimate is based on juvenile arrest trend data from 1983 through 1992 and a projected 22 percent increase in juvenile population.

Young black males are most vulnerable to crime. A BJS survey, *Young Black Male Victims*, reported that black males age 16 to 19 were victims of violent crime at almost double the rate for white males and 3 times that for white females in the same age range. Black youth were also more likely than white youth to be victims of crimes involving weapons and almost 14 times as likely to be homicide victims.

Juvenile Justice Action Plan

The Coordinating Council on Juvenile Justice and Delinquency Prevention has representatives from all federal agencies with responsibility relating to juvenile delinquency prevention, the custody or care of unaccompanied juveniles, and missing and exploited children, as well as juvenile justice practitioners and members of the private sector. The Attorney General chairs the Council, and the OJJDP Administrator serves as vice-chair.

During 1995, the Coordinating Council crafted an Action Plan that builds on research from OJJDP's longitudinal study on the Causes and Correlates of Delinquency, OJJDP's Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders, and years of research from the fields of juvenile justice, child welfare, criminology, medicine, education, and government, as well as the work of prior commissions and task forces. The National Juvenile Justice Action Plan addresses the many factors that foster delinquency and youth violence. It outlines eight objectives that Americans must engage in to reduce youth violence:

An American child

- is abused or neglected every 13 seconds
- is born to an unmarried mother every 26 seconds
- is born to a teen mother every 59 seconds
- is born into poverty every 30 seconds, and
- is killed by a gun every 2 hours.

--The Children's Defense Fund

- Provide immediate intervention and appropriate sanctions and treatment for delinquent juveniles;
- Prosecute certain serious, violent, and chronic juvenile offenders in criminal court;
- Reduce youth involvement with guns, drugs, and gangs;
- Provide opportunities to children and youth;
- Break the cycle of violence by addressing youth victimization, abuse, and neglect;
- Strengthen and mobilize communities;
- Support the development of innovative approaches to research and evaluation; and
- Implement an aggressive campaign to spread information on effective strategies to combat juvenile violence.

For each objective, the Action Plan provides background information, an in-depth review of effective strategies and promising programs from across the nation, a description of initiatives from different federal agencies to assist states and local communities, and suggestions for state and local action.

--OJJDP Administrator Shay Bilchik

OJJDP has an aggressive training effort to help juvenile justice policymakers and practitioners understand and implement the plan and other innovative programs to address youth violence. Training efforts have included hosting seminars for key leaders on addressing violence and delinquency; airing five national satellite teleconferences on community-based crime prevention, serious, violent, and chronic juvenile offenders, youth-focused, community-oriented policing, boot camps, and conflict resolution; and workshops on delinquency prevention to jurisdictions across the country through its Title V Delinquency Prevention Program.

OVC assisted in the development of the Action Plan by advising on federal youth in state custody issues and by working to ensure that the plan addresses rights for victims of juvenile offenders.

Juvenile Mentoring

Another OJJDP effort provides one-on-one mentoring to more than 6,000 at-risk young people in 25 states. The aim of the Juvenile Mentoring Program (JUMP) is to keep at-risk young people in school and off the streets. In April 1995, OJJDP awarded \$7 million in grants to 41 sites to implement JUMP, which matches an adult older than 21 with a young person who is having difficulty in school and shows signs of dropping out or getting in trouble. JUMP mentors come from all walks of life. Three JUMP sites use mentors who are sworn law enforcement or fire department personnel. College students, senior citizens, business people, and federal employees serve as mentors in other programs.

While a variety of governmental and nonprofit organizations operate JUMP programs, all sites coordinate their activities with local schools. Young people participating in JUMP range from ages 5 through 20, from first grade through high school. Three projects focus on Hispanic youth, three focus on girls, and one focuses exclusively on boys. Several projects take court-referred youth, and two work exclusively with youth who are incarcerated or on probation. The programs share three goals: improved academic performance, reduced school drop-out rates, and prevention of delinquent behavior.

Sites were selected through a competitive review process from a pool of more than 500 applicants. The projects, funded by three-year grants of approximately \$60,000 per year, will serve as models that

JUMP Sites

Mid-Atlantic:

Baltimore, MD
Long Beach, NY
Newark, NJ
New York, NY

Philadelphia, PA
Syracuse, NY
Washington, DC
Wicomico County, MD

Southeast:

Miami, FL
Nashville, TN
New Orleans, LA
Greenwood-Leflore, MS

Pinellas County, FL
Richmond, VA
St. Johns County, FL

Midwest:

Bloomington, IN
Chicago, IL
Cincinnati, OH
Cleveland, OH
Columbus, OH

Lincoln, NE
Milwaukee, WI
Minneapolis, MN
St. Louis, MO

Rocky Mountain:

Denver, CO
Meridian, ID

Weld County, CO

Southwest:

Austin, TX
Phoenix, AZ

San Antonio, TX

West:

Los Angeles County, CA
National City, CA
San Jacinto Valley, CA
Santa Barbara County, CA
Seattle, WA

can be replicated throughout the country. All programs will undergo a standardized evaluation, and OJJDP will submit a report on the program's impact to Congress in late 1998.

For More Information . . .

Combating Violence and Delinquency: The National Juvenile Justice Action Plan (OJJDP) NCJ 157106

Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders (OJJDP) NCJ 153681

Juvenile Offenders and Victims: A National Report (OJJDP) NCJ 153569

Juvenile Offenders and Victims: A Focus on Violence (Statistics Summary) (OJJDP) NCJ 153570

What Works: Promising Interventions in Juvenile Justice (OJJDP) NCJ 150858

Delinquency Prevention Works (Program Summary) (OJJDP) NCJ 155006

Balanced and Restorative Justice (Program Summary) (OJJDP) NCJ 149727

Reducing Youth Gun Violence: An Overview of Programs and Initiatives (Program Report) (OJJDP) NCJ 154303

Part of the Solution: Creative Alternatives for Youth (BJA) NCJ DD152982

Young Black Male Victims: Crime Data Brief (BJS) NCJ 147004

Victims of Childhood Sexual Abuse-Later Criminal Consequence (NIJ) NCJ DD151525

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Gangs

Gangs are a significant factor in the violent and drug-related crime in this country. No longer confined to large urban areas, gangs have spread across America, contributing to the rising level of violence. An NIJ-sponsored survey revealed that 88 percent of the largest cities and 56 percent of medium-size cities reported having gang problems.

NIJ research results are challenging conventional thinking about gangs. A study of Pomona and Pasadena, California revealed that gang involvement in drug trafficking was not as substantial as had been believed. Another study of gang migration found that the diffusion of gangs from large urban areas, although widespread throughout the country, tends to be a "shallow" phenomenon. Gang members arrive in relatively low numbers, and they move less to expand drug marketing activities than for reasons related to their families.

Research also is pointing the way to more effectively responding to gang violence. Studies show that programs can be effective in addressing gang issues if they contain multiple components incorporating prevention, social intervention, treatment, and suppression, and encompass strategies that bring together cooperative and coordinated efforts of the police, other criminal justice agencies, human services providers, and community members to solve specific gang-related problems.

Developing Comprehensive Anti-Gang Initiatives

OJP is encouraging communities to develop coordinated, comprehensive efforts to respond to gang violence. In one model program supported by BJA, four jurisdictions are working to link police, other criminal justice agencies, human service providers, and community programs in a comprehensive effort to prevent and reduce gang violence. In FY 1995, BJA provided continuation funding for projects in Boston, Metro Denver, San Diego, and Seven Hills, Ohio. Technical assistance was provided to help other jurisdictions experiencing emerging gang problems implement this model.

OJJDP is developing a comprehensive community-wide approach to gang prevention that is based on the research of Irving Spergel, a noted gang expert at the University of Chicago. The anti-gang strategy combines prevention, intervention, and suppression efforts to combat illegal gang activity. Five sites--Mesa and Tucson, Arizona; Riverside, California; Bloomington, Illinois; and San Antonio, Texas--are implementing the model strategy with OJJDP funding. OJJDP is providing intensive training and technical assistance to the sites, and the University of Chicago is evaluating the programs under an OJJDP grant.

OJJDP convened a gang consortium to coordinate federal activity and to support local efforts. OJJDP also is funding the Boys and Girls Clubs of America to support outreach to juvenile gang members and to incorporate gang prevention education in club programs.

Sharing Information on Gangs

Many gang members continue their criminal activities in prison, often becoming assimilated into prison gangs. BJA established a new effort to improve the exchange of gang-related information between law enforcement and corrections agencies. While most prison gangs operate contraband and other illegal activities within correctional facilities, some prison-based gangs direct criminal activity on the street. BJA's National Major Gang Task Force designed an automated system to track the activity of prison gangs and their involvement in street crime. The system links corrections officials with state and local law enforcement to ensure both have access to information about prison-based gang activity. The Gang Task Force works with the Bureau of Prisons and state corrections officials.

