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Introduction

The past year has seen crime rates falling in communities all across America. But few of us in the “criminal justice business” think our job is done. And from the federal level, Fiscal Year 1997 saw two major events that helped us focus our sights on the appropriate federal role in crime control as we approach the year 2000. In February 1997, we released a report the University of Maryland prepared in response to a Congressional mandate to provide an independent, comprehensive, and scientific evaluation of the “diverse group of programs funded by the Department of Justice to assist state and local law enforcement and communities in preventing crime.”

And last summer, we celebrated the 30th anniversary of the 1967 President’s Crime Commission Report, *The Challenge of Crime in a Free Society*. We brought together former commissioners and their staff to talk with criminal and juvenile justice practitioners, researchers, and experts working today to reflect on the progress we have made during the past 30 years and to consider what that history can teach us as we move forward toward the 21st century.

These two discussions have helped crystallize what we know about combating crime in this country based on providing federal assistance over the past 30 years:

- First, that crime control is not just the responsibility of the criminal justice system, or the Department of Justice. We need a broadly-based attack on crime, drawing in public health, education, social services, housing, and, importantly, non-government institutions, if we’re going to make a difference. For that reason, a top priority for all of us at the Justice Department has been collaboration with other federal agencies and partners to coordinate initiatives, pool resources, and increase the impact of federal dollars. And we have been encouraging this comprehensive, cross-disciplinary approach at the state and local level, as well.
- Second, we know that the problem of crime is complex. There is no simple or single solution, no “silver bullet.” Our approach has to be comprehensive and collaborative. And we also need a multi-part approach that combines and **interconnects** law enforcement, punishment, prevention, and community engagement and that recognizes that there’s no “one size fits all solution.” It is clear that the approaches that work in our large urban centers are not necessarily what’s needed--or what will work--in rural or tribal areas. For that reason, at the Justice Department we are trying to focus on community-driven approaches to preventing crime, helping communities themselves assess their **own** specific needs or problems, and then strategically joining with them to plan the programs and solutions that will work for them.
- Third, we recognize that a critical part of the federal role has got to be to develop

information and knowledge--through research and evaluation--about what works in preventing crime. State and local jurisdictions themselves do not have the necessary funds, infrastructure, or, often, expertise, to support quality research and evaluation, especially across different jurisdictions. But at the federal level, we have more than 30 years of such experience to build on. For that reason, from the time the Crime Act passed in 1994, with the concurrence of our Congressional appropriators, I have taken a percentage of funds off the top of the Crime Act programs for NIJ research and evaluation in the topic areas covered by these initiatives. It is so critical that we build knowledge to inform the future spending of federal dollars.

Over the last several years, there has been enormous, bipartisan attention focused on how best to combat crime in this country. As a result, we have seen enormous progress in jurisdiction after jurisdiction where crime rates are falling. But we have to keep our attention focused on the reality of the problem. Our crime rates remain far too high. There are still far too many victims. And we still have a very long way to go in reducing crime in this country. At the Office of Justice Programs, we are working to increase the impact of federal dollars by providing state and local jurisdictions with funds and programming that are based on the best that we know from sound research and rigorous evaluations, and that provide communities with the knowledge and resources they need to strategically address their crime control concerns.

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, 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), the Deputy Assistant Attorney General (DAAG), and the five bureau heads--works together with dedicated managers and line staff to carry out this mission.

The **Assistant Attorney General** is responsible for overall management and oversight of OJP. The AAG sets policy, ensures that OJP policies and programs reflect the priorities of the President, the Attorney General, and the Congress, and coordinates the work of OJP and its five program bureaus. The AAG also administers the programs of three Crime Act offices and the Executive Office for Weed and Seed and, in 1997, awarded over \$1 billion in grant funds.

OJP continued working in FY 1997 to help states and local communities implement comprehensive approaches to aggressively address crime problems. Through grant funding, training and technical assistance, and other specialized help, OJP and its bureaus helped communities curb violent crime, keep weapons out of the hands of those who should not have access to them, change the pattern of drug use and crime that rules too many lives, and provide young people with positive alternatives to crime, gangs, and drug use.

The OJP Bureaus

The **Bureau of Justice Assistance (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 Local Law Enforcement Block Grants, State Criminal Alien Assistance, Public Safety Officers' Benefits, Regional Information Sharing Systems, and

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.

Church Arson Prevention Grant 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 financial and technical support to state statistical agencies and administers special programs that aid state and local governments in improving their criminal history 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 and tests new criminal justice technologies, evaluates the effectiveness of justice programs, and disseminates research findings to practitioners and policymakers. NIJ also provides primary support for the National Criminal Justice Reference Service, a clearinghouse of criminal justice-related publications, articles, videotapes, and on-line information.

The **Office of Juvenile Justice and Delinquency Prevention (OJJDP)** provides federal leadership in preventing and controlling juvenile crime and improving the juvenile justice system at the state and local levels. OJJDP provides grants and contracts to states to help them improve their juvenile justice systems and sponsors innovative research, demonstration, evaluation, statistics, replication, technical assistance and training programs, and information to help improve the nation's understanding of and response to juvenile violence and delinquency. In addition, OJJDP administers the Missing and Exploited Children's program and four programs funded under the Victims of Child Abuse Act. OJJDP also staffs and participates on the Coordinating Council on Juvenile Justice and Delinquency Prevention.

The **Office for Victims of Crime (OVC)** provides federal leadership in assisting victims of crime and their families. OVC administers two grant programs created by the Victims of Crime Act of 1984 (VOCA). The Victim Assistance Program gives grants to states to support programs that provide direct assistance to crime victims. The Victim 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.