The Regional Information Sharing System (RISS) programs will use data from the prison gang tracking system in their efforts to target gangs and other criminal organizations. BJA's RISS program is comprised of six regional projects that share intelligence and coordinate efforts of state and local law enforcement against criminal networks that operate across jurisdictional lines. In FY 1995, the RISS projects served 4,566 member law enforcement agencies. RISS investigations resulted in 9,042 arrests, seizures of narcotics worth almost \$53 million, and seized assets valued at approximately \$30 million. During FY 1995, the RISS projects focused on enhancing gang and firearms intelligence, providing linkages within RISS and outreach linkages to other systems, and assisting the U.S. Attorneys' anti-violence initiative.

In other information-sharing efforts:

-- OJJDP established a National Youth Gang Center to serve as a resource to state and local jurisdictions in the collection, analysis, and exchange of information on gang-related demographics, legislation, literature, research, and promising program strategies. The toll-free telephone number is 1-800/446-GANG.

-- BJA, OJJDP, NIJ, and the U.S. Department of Health and Human Services jointly sponsored a major National Gang Enforcement and Prevention Training Conference in Denver in August 1995. Over 75 gang experts from around the nation joined hundreds of police, probation and parole officers, prosecutors, educators, public housing officials, community organizers, and others to learn about implementing comprehensive, community-based approaches to reducing and eliminating violence, drug abuse, and community disorder relating to gang activity.

For More Information . . .

Gang Suppression and Intervention: Community Models (OJJDP) NCJ 148202

Gang Suppression and Intervention: Problem and Response (OJJDP) NCJ 149629

Rising Above Gangs and Drugs: How to Start a Community Reclamation Project (OJJDP) NCJ 13352

Street Gangs and Drug Sales in Two Suburban Cities (NIJ) NCJ DD155185

To order call 1-800/851-3420

Community Policing

In partnership with the Office of Community Oriented Policing Services (COPS), OJP is encouraging law enforcement agencies throughout the country to adopt community policing. Under this relatively new policing concept, community police officers work closely with citizens to solve neighborhood problems that contribute to crime. NIJ research has found that community policing increases both citizen satisfaction with the police and law enforcement officers' own job satisfaction.

During 1995, NIJ, in partnership with COPS, awarded over \$14 million in Crime Act funds for research on community policing--perhaps the largest single infusion of federal funding for police research and evaluation in the nation's history.

Some \$2.5 million of this total is supporting a national evaluation of the implementation of the community policing provision (Section 10003, Title I) in the 1994 Crime Act. The evaluation will include a survey of 3,600 police executives, site visits, organizational case studies, and resident surveys to lay the groundwork for measuring the program's impact.

Community policing isn't a fad. It's a strategy for effective policing that is based upon lifelong partnerships, which can and do make a difference in the quality of life of our neighbors and communities.

-- Joe Brann, COPS Director

COPS was created to administer the Administration's effort to put 100,000 additional police officers on the nation's streets and to encourage communities to implement community policing. In community policing, police work closely with community residents to solve problems that contribute to crime. In FY 1995, COPS awarded an estimated \$1.2 billion to put more than 33,000 additional officers in communities in every state. COPS also funds training to help communities implement community policing and operates the "troops to cops" program, through which military veterans become state and local law enforcement officers.

With \$2.7 million in funding, NIJ has developed unique partnerships pairing researchers with police agencies to examine issues departments face in implementing community policing. Police-researcher teams have been established in 65 jurisdictions in 39 states to study current police-provided services, opportunities for service enhancements, and future research priorities related to local community policing efforts.

In Omaha, for example, police are working with the University of Nebraska to set research and problem-solving agendas and tackle top priorities. In downstate Illinois, more than 20 municipal police agencies serving areas with populations of under 50,000 are working with researchers from Southern Illinois University to determine research priorities and conduct research.

Through a national survey and case studies of cities on the cutting edge of community policing, another NIJ study is examining the major elements a law enforcement agency must incorporate in implementing community policing. Research also will analyze how to encourage street-level officers to "buy-in" to community policing.

NIJ also is looking at the interaction of the police and specific communities, such as public housing and Native American Reservations. Research will document everyday police interaction with people in the community, including how officers use their authority, how policing patterns vary among neighborhoods, and how management evaluates street-level performance.

The emphasis of the 1994 Crime Act on policing has created unprecedented opportunities to guide its development in the direction of problem solving and partnerships with communities... Community policing is being subjected to rigorous and methodical evaluative research that will test its effectiveness and help to shape future programs.

--NIJ Director Jeremy Travis

For More Information . . .

About COPS grants, contact the Department of Justice Resource Center at **1-800/421-6770**.

The following publications are available from the National Criminal Justice Reference Service:

Implementing Community Policing (Perspectives on Policing) (NIJ) NCJ 141236

Community Policing in Chicago: Fact or Fiction? (NIJ videotape) NCJ 153273

Community Policing in Madison: Quality from the Inside Out (NIJ) NCJ 144390

Community Policing in Seattle: A Model Partnership Between Citizens and Police (NIJ) NCJ 136608

Rural Crime and Rural Policing (NIJ) NCJ 150223

Controlling Police Use of Excessive Force: The Role of the Police Psychologist (NIJ) NCJ 150063

To order call 1-800/851-3420

Transferring Technology to Law Enforcement

Through a unique partnership with the Department of Defense (DOD), NIJ is helping to transfer technology developed by the military for use by state and local law enforcement agencies. In support of this partnership, Congress appropriated \$37.5 million to DOD to aid in adapting military technologies to domestic law enforcement use. In 1994 DOD and the Justice Department entered into a Memorandum of Understanding (MOU) that establishes a five-year partnership to formalize joint technology sharing and development efforts for law enforcement and those military operations unrelated to war.

Examples of this technology transfer include:

- less-than-lethal weapons that use blinding light or sticky foam
- inexpensive night vision goggles
- “smart guns” that can only be fired by an authorized user
- virtual reality training, simulation, and mission planning
- devices that can detect bombs, mines, and weapons.

The MOU also enables DOD to use NIJ's five regional National Law Enforcement Technology Centers to support nonwar-related research and development work to help produce better tools for law enforcement. The five centers are in Rome, New York; Charleston, South Carolina; Denver, Colorado; and El Segundo and San Diego, California. In addition to research and development, the Centers provide information about equipment, standards, testing, and data-base development to state and local law enforcement agencies.

Detecting Concealed Weapons

NIJ is using \$2.2 million in COPS funds and DOD technology that tracks Russian submarines and locates buried nuclear waste to help law enforcement officials detect concealed weapons. The project is developing weapons detection systems using three different technologies:

-- Passive imaging technology, which offers rapid and remote detection at a distance of up to 12 feet, without a direct physical search, of metallic and nonmetallic weapons, plastic explosives, drugs, and other contraband concealed under multiple layers of clothing.

--Low frequency electromagnetic radiation. When trained on a subject and linked to the computer, this device sends a signal indicating that the person is armed.

--Passive sampling of the earth's magnetic field, a proven technology used in mineral exploration, environmental characterization, military navigation, and submarine detection. Local aberrations in the magnetic field produced by ferromagnetic objects, such as guns and knives, are detected and measured by extremely sensitive magnetometers. The Idaho National Engineering Laboratory will construct a scanner that can stand alone, much like an airport scanner system, or directly incorporated into building doorways or hallways and is more reliable than those currently in use.

The Law Enforcement Technology Center in Rome, New York is providing technical and engineering support to these projects. NIJ expects one or more of the detectors to be in commercial production within three years.

Chapter 3

Preventing Violence Against Women

Preventing violence against women is a major priority for the Justice Department and OJP. OJP's primary responsibility in this area is to help improve the criminal justice response to violence against women--sexual assault, domestic violence, and stalking. OJP tests new approaches to prevent violence against women, investigate cases, and prosecute offenders. OJP also supports programs to assist women crime victims and conducts research and statistical analyses to help understand the problem of violence against women.

As part of the redesign of the National Crime Victimization Survey (NCVS), BJS improved its ability to collect and report data on violence against women that have traditionally been difficult to measure, such as rape, sexual assault, and domestic violence. For the first time, too, other victimizations, such as non-rape sexual assault and unwanted or coerced sexual contact that involves a threat or attempt to harm, are also being measured.

Unless we do something about violence in the home, we'll never be able to do something about violence in the streets.

--Attorney General Janet Reno

According to the BJS report, *Violence Against Women: Estimates from the Redesigned Survey*, women age 12 or older experienced more than 4.7 million violent victimizations each year in 1992 and 1993, including half a million rapes or other sexual assaults. Most of these crimes--about three-quarters in cases where there was a lone offender and 45 percent in cases with multiple-offenders--were committed by someone the victim knew. In 29 percent of offenses by lone offenders, the perpetrator was a husband, ex-husband, boyfriend, or ex-boyfriend.

Violence Against Women Grant Program

The 1994 Crime Act's Violence Against Women provisions authorize a new OJP grant program to improve the investigation and prosecution of crimes against women and to enhance services for women victims. For 1995, \$26 million was appropriated for Law Enforcement, Prosecution, and Victim Services Grants to Reduce Violence Against Women.

In administering its grant program, OJP works closely with the Violence Against Women Program Office in the Office of the Associate Attorney General, which is responsible for Department-wide coordination of issues related to violence against women.

In May and June, OJP's Violence Against Women Grants Office awarded \$426,000 to each state. And in early September, a total of \$1 million was awarded to 14 Native American tribes, the most money granted to Native Americans in OJP or DOJ history. The tribes are using these funds to train tribal police officers in handling domestic disputes, improve tribal codes and ordinances to better protect women from violence, develop programs to educate Native Americans about violence against women, and provide adequate shelters or safe houses for victims who must leave an abusive relationship.

OJP followed up these awards with a successful conference in July to help grantees implement their programs. More than 350 delegates from all of the states and territories--representing law enforcement, prosecution, victim services, and state government--came together to share information about best practices and strategies to enhance collaboration and develop a coordinated response to violent crimes against women.

Workshops at the Collaborating to S.T.O.P. Violence Against Women Conference highlighted communities that have already implemented successful, comprehensive responses to domestic abuse and sexual assault. In San Diego, California, for example, domestic violence homicides decreased 59 percent after the San Diego Police Department created a Domestic Violence Unit--the first of its kind in a major law enforcement agency. Police work closely with the San Diego City Attorney's Office, which has earned a national reputation for its specialized prosecution of domestic violence misdemeanors. Ninety-five percent of the cases prosecuted through this unit have resulted in guilty pleas or verdicts.

The success of policies to combat violence against women depends on our ability to fulfill two important missions. First, we must achieve greater collaboration. Second, we must increase public awareness of the devastating problem of violence against women, and inspire action at the community level to change attitudes.

-- VAWGO Administrator Kathy Schwartz

Other model programs are operating in Quincy, Massachusetts; Seattle, Washington; and Duluth, Minnesota. The four sites serve as consultants to VAWGO and provide technical assistance to state and tribal government officials planning innovative and effective criminal justice responses to violent crimes committed against women.

Other Efforts

Many battered women obtain protection or restraining orders from the courts only to find they are not enforced or are useless against their batterers. OVC and VAWGO began providing training and technical assistance to help law enforcement, prosecution, court, and victim advocacy practitioners develop procedures to ensure that civil and criminal protection orders are enforced more consistently by state and tribal courts throughout the country.

Through its Edward Byrne Memorial State and Local Law Enforcement Assistance Program, BJA is supporting comprehensive programs to improve the investigation and prosecution of domestic violence. Baltimore, Maryland; Santa Clara County, California; and the Commonwealth of Virginia are developing prototypes for a comprehensive, jurisdiction-wide program for preventing and responding to violence against women. This approach involves coordinating the efforts of criminal justice, victim services, social services, medical, and other agencies.

And under OVC's Victim Assistance Grant Program, states must give priority in subgranting funds to programs that provide direct services to victims of domestic violence, sexual assault, and child abuse. Of the almost \$80 million OVC awarded to states in FY 1995, \$27 million (34 percent) was allocated for domestic violence programs, \$14 million (13.6 percent) was allocated for programs serving child abuse victims, and \$11 million (13 percent) supported services for sexual assault victims.

Evaluating Violence Against Women Programs

NIJ is evaluating the impact of programs targeting violence against women, including those funded by VAWGO, and is supporting more than two dozen research programs to help better understand the problem--and what works to prevent it. In one major effort, NIJ is working with the Department of Health and Human Services and a panel of National Academy of Sciences experts to document the impact of family violence, clarify what is known about its causes, and identify effective prevention and intervention efforts.

In collaboration with the State Justice Institute, other NIJ research is exploring the link between domestic violence and child custody disputes. Researchers will identify effective court responses to these cases.

For More Information . . .

About Violence Against Women Grants, call the Department of Justice Response Center toll-free at 1-800/421-6770.

The following publications are available from the National Criminal Justice Reference Service:

Violence Against Women: Estimates from the Redesigned National Crime Victimization Survey (BJS) NCJ 154348

Violence Between Intimates: Domestic Violence (BJS) NCJ 149259

To order call 1-800/851-3420

Chapter 4

Breaking the Cycle of Drug Use and Crime

Substance abuse is at the root of much of the violent crime committed in this country. NIJ data show that more than half of all criminal offenders in this country have a substance abuse problem. As a result of NIJ's DUF (Drug Use Forecasting) program, we know that in some large urban areas as many as 80 percent of arrestees test positive for drugs. In 1994, for example, two-thirds of arrestees tested positive for at least one drug. OJP is working to further explore the links between drug use and crime and how to break this cycle.

Prison-Based Drug Treatment Is Effective

Working under an NIJ-funded research grant, Dr. Douglas Lipton, a senior research fellow with the National Development and Research Institutes in New York, analyzed findings on drug treatment offered to prison inmates. His analysis concluded that in-custody treatment--particularly those based on the therapeutic community model like the Amity program in California --**can** be effective in preventing recidivism and in reducing drug use and dealing, gang activity, riots, and inmate violence in correctional institutions.

What happens when we arrest that street user? What happens when he goes to jail? There is no treatment program, no follow-up. He is right back out on the street being arrested again. With drug courts we will be able to intervene and stop the vicious cycle of drug-related crime and the violence that goes with it.
--Attorney General Janet Reno

Amity is a 12-month prison-based program involving counseling, increased responsibility for inmates, and community-based aftercare. A 1995 study found that only 26 percent of participants who completed both the in-prison treatment program and community-based aftercare were back in prison a year after parole, compared to half of program dropouts and 63 percent of a control group from the general prison population.

Other studies--for example by Dr. James Inciardi of the Universities of Miami and Delaware--show similar good results for prison-based drug treatment paired with community-based aftercare. Dr. Inciardi's study followed hard-core felons who had committed an average of 321 offenses; 70 percent had committed at least one violent crime. He found that in-prison drug treatment programs increased the chance of remaining drug-free and reduced recidivism as long as a year and a half following release. When combined with an after-prison work release program, three-quarters of offenders remained drug free, and more than 70 percent remained arrest-free 18 months after their release. Only 30 percent of a control group remained arrest-free.

During 1995, OJP began work to implement a new program authorized by the 1994 Crime Act that will provide funds to states to develop and implement residential substance abuse treatment programs in state and local correctional and detention facilities. Funding for the Residential Substance Abuse Treatment for State Prisoners program has been appropriated for FY 1996.

Expanding Drug Courts

Drug courts are another innovative approach to break the cycle of drug use and crime. Drug courts provide intensive sanctions and treatment to help offenders break the cycle of addiction and the crime that often accompanies it. Judges work with prosecutors, defense attorneys, and drug treatment specialists to select appropriate treatment for offenders, monitor their progress, and ensure the delivery of other services, such as a education or job skills training, to help offenders remain crime and drug-free.

Drug courts can reduce recidivism. The nation's first drug court in Miami, Florida showed a 33 percent reduction in rearrests for drug court graduates compared with other offenders. Other studies being conducted by NIJ of the Washington, D.C.; Portland, Oregon; and Chicago, Illinois drug court programs also show lower rates of recidivism.

Through its new Drug Court Program Office, OJP fosters the development and implementation of effective drug court programming at the state, local, and tribal levels. The Office coordinates drug court activities within OJP and administers the Drug Courts Discretionary Grant Program authorized by Title V of the 1994 Crime Act.

The Drug Court Program Office works closely with agencies and organizations involved in the areas of justice and drug abuse recovery. The office also develops and delivers appropriate technical assistance, training, and information sharing to enhance the effectiveness and operations of existing and new drug courts.

Implementing the new Drug Court Grant Program authorized by the 1994 Crime Act was a high priority for OJP in FY 1995. Although the original appropriation for the 1995 Drug Courts Grant Program was \$29 million, Congress later reduced funding to \$11.9 million.

In August, OJP awarded the first grants under the program. Fifty-two communities received small grants to plan new drug courts. In September, five sites received funds to implement a new drug court, and eight jurisdictions received awards to enhance their existing drug court programs. Under OJP's grant program, all drug courts require continuing judicial supervision, mandatory, periodic drug testing, mandatory treatment, and aftercare, combined with increasingly severe sanctions for failure to show progress or comply with program requirements.

Improving Enforcement Tools

Civil remedies such as eviction proceedings are another promising innovation to oust drug dealers from residences and commercial properties and to attack drug-related crime. The Manhattan District Attorney's Narcotics Eviction Program in New York City, for example, uses a civil statute to remove drug dealers from residential and commercial buildings. The program is supported with Byrne formula, state, and local funds. Between June 1988 and August 1994, the program removed drug dealers from more than 2,000 apartments and retail stores. An NIJ evaluation found four reasons for the program's success:

- Witnesses can report drug dealers to police anonymously and avoid testifying in court.
- Landlords and their attorneys receive legal and other assistance and arrangements are made for police witnesses to appear at the civil trial.
- Because the cases are civil proceedings, the judge may authorize an eviction based on the preponderance of evidence rather than having to prove guilt, as in a criminal trial.
- Leaseholders can be evicted if the evidence shows they knew that illegal business was being conducted in the property.

NIJ also is studying computer mapping technology, which generates information about "hot spots" of drug activity in specific locales that allows law enforcement officials to better target resources to these areas. An NIJ evaluation of a Jersey City, New Jersey mapping program found that use of this technology improved police response, reduced calls for service in targeted areas, and did not displace crime to surrounding areas. Based on these and other positive results, communities around the country are now using computer mapping. Many community police officers can track crime trends on their beats and community planners can examine the link between crime trends and social indicators.

For More Information . . .

About Drug Court Grants, call the Department of Justice Response Center toll-free at 1-800/421-6770.

The following publications are available from the National Criminal Justice Reference Service:

Drug Use Forecasting, 1994 Annual Report on Adult and Juvenile Arrestees (NIJ) NCJ 157644

Breaking the Cycle: Predicting and Preventing Crime (NIJ) NCJ DD140541

Treatment Accountability for Safer Communities (Fact Sheet) (BJA) NCJ FS000044

Drugs and Crime Facts, 1994 (BJS) NCJ 154043

The Manhattan District Attorney's Narcotics Eviction Program (NIJ) NCJ 153146

Using Civil Legal Remedies for Criminal Behavior: Rationale, Case Studies, and Constitutional Issues (NIJ) NCJ DD151757

Keeping Drug Activity Out of Rental Property: Establishing Landlord Training Programs (Fact Sheet) (BJA) NCJ FS000117

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Chapter 4

Encouraging Innovation in Corrections

The correctional population in the United States increased again in 1995. According to the latest BJS surveys, there were more than a million men and women incarcerated in the nation's prisons and almost 500,000 in the nation's local jails. This is the largest one-year population increase the Justice Department has ever recorded. A total of 5.1 million adults--2.7 percent of the U.S. population--were under some form of correctional supervision at the end of 1994, almost triple the number in 1980.

Because of the pressure this population increase puts on the nation's correctional systems, most offenders serve only about half of their total maximum sentence. OJP is identifying and implementing innovative, alternative strategies for appropriate **non-violent** offenders that can relieve the pressure on overcrowded prisons and jails, while ensuring public safety and that appropriate sanctions are rendered.

Expanding Boot Camps

One alternative is boot camps. Boot camps provide short-term confinement for nonviolent offenders, many of whom are substance abusers. They are generally styled after their military namesakes, and require inmates to adhere to a regimented schedule that involves strict discipline, physical training, and work. Education, job training, and substance abuse counseling or treatment also help offenders prepare for a productive life in the community. In addition, OJP's Boot Camp Initiative--importantly--requires programs to provide post-incarceration aftercare services for participants so that offenders will receive follow-up care when they return to their communities.

Although there is no clear evidence that boot camps are more effective at reducing recidivism, an NIJ examination of early boot camp program results revealed that boot camp graduates who are supervised intensively in the aftercare period may adjust better and have lower recidivism rates. NIJ evaluations of boot camps in New York and Louisiana found that these programs resulted in reduced costs and recidivism, while increasing offenders' educational level, employment prospects, and access to community programs.

The design of OJP's FY 1995 Boot Camp Initiative was based on the results of these evaluations. At the direction of Assistant Attorney General Laurie Robinson, a Corrections Program Office was created within OJP to administer the new grant program created by the 1994 Crime Act. Applicants for the grants were encouraged to incorporate these successful strategies.

To help states assess their needs and apply for Boot Camp grants, OJP held a technical assistance workshop in Atlanta in April 1995 and invited each state to send a team. Each team included those responsible for developing the state's comprehensive correctional plan required under the Crime Act, the state directors of adult and juvenile corrections, and a representative from the State Association of Counties or a similar organization representing local interests.

In August 1995, OJP's Corrections Program Office awarded \$21 million to more than 40 communities to support boot camp programs. These new boot camps are intended to free up prison space for violent and chronic offenders, while helping young, nonviolent offenders get the intensive supervision and drug treatment they need to kick their drug habits and break the cycle of drug use and crime. Twenty-six sites received planning grants of up to \$50,000 each. Seven sites received grants of up to \$1 million to renovate existing facilities for use as boot camps, and another 10 jurisdictions received grants of up to \$2 million each to construct new boot camp facilities. More than half these awards were for juvenile offenders.

The Washington State Department of Corrections is using OJP funds to construct a 200-bed boot camp for adult offenders. The program will provide both education and vocational training. Participants also will clean their own dormitories and participate in physical fitness activities, conflict resolution, and drug treatment.

OJP also is providing training and technical assistance to program grantees and to state and local governments implementing or improving boot camps. For example, the Corrections Program Office is working with the Bureau of Prisons' National Institute of Corrections to provide technical assistance to states anticipating policy or legislative actions relating to the truth in sentencing provisions of the 1994 Crime Act. The Corrections Program Office also promotes coordination among the OJP Bureaus regarding corrections initiatives and forms partnerships with other federal agencies, professional associations, and state and local correctional systems to foster innovative correctional options.

Corrections Options

BJA's Corrections Options Program helps states free up prison space for serious and violent offenders through the design, development, and implementation of effective correctional options for nonviolent offenders. During FY 1995, BJA awarded more than \$10.6 million under this program to reduce the costs of incarceration for state and local governments, relieve prison and jail crowding, lower recidivism rates for youthful offenders, and introduce innovation in correctional practices.

For example, BJA provided support to the Comprehensive Communities Program sites to develop community-based alternatives to incarceration and to sites participating in OJJDP's Accountability-Based Community Intervention and Intensive Aftercare programs. Jurisdictions

that had received FY 1994 funding to plan boot camps, received FY 1995 funds to implement those programs.

BJA also continued its Technical Assistance and Support Program, which provides specialized expertise to Corrections Options Program grantees. During FY 1995, the American Probation and Parole Association provided technical assistance and training on Intensive Supervision Programs and on mobilizing community involvement and support for correctional options. The Vera Institute provided technical assistance and support to strengthen transitional and aftercare services for youthful offenders who successfully complete correctional boot camp programs. And the National Consortium of Treatment Alternatives for Special Clients (TASC) provided technical assistance and training on developing links between drug treatment providers and criminal justice.

Incarcerating Illegal Aliens

Another OJP program helps states with the costs of incarcerating almost 38,000 illegal aliens convicted of state felony offenses. OJP reimbursed states almost \$130 million in FY 1995 funds under its State Criminal Alien Assistance Program (SCAAP), which is administered by BJA.

Seven states known to have high populations of illegal alien inmates--Arizona, California, Florida, Illinois, New Jersey, New York, and Texas--received a total of nearly \$42.9 million early in FY 1995 as preliminary awards. The remaining two-thirds of the funds, \$87 million, was awarded in January 1996 to 45 states, including the original seven. SCAAP awards represent only partial payment of the total costs claimed by each state, approximately 16 cents on the dollar for FY 1995.

In its SCAAP application, each state provided information to BJA on its cost of housing illegal criminal aliens for the fiscal year. State data were verified to the extent possible by BJA and the Immigration and Naturalization Service.

In applying for SCAAP funds, states reported on the serious problems they face incarcerating illegal criminal aliens. Florida reports many of the prisons it built recently would not have been needed if it had not had to house a large number of criminal illegal alien inmates. Massachusetts cited the increased cost of housing illegal criminal aliens. Because of the security risk these inmates pose, Massachusetts houses illegal criminal aliens in more costly maximum or medium security facilities.

Educational TV Programming in Jails

Although a former Federal Communications Commissioner once called it "a vast wasteland," television programming is becoming a tool for learning in state and local jails through a program supported by BJA, the National Sheriffs' Association, and the American Correctional Association. The program is planning and developing correctional programming to be broadcast in state and local jails on subjects such as drug and alcohol dependency treatment, educational improvement, vocational and employment readiness, parenting skills, anger management, and preventing spousal abuse. During 1995, an advisory board of experts from prisons and jails, including a representative from the federal Bureau of Prisons, began developing the programming, which will be pilot tested in up to eight correctional facilities.

National Corrections Statistics

BJS statistical data continues to expand our knowledge about correctional populations in the United States. The BJS report, *Prisoners in 1994*, revealed that the nation's prison population grew almost 9 percent in 1994--the second largest annual increase in history. Overall, almost 1.5 million people were incarcerated in the United States in 1994. State and federal prisons, which primarily hold convicted felons serving longer sentences, contained about two-thirds of the total inmates. Local jails, which primarily hold people awaiting trial or serving sentences of a year or less, held the other third.

Looking at mid-1995 data, BJS found that the number of state and federal inmates continued to increase. The state prison population grew by 9.1 percent and the federal prison population grew by 6.1 percent--the equivalent of 1,719 new prison beds every week. Texas reported the largest growth (nearly 27 percent), followed by West Virginia (26 percent), and North Carolina (18 percent). Prison populations declined in the District of Columbia (down 5 percent), Alaska (3.1 percent), Arkansas (1 percent), and South Carolina (0.8 percent).

Another BJS study, *Violent Offenders in State Prison: Sentences and Time Served*, collected information on sentences and time served by violent offenders in state prison between 1992 and 1994. Data drawn from the annual National Corrections Reporting Program and a special survey of the states showed that released violent offenders had served about half their sentence in confinement and admitted violent offenders were expected to serve about 60 percent of their sentence before release.

BJS also looked at state and federal prison and jail policies for testing inmates for the human immunodeficiency virus (HIV). At year end 1994, the survey showed 22,713 of the 999,693 inmates held in U.S. prisons were infected with the virus that causes AIDS. Of the total

prison population, almost 5,000 inmates, or 0.5 percent, were known to have AIDS, a rate seven times that of the general population.

For More Information . . .

About Corrections Program grants, contact the Department of Justice Response Center at 1-800/421-6770. For technical assistance on boot camps, contact the National Institute of Corrections at 1-800/995-6423.

The following publications are available from the National Criminal Justice Reference Service:

Correctional Populations in the United States, 1994 (BJS) NCJ 160091

Prisoners at Midyear 1995 (BJS) NCJ 158021

Violent Offenders in State Prison: Sentences and Time Served--State Inmates, 1992-94 (BJS) NCJ 154632

Probation and Parole Populations, 1994 (BJS) NCJ 156432

Boot Camps for Adult and Juvenile Offenders: Overview and Update (NIJ)

"Boot Camp" Drug Treatment and Aftercare Intervention: An Evaluation Review (NIJ) NCJ 153918

Multistate Evaluation of Shock Incarceration (NIJ) NCJ DD1500620H

HIV in Prisons, 1994 (BJS) NCJ 158020

1994 Update: HIV/AIDS and STDs in Correctional Facilities (NIJ and the Centers for Disease Control and Prevention) NCJ 156832

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Chapter 6

Empowering Communities

The Office of Justice Programs has long worked to build partnerships with states and local communities to reduce crime and improve the criminal justice system. Over the past three years, with the strong support and encouragement of Attorney General Janet Reno, OJP has developed and funded a wide range of new initiatives to help local communities take a more coordinated, comprehensive approach to crime control.

Through these efforts, many communities are now thinking more strategically about crime. They are bringing together government officials, service providers, business people, and residents to attack crime by identifying crime-related problems and mobilizing a broad spectrum of community resources--including law enforcement, jobs, education, housing, and medical and mental health care--to reduce crime and restore community vitality.

OJP is one of many federal agencies working on the Empowerment Zones (EZs)/Enterprise Communities (ECs) initiative, a White House effort that is administered by the Department of Housing and Urban Development (HUD). The basic elements of EZs are similar in many ways to Weed and Seed and OJP's PACT project, described below. In EZs, local leaders work with federal, state, and private sector representatives to produce a coordinated strategy using federal tax initiatives, deregulation, federal program waivers, and flexible federal program funding to encourage economic self-sufficiency in their communities. ECs use the same strategic planning process to focus on tax incentives, flexible block grants, and waivers/ flexibility with existing federal resources. OJP encourages Weed and Seed sites and other comprehensive program grantees, such as the Project PACT sites, to incorporate EZ/EC concepts into their programs.

We need to be thinking more about how we can more effectively coordinate criminal justice efforts with other agencies beyond the criminal justice system, so that we're all working to attack crime and violence and to provide the resources, "know-how," and technical assistance our communities so desperately need.

--Assistant Attorney General Laurie Robinson

Weeding Out Crime, Seeding Communities

Operation Weed and Seed is a comprehensive, community-based, multi-agency initiative to "weed out" crime from targeted high-crime neighborhoods and then to "seed" these areas with a wide range of crime and drug prevention programs, as well as human service resources, to

prevent crime from reoccurring. By the end of FY 1995, 36 communities were implementing the Weed and Seed strategy with funding from the Executive Office for Weed and Seed and BJA.

U.S. Attorneys are responsible for spearheading Weed and Seed efforts in their districts. In 1995, the 21 original Weed and Seed sites received funding to expand to additional neighborhoods. At the Attorney General's direction, neighborhoods selected for Weed and Seed expansion were in Empowerment Zones/Enterprise Communities or had other neighborhood-based programs that would complement Weed and Seed.

Another 40 communities are implementing the Weed and Seed strategy through the Official Recognition process, a means by which the federal government honors and assists communities implementing Weed and Seed. Officially Recognized sites comply with all program goals and requirements, and many receive only a one-time federal award of \$35,000. Sites must be Officially Recognized before they can become full-fledged Weed and Seed sites.

As part of its effort to become an Officially Recognized Weed and Seed site, Dyersburg, Tennessee sent a police bicycle patrol into the Bruce community. Citizens were so impressed with the patrol's success in preventing crime and responding to calls for service that they raised \$12,000 to establish a mini-precinct so the community police officers could work in the neighborhood full time.

Four Weed and Seed sites--Sarasota, Florida; Pittsburgh, Pennsylvania; Salt Lake City, Utah; and Madison, Wisconsin--received funding to participate in the National Performance Review (NPR), a White House initiative to encourage the federal government to coordinate its resources to respond more effectively to community needs. During 1995, in partnership with local staff from HHS's Center for Substance Abuse Prevention (CSAP), the four sites expanded their substance abuse prevention and treatment programs.

Pulling America's Communities Together/Comprehensive Communities

Expanding on the Operation Weed and Seed strategy is another intergovernmental initiative, Pulling America's Cities Together (PACT). The U.S. Departments of Education, HHS, HUD, Labor, Justice, and the Office of National Drug Control Policy launched this effort as an outgrowth of the Interdepartmental Task Force on Violence. Through PACT, these collaborating federal government agencies foster and support the development of broad-based, fully coordinated local and statewide initiatives to secure community safety. OJP manages and funds Project PACT in four sites--Metro Atlanta (which is also an EZ), Metro Denver, Nebraska, and Washington, D.C.

The Atlanta PACT targets youth violence. It established the Insider's Teen Center, which offers young people a safe place to gather and have fun, as well as a range of educational and skills building programs. Another program allows first-time juvenile offenders to face a panel of

their neighbors instead of a judge. The panelists explain the impact of the youth's behavior on the community and "sentence" offenders to community service, counseling, or training. The panel also often requires young offenders to write a letter of apology to their victims.

Our partnerships with states and local communities are creating innovative and effective responses to the issue of crime in our communities. Whether initiatives are designed to prevent further criminal acts by young offenders or provide certain punishment for those who prey upon our society, BJA is there at the table as a full partner in the search for answers.
 --BJA Director Nancy Gist

Denver developed partnerships with private foundations to form the Alliance for the Prevention of Violence. This public/private partnership is funding a range of initiatives, including community policing, anti-gang programs, efforts to involve residents in crime prevention, a drug court, and community-based alternatives to incarceration.

In Nebraska, more than 100 individuals from government, private organizations, educators, and community programs created an action plan to coordinate judicial and social services to prevent youth violence throughout the state. Projects include conflict resolution, drug abuse resistance education (DARE), peer adjudication of juveniles charged with misdemeanors, mentoring, gang prevention, and outreach to high-risk youth.

Washington, D.C. formed the D.C. Forum for Collaboration and Support to identify factors that cause violence in the city and develop a city-wide strategy involving law enforcement, business, and private nonprofit organizations.

The four PACT sites also are participating with 12 other communities with high rates of crime and violence in BJA's Comprehensive Communities Program (CCP). In FY 1994, the 16 sites received small BJA grants to plan comprehensive strategies to control crime and revitalize neighborhoods and then received substantial funding in FY 1995 to implement the program.

CCP Sites	
Atlanta, GA*	Oakland, CA
Baltimore, MD	Omaha, NE*
Boston, MA	Phoenix, AZ
Columbia, SC	Salt Lake City, UT
Denver, CO*	Seattle, WA
Fort Worth, TX	Washington, DC*
Gary, IN	Wichita, KS
Hartford, CT	Wilmington, DE

* Also PACT sites.

CCP funds support jurisdiction-wide community policing, programs to divert drug-dependent offenders from prison into treatment and community service, and services for at-risk youth. For example, Metro Denver's CCP made \$2,000 mini-grants to teams of law enforcement officers and community leaders. The mini-grants support a range of public safety projects--including a neighborhood computer bulletin board with crime prevention tips and information

about city services, an Outward Bound mentoring program for at-risk juveniles, and cellular phones for use by neighborhood patrols to report crime to police.

Each CCP includes jurisdiction-wide community policing. The Department's Office of Community-Oriented Policing Services (COPS) provided \$9.9 million to fund the community policing component of CCP. OJP and COPS work closely to pool resources to support comprehensive efforts such as CCP. The officers hired under these efforts are in addition to COPS programs that are putting 100,000 more police on the nation's streets. In FY 1995, COPS grants added 33,000 additional police officers towards this goal.

SafeFutures for Juveniles

OJJDP's "SafeFutures: Partnerships to Reduce Youth Violence and Delinquency" project combines efforts such as community-wide gang prevention and intervention, programs and sanctions for juvenile offenders, and prevention programming including afterschool, mentoring, and family strengthening programs into a comprehensive, collaborative initiative that targets at-risk and delinquent youth throughout their development. Under SafeFutures, communities are developing a continuum of care for all youth, providing services for children from infancy (such as proper infant care) to adulthood.

Contra Costa and Imperial County, California; Boston, Massachusetts; St. Louis, Missouri; Seattle, Washington; and the Fort Belknap Indian Community in Harlem, Montana were funded SafeFutures sites in FY 1995. The program is scheduled to continue for five years if funds are made available.

In each SafeFutures site, a diverse coalition of public agencies, non-profit groups, local government, and private citizens are working together to implement their SafeFutures strategy. The sites also are linking to initiatives led by United States Attorneys and Department of Justice programs such as Weed and Seed. Four of the six sites (Boston, St. Louis, Seattle, and Imperial County) are designated Empowerment Zones/Enterprise Communities by the Department of Housing and Urban Development, and all are building upon strong coalitions to address the problem of delinquency and violence.

OJJDP is providing technical assistance to the six communities. Boys and Girls Clubs of America, AmeriCorps, and other public and private agencies also lend their expertise to this initiative.

SafeFutures builds on OJJDP's *Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders*. OJJDP developed the strategy based on over 30 years of research on juvenile delinquency. OJJDP is providing training and technical assistance to encourage further implementation of its comprehensive strategy. In FY 1995, it presented its *Guide for*

Implementing the Comprehensive Strategy to a forum of 100 leaders in the juvenile justice system.


Preventing Delinquency

Preventing delinquency is a critical part of any effort to reduce crime in America. Recognizing this, in 1992 the Congress established within OJJDP a new grant program to encourage communities to focus on preventing juveniles from entering the justice system. OJJDP awards Title V Incentive Grants to each state, which subgrants funds through its State Juvenile Justice Advisory Group to support local programs for at-risk youth. In 1995, OJJDP awarded \$20 million for local community-based programs that address all areas affecting young people's lives--their families, schools, peers, and communities. Program activities include parent skills training and family counseling, outreach and crisis intervention, arbitration/mediation, mentoring and peer counseling, alcohol and drug abuse prevention, employment training, truancy and dropout prevention, and child abuse and neglect prevention.

Mobilizing Citizens to Prevent Crime

Through the National Citizens' Crime Prevention Campaign, OJP has worked for over 25 years to mobilize communities to prevent crime and drug use and improve law enforcement/citizen coordination. With funding from BJA, the Campaign sponsors public service advertising featuring McGruff, the Crime Dog, who urges individuals to take simple precautions to help "Take A Bite Out of Crime."

McGruff and other campaign ads appear on television, radio, billboards, and transit ads throughout the country--an estimated ad placement value of more than \$50 million each year. Local law enforcement agencies use McGruff costumes or puppets to teach children about personal safety and sexual abuse. Children often tell McGruff about abuse they were afraid to tell to a teacher or other adult.



**Guess what Johnny's bringing
for Show and Tell today.**

Every day thousands of kids
bring guns to school.

Find out how to help get guns
out of the hands of children.

Call
1-800-WE-PREVENT
for free information.

Not one more lost life.
Not one more grieving family.
Not one more.

**TAKE A BITE OUT OF
CRIME**

by McGruff the Crime Dog

In 1995, the campaign focused on preventing violence. One ad featured President Clinton and a teenage girl from Washington, D.C., who described the violent death of several of her close friends. The ad offered viewers free violence prevention information by calling a toll-free telephone number--1-800/WE-PREVENT. Attorney General Reno starred in another ad urging parents, youth counselors, the clergy, business leaders, and young people to take action to prevent gun violence. The ad offered a free action booklet, *Making Children, Families, and Communities Safer from Violence*, through the toll-free number.

The National Crime Prevention Council (NCPC) administers the National Citizens' Crime Prevention Campaign under a BJA grant and provides training and technical assistance to help communities reduce crime, violence, and substance abuse. In FY 1995, NCPC helped the 16 Comprehensive Communities Program and four PACT sites implement crime prevention programs. NCPC conducted site assessments and advised local officials on appropriate crime prevention strategies; provided workshops on topics including youth violence prevention, team building in community policing agencies, and evaluating the success of local prevention strategies. NCPC continues to respond to requests from CCP sites for prevention training and other assistance. In addition, NCPC produces *The CCP Communique*, a quarterly bulletin sent to officials in each site to share information among the 16 programs.

For More Information . . .

Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders (OJJDP) NCJ 153571

Matrix of Community-Based Initiatives (Program Summary) (OJJDP) NCJ 154816

Delinquency Prevention Works (Program Summary) (OJJDP) NCJ 155006

Innovative Community Partnerships: Working Together for Change (Program Summary) (OJJDP) NCJ 147483

Business Alliance Program: Creating Business and Community Partnerships (Fact Sheet) (BJA) NCJ FS000119

National Citizens Crime Prevention Campaign (Fact Sheet) (BJA) NCJ FS000121

To order call 1-800-851-3420

Chapter 7

Assisting Crime Victims

In 1994, one out of every four households in America was victimized by crime. BJS's National Crime Victimization Survey (NCVS) reported that there were approximately 42 million violent and property crimes reported by victims during 1994. Through its Office for Victims of Crime, OJP assists these crime victims and works to ensure that the criminal justice system and its personnel are responsive to victims' needs.

During 1995, victim's issues were considered as part of Crime Act implementation and in establishing new grant programs authorized by the Act. For example:

- Nearly \$100,000 in OVC discretionary funds supported training for law enforcement and judicial personnel to ensure consistent enforcement of the Full Faith and Credit provisions of the Violence Against Women Act.

- OVC worked with the OJP Corrections Office to ensure that Truth in Sentencing grant guidelines addressed victims rights issues. OVC provided a state-by-state analysis of victims rights provisions to aid in this effort.

- OVC worked with other DOJ agencies to revise the *Attorney General Guidelines for Victim and Witness Assistance* to incorporate the mandatory restitution, HIV testing, and victim allocation provisions of the 1994 Crime Act. More than 35,000 copies of the *Guidelines* were distributed to U. S. Attorneys and federal law enforcement agencies.

- OVC funded a major initiative to integrate victim services into community policing. The project is developing basic protocols for community police in responding to crime victims, as well as training and other materials.

National Crime Victims Agenda

Federal victims assistance reached an important milestone in FY 1995. It marked the 11th year of deposits in the Crime Victims Fund and the 10th year that OVC awarded grants to states to pay for services that help victims recover physically, emotionally, and financially from the devastating impact of crime. The total fines, penalty assessments, and bond forfeitures collected from convicted federal defendants since 1985 and deposited in the Crime Victims Fund exceeded the \$1 billion mark in FY 1995.

During FY 1995 OVC worked with 35 of the foremost experts and organizations in the victims field to develop a *National Crime Victims Agenda* that assesses the past decade of progress made on behalf of crime victims and provides future direction to victim advocates and practitioners in allied professions. OVC allocated a substantial portion of its FY 1995 discretionary funding to develop and disseminate promising practices identified during the preliminary stages of the agenda's development.

Help for Oklahoma Bombing Victims

Under its Immediate Response to Emerging Issues program, OVC provides support and assistance to jurisdictions responding to incidents of mass violence and victimization. In 1995, OVC sent three specially trained crisis response teams to Oklahoma City immediately after the bombing of the Murrah Federal Office Building. The team, comprised of 45 diverse professionals, provided more than 2,000 debriefings for victims and their families, emergency personnel, teachers, and school children to help them deal with the trauma caused by this violent incident. The Austin, Texas Police Department honored OVC for the assistance it provided to Austin's emergency team working at the bomb site. OVC continues to assist victims and witnesses participating in the trial of the bomber suspects.

Training for Victims Advocates

Increased opportunities for development and professionalization of the victim services field is a high priority for OVC. Its Trainers Bureau supports the delivery of expert training and technical assistance to communities, as well as state and federal agencies. In 1995, OVC's Trainer's Bureau funded 34 requests in 23 states for a broad range of assistance to corrections agencies, probation and parole authorities, the judiciary, clergy, universities, Native Americans, and a city housing authority. Technical assistance projects developed protocols for a multidisciplinary response to domestic violence, child sexual abuse, and incidents involving multiple victims, as well as white-collar crime, elder abuse, workplace violence and staff victimization, victim issues for clergy, and cross cultural issues in victim services.

OVC also funded its first National Victim Assistance Academy, a week-long, comprehensive training institute, which focused on improving the quality of service to crime victims in urban, suburban, and rural communities. Thirty-three students, representing a broad cultural, geographical, and professional spectrum, attended the Academy, which was cosponsored by the Victims' Assistance Legal Organization, California State University-Fresno, and the National Crime Victims Research and Treatment Center.

Victims of juvenile offenders often do not receive the same kinds of assistance afforded other crime victims. OVC sponsored three regional forums that brought together leaders in the

victim assistance, juvenile justice, and related fields. Forum participants identified major issues and formed action plans to systemically improve the juvenile justice response to and services for crime victims.

A VICTIM'S SPECIAL COURAGE

At the White House commemoration of National Crime Victims Rights Week 1995, President Clinton and Attorney General Janet Reno presented the first OVC Special Courage Award to Cheryl Bess. Ten years ago, Cheryl was a straight-A student in the ninth grade. She dreamed of becoming a doctor and working in her African-American community. While walking to school on a beautiful October day, Cheryl was offered a ride by the janitor of her building, who, unknown to her, was a repeat sex offender. The man drove her to the desert, where he sexually assaulted her, threw acid on her face and arms, and left her to die. Cheryl told herself that she had to survive, because her mother would never recover from her death. She wandered in the desert in agony for 8 hours before finally being rescued.

As a result of the brutal attack, Cheryl is blind, deaf in one ear, and physically disfigured beyond recognition. But her assailant could not strip her of her voice, nor could he take her optimistic, determined spirit. Today, Cheryl is not only a magnificent gospel singer, a college student, and the host of a radio talk show, but also one of the most powerful advocates for victims' rights and services in the country. She reminds us all that the human spirit can overcome any tragedy, and that anything is possible for crime victims. It is a true privilege to work with and for the many remarkable survivors of crime, like Cheryl, who inspire us daily.

Director Aileen Adams, OVC
At the OJP Anniversary Great Hall Event
Washington, D.C., October 11, 1995

Assisting Elderly Crime Victims

BJA, OVC, and the Administration on Aging are supporting a National Sheriff's Association program called TRIAD that brings together sheriffs, chiefs of police, and senior citizens to reduce crime against the elderly. TRIAD programs coordinate the resources of adult protective services, law enforcement, victim assistance and other social services to improve services for elderly crime victims. Sheriff Charles Fuselier created TRIAD in 1989 in St. Martin Parish, Louisiana. The program was replicated in Bridgeport, Connecticut after the local sheriff met with senior citizens to discuss crime-related problems in a local housing project.

The Bridgeport TRIAD's first project was providing a bus to take seniors from the housing project on weekly trips to the supermarket. Many senior residents were afraid to venture out alone because of the area's high crime rate. To thank the sheriff department for arranging the

new bus service, a group of senior women from the housing project crocheted outfits for teddy bears, which the sheriffs used in interviewing child sexual abuse victims. There are now more than 260 TRIAD programs located in 44 states. Twenty-five states are implementing the program statewide.

BJA is focusing on a problem that often targets elderly crime victims--health care fraud. BJA established Health Care Fraud Prosecution Units in three state attorneys general offices to investigate and prosecute all types of intrastate health care fraud. Maryland, Minnesota, and Wisconsin are developing and documenting model strategies for investigating and prosecuting health care fraud aimed at both individual consumers and insurance companies or HMOs. BJA also is supporting technical assistance through the National Association of Attorneys General.

BJA also supports the National White-Collar Crime Information Center in Richmond, Virginia, which provides intelligence and investigative and prosecutorial support for multi-state investigations of white-collar crimes, including investment fraud, telemarketing fraud, securities fraud, and advanced fee loans.

Advocacy for Child Victims

Like the elderly, children are vulnerable to abuse--often by their parents or other caretakers. Data show that most offenders who victimize juveniles are family members, friends, or acquaintances.

OJJDP's four regional children's advocacy centers work to improve and expand services for children who are victims of abuse and neglect. Children's advocacy centers use multi-disciplinary teams to coordinate judicial and social services for child abuse victims. The teams interview child victims, jointly make decisions regarding the child's needs, and ensure that children and their families receive recommended services.

Under the Victims of Child Abuse Act, OJJDP also provided funds to the National Network of Children's Advocacy Centers to develop local child advocacy centers and provide training and technical assistance to local programs, and to the National Center for the Prosecution of Child Abuse to provide training, technical assistance, and publications for prosecutors, investigators, and other professionals who handle child abuse cases. In addition, OJJDP administers the Court-Appointed Special Advocate (CASA) program to enhance and expand advocacy programs for abused and neglected children whose cases come to juvenile and family courts. Trained CASA volunteers represent these children's interests before the courts. CASA programs now operate in every state, and the number of these programs is growing.

OJJDP's Missing Children's Program helps improve law enforcement's response to the problem of missing children. Research shows nearly 440,000 children are lost or otherwise

missing each year, including children abducted by a stranger or acquaintance, children abducted by a parent or family member as part of a divorce or custody battle, and children who are abandoned or told to leave home. Another 450,000 children run away from home each year, often as a result of an intolerable home situation.

OJJDP and OVC are participating with the FBI, the Drug Enforcement Administration, the Secret Service, the Customs Service, HHS, DOD, and the National Center for Missing and Exploited Children in a new federal Task Force on Missing and Exploited Children. Announced by Attorney General Janet Reno on Missing Children's Day in May 1995, the task force is coordinating services for missing children and assessing gaps or overlaps in related federal activity. The task force complements the investigative work of the Morgan Hardiman Task Force, which was created by the 1994 Crime Act to provide federal assistance to state and local law enforcement agencies investigating complex missing and exploited children's cases. The FBI is responsible for administering the task force, which is comprised of representatives from the FBI, Secret Service, Bureau of Alcohol, Tobacco, and Firearms, Customs, Postal Inspection Service, U.S. Marshals Service, and DEA. The FBI worked with OJJDP, OVC, the Executive Office for U. S. Attorneys, other Justice Department components, and the National Center for Missing and Exploited Children, an OJJDP grantee, in establishing the task force.

Assisting Crime Victims in Indian Country

In 1995, OVC made available \$730,000 under its Victim Assistance in Indian Country (VAIC) grant program to support 32 on-reservation victim assistance programs in 18 states. Services provided by these programs included crisis intervention, emergency shelter, mental health counseling, and court advocacy. The following states received funding: Arizona, Colorado, Idaho, Kansas, Michigan, Minnesota, Mississippi, Montana, Nevada, New Mexico, North Dakota, Oklahoma, Oregon, South Dakota, Utah, Washington, Wisconsin, and Wyoming.

OVC also continued funding under its Children's Justice Act (CJA) Discretionary Grant Program for Native Americans. The CJA program provides \$1.5 million each year to support programs that investigate and prosecute child physical and sexual abuse cases. The CJA programs funded in 1995 supported such initiatives as training for multidisciplinary teams, revision of tribal codes, development of protocols, and enhancement of child interviewing capacities. OVC provided second-year funding to seven tribes under this program: The South Puget Intertribal Planning Agency, Chugachmiut of Alaska, the Salt River Pima-Maricopa Indian Community, the Minnesota Chippewa Tribe, the Fort Peck Assiniboine and Sioux Tribes, the Omaha Tribe of Nebraska, and the Ramah Navajo School Board.

In conjunction with OJJDP, OVC made funding available to the National Court Appointed Special Advocate (CASA) Association to support start-up grants to two tribal CASA programs. By assigning court-appointed volunteers to identify the needs of children and to

recommend plans of action to meet those needs, these programs, located at the Cherokee Nation of Oklahoma and the Confederated Salish and Kootenai Tribes, have expanded the tribal capacity for improving the welfare of children within those jurisdictions.

Finally, OVC continued to fund training and technical assistance for tribal professionals. In addition to grants to meet the training needs of VAIC and CJA grantees, OVC made \$75,000 available in 1995 to support five training events in Indian country. U.S. Attorneys' Offices organized and hosted the sessions, which were designed to improve federal-tribal coordination and promote a multidisciplinary approach to handling criminal cases in Indian country. Training was held in Rapid City, South Dakota; Polson, Montana; Green Bay, Wisconsin; Durango, Colorado; and Guthrie, Oklahoma.

For More Information . . .

Crime and the Nation's Households, 1995 (BJS) NCJ 160090

Criminal Victimization 1994: National Crime Victimization Survey (BJS) NCJ 158022

Criminal Victimization in the U.S. (BJS) NCJ 151657

Improving the Police Response to Elder Abuse (OVC) Trainer's Manual - NCJ 147558, Participant's Manual - NCJ 148831

National Bias Crimes Training (OVC) Trainer's Manual - NCJ 155130, Participant's Manual - NCJ 155179

Child Sexual Exploitation: Improving Investigations and Protecting Victims--A Blueprint for Action (OVC) NCJ 153527

Missing and Exploited Children: A Law Enforcement Guide to Case Investigation and Program Management (OJJDP) NCJ 151268

Obstacles to the Recovery and Return of Parentally Abducted Children (OJJDP) NCJ 143458

The Child Victim as a Witness (OJJDP) NCJ 149172

Helping Victims and Witnesses in the Juvenile Justice System: A Program Handbook (OJJDP) NCJ 139731

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Chapter 8

Sharing Information and Resources

Making OJP more "user friendly" was a major focus in 1995. This included efforts to make information about OJP and other criminal justice programs more accessible, streamlining application procedures for grants, and reaching out to criminal justice policy makers and practitioners for feedback on OJP operations and programming.

Through the Department of Justice Response Center, callers to a toll-free telephone number (1-800/421-6770) can obtain information about grant programs, application deadlines, or be placed on a mailing list for program announcements and other OJP publications. Originally established as an outreach service to assist jurisdictions in applying for police hiring grants, during 1995 the Response Center's services expanded to provide information about other DOJ programs and activities, particularly the new Crime Act programs and funding. In FY 1995, the Response Center handled more than 62,000 calls, an average of more than 200 a day.

OJP in Cyberspace

Another important outreach effort was developed by a consortium of federal agencies led by NIJ. The Partnerships Against Violence Network (PAVNET) is an online service available through the Internet that makes information from over 30 federal agencies about promising violence prevention programs easily accessible to state and local governments, as well as the general public. Information on promising programs, funding resources, and technical and other information is included in the database. In FY 1995, PAVNET expanded, creating a cross-disciplinary research database on violence. Its Internet address is *pavnet.esusda.gov*.

In November 1994, four NIJ employees were honored as "Heroes of Reinvention" for inventing PAVNET. They received a Hammer Award from Vice President Gore at a ceremony recognizing initiatives in the federal government that provide cost effective, efficient services. The \$6 hammer symbolizes the federal government's commitment to tearing down bureaucracy and rebuilding a new government that works better and costs less.

NIJ is working to promote the exchange of criminal justice information worldwide through the Internet. All NIJ documents are now published electronically and the "backlist" of previously published documents is being converted to online availability through the National Criminal Justice Reference Service (NCJRS), which has expanded online service. The NCJRS electronic bulletin board, the gateway to much of the information, is accessible via modem and the Internet, and the NCJRS Justice Information Center is accessible via the World Wide Web at *http://www.ncjrs.org*. These advances make it possible for users to download documents from

terminals anywhere in the world, to order documents, and to obtain reference and referral assistance.

With the United Nations Crime Prevention and Criminal Justice Branch and the Mitre Corporation, NIJ is developing UNOJUST, a system that will electronically link and make available via the Internet information housed in UN-affiliated research institutes. In a special continuing project, NIJ is helping the states of the former Soviet Union and other countries to find information about how to build institutions based on the foundation of law. The International Rule of Law Online Clearinghouse Project (ROL), as this project is called, is an electronic library for the exchange of information.

NIJ representatives demonstrated how electronic communications technology can help better disseminate information and link criminal justice practitioners, government administrators and officials, and researchers at the Ninth UN Congress on the Prevention of Crime and the Treatment of Offenders, held in Spring 1995 in Cairo, Egypt. OJP Assistant Attorney General Laurie Robinson and NIJ Director Jeremy Travis headed the U.S. delegation of DOJ, State Department, and non-governmental officials.

Statistical Data on the Internet

The latest BJS data are now available on the Internet at the BJS homepage at <http://www.ojp.usdoj.gov/bjs/>. Criminal justice reports, spreadsheets, and news releases are electronically available in a variety of formats. BJS reports are linked to the raw datasets used in each of its report. These data can be downloaded from the BJS-sponsored National Archive of Criminal Justice Data. The BJS homepage also provides links to many other criminal justice statistical sources.

BJA's Homepage

In 1995 BJA established a homepage on the Internet to help it more quickly and efficiently disseminate information to the public. BJA's homepage offers access to weekly reports, speeches by the BJA Director and staff, statutes relating to BJA programs, information about upcoming BJA-sponsored conferences and events, and copies of the annual reports submitted by each state under the Edward Byrne Memorial State and Local Law Enforcement Assistance formula grant program. BJA grant announcements and application kits are also available. The BJA homepage Internet address is: <http://www.ojp.usdoj.gov/BJA>.

DOJ Research Council

At the initiative of NIJ, the Attorney General in 1995 established the DOJ Research Council to coordinate the research activities of the various agencies within the Justice Department. Participants of the Council include the Federal Bureau of Investigation, Drug Enforcement Administration, Bureau of Prisons, each of the OJP Bureaus, COPS Office, Immigration and Naturalization Service, Office of Policy Development, Executive Office of U.S. Attorneys, Criminal Division, Civil Division, Justice Management Division, and the Office of the Inspector General.

To improve coordination *within* OJP, an Advisory Committee comprised of staff from every bureau and office advises the OJP management team on ways to improve OJP's customer service, productivity, and worklife. The OJP Partnership Council, comprised of representatives from management and the OJP union, also meets regularly to address issues of concern to management and agency staff.

* * *

For further information about OJP and its programs, or for a copy of the *OJP Resource Guide*, which describes OJP programs and other resources, contact the Department of Justice Response Center at 1-800/421-6770 or use the Internet to access the OJP homepage on the Worldwide Web at <http://www.ojp.usdoj.gov>.

For ordering and other information about OJP publications, contact NIJ's **National Criminal Justice Reference Service** at 1-800/851-3420 or on the Internet at <http://www.ncjrs.org> or call one of the OJP clearinghouses listed below.

BJA Clearinghouse
1/800-688-4252

BJS Clearinghouse
1-800-732-3277

Juvenile Justice Clearinghouse
1-800/638-8736

National Victims Resource Center
1-800/627-6872

For More Information . . .

Office of Justice Programs Resource Guide (OJP)

Office of Justice Programs Fiscal Year 1996 Program Plans (OJP)


Bureau of Justice Statistics—Fiscal Year 1996 At-A-Glance (BJS) NCJ 160923

Sourcebook of Criminal Justice Statistics, 1994 (BJS) NCJ 154591

*25 Years of Criminal Justice Research: The National Institute of Justice (NIJ)
NCJ DD151287*

PAVNET Online User's Guide (NIJ) NCJ DD 152057


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What's New at OJP

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Justice Assistance**




**Bureau of
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**National Institute
of Justice**



**Office of Juvenile
Justice and Delinquency
Prevention**



**Office for
Victims of Crime**

CPO <i>Corrections Program Office</i>	DCPO <i>Drug Courts Program Office</i>	EOWS <i>Executive Office for Weed and Seed</i>	VAVGO <i>Violence Against Women Grants Office</i>	AI/AN <i>American Indian and Alaskan Native Desk</i>
OC <i>Office of the Comptroller</i>	OGC <i>Office of General Counsel</i>	OCPA <i>Office of Congressional and Public Affairs</i>	OBMS <i>Office of Budget and Management</i>	
OP <i>Office of Personnel</i>	OCR <i>Office for Civil Rights</i>	EEO <i>Equal Employment Office</i>		

The Office of Justice Programs (OJP) develops, implements, and evaluates a wide range of criminal and juvenile justice programs. This selection offers information on available grants and resources available through OJP.

[Bureau of Justice Assistance - BJA](#)

[Bureau of Justice Statistics - BJS](#)

[Office of Juvenile Justice and Delinquency Prevention - OJJDP](#)

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