The Crime Act Program and Other Offices

OJP's three Crime Act Offices administer major programs authorized by the 1994 Crime Act:

- The **Corrections Program Office** (CPO) administers two major grant programs and provides technical assistance to state and local governments to help them with the implementation of the Crime Act's corrections-related programs.
- The **Drug Courts Program Office** (DCPO) administers the Crime Act's discretionary drug courts grant program. This program provides support for the development, implementation, and improvement of drug courts through grants to local and state governments, courts, and tribal governments, and through technical assistance and training.
- The **Violence Against Women Grants Office** (VAWGO) administers formula and discretionary grant programs that are designed to help protect, detect, and stop violence against women, including domestic violence, sexual assault, and stalking.

In addition to the Crime Act Offices, the following offices are also located within OJP:

- The **Violence Against Women Office** (VAWO) coordinates the Department's legislative and other initiatives relating to violence against women, including intradepartmental activity.
- The **American Indian and Alaskan Native Desk** (AI/AN) improves 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.
- The **Executive Office for Weed and Seed** (EOWS) coordinates the Weed and Seed strategy, a community-based, multi-disciplinary approach to combating crime. EOWS works closely with United States Attorneys to implement Operation Weed and Seed in communities throughout the country.

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

OJP's FY 1997 Budget

Since FY 1995, OJP's budget has experienced unprecedented growth. The Office of the Comptroller supported OJP's management of this growth by successfully piloting and subsequently implementing a risk-based financial monitoring program that provided effective and efficient oversight of 12,000 active OJP grants representing over \$5 billion. During 1997, OC conducted 255 site visits and 927 OC-based reviews for financial monitoring and technical assistance. It also provided training for over 2,900 state and local government officials in

financial management.

In FY 1997, with a budget of nearly \$2.7 billion, OJP continued to provide federal leadership in developing the nation's ability to prevent and control crime, administer justice, and assist crime victims. The table on the following page highlights the appropriations for OJP's major programs.

1997 Appropriations

in millions of dollars

CRIME ACT PROGRAMS

Violence Against Women

Law Enforcement and Prosecution Grants	145
Grants to Encourage Arrest Policies	33
Rural Domestic Violence Grants	8
Drug Courts	30
Prison Construction Grants	500
State Prison Drug Treatment	30
Criminal History Records Upgrade (BJS)	50
SCAAP (BJA) (1)	500
Other Violent Crime Reduction Programs	18.1

BUREAU OF JUSTICE ASSISTANCE

Local Law Enforcement Block Grants	523
Byrne Formula Grants	500
Byrne Discretionary Grants	31.5
RISS	14.5
White-Collar Crime Center	3.9
Public Safety Officers' Benefits	32.3
Firefighter and EMS Training	5
Terrorism Training	2

EXECUTIVE OFFICE FOR WEED AND SEED (2) 28.5

BUREAU OF JUSTICE STATISTICS 21.4

NATIONAL INSTITUTE OF JUSTICE 30
Counterterrorism Technology Development 10

OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

Formula and Discretionary Grants	165.2
Missing Children's Program	6.0
Victims of Child Abuse Act	4.5

OJP MANAGEMENT AND ADMINISTRATION 30.5

OFFICE FOR VICTIMS OF CRIME (3) 508.5

1/ Reflects \$170 million earmark from the prison construction grant program.

2/ Reflects \$28.5 million earmark from Byrne Discretionary Grant Program.

3/ Program funds are not appropriated. OVC is funded by collections of fines, penalty assessments, and bond forfeitures from defendants convicted of federal crimes.

Chapter 2: Building Knowledge and Sharing Information

Given its resources, infrastructure, and abiding interest in ensuring public safety, the federal government is uniquely equipped to help build knowledge about crime and justice. As part of its role in building that knowledge, an important part of OJP's mission is to share information among all components of the criminal justice system. This is done through sponsoring conferences and lecture series, testing new approaches and technologies and disseminating information to the field, and supporting major research initiatives to deepen our understanding of crime and justice.

As a follow up to a 1996 meeting of past and current leaders of OJP and its predecessor agencies, in FY 1997 OJP published the a retrospective commemorating the 28th Anniversary of the establishment of the Law Enforcement Assistance Administration (LEAA). LEAA was established by Congress to help prevent and reduce crime--previously solely a state and local issue. In the summer of 1997, OJP celebrated the 30th anniversary of the President's Crime Commission and its landmark report, *The Challenge of Crime in a Free Society*. The 3-day meeting brought together current OJP staff and former commissioners, staff, and experts in the criminal justice field to look at the progress of the last 30 years and the challenges that remain to be faced.

In both the LEAA Retrospective and the Crime Commission Anniversary meeting, common themes between the Crime Commission's report and OJP's current programs were evident. The 1967 Crime Commission recognized the need for a cross-cutting approach that extends beyond traditional justice system agencies, as well as the importance of strong community interest and participation. These recommendations have been manifested in community policing, the Weed and Seed program, and several of OJP's overarching community-based programs. The commission also recognized that effective crime-fighting efforts can be significantly enhanced through information sharing across local, state, and federal information systems and among the various components of the system in any one jurisdiction. During the last few years, more and more OJP funding has helped support state and local justice system technology and assisted state and local governments in coordinating the application of new information technologies.

Progress has also been made on many of the other fronts addressed in the Crime Commission's report: professionalization in policing, identification of the key federal role in supporting innovation in this area, the importance of criminal justice planning and an integrated criminal justice system, the critical federal role in research and statistics in informing crime policy, the progress in technology, and the importance of addressing juvenile crime and the family, to name a few. For its part, OJP is working to ensure that law enforcement, service providers, policymakers, and others have the information and resources necessary to continue

the progress of the past 30 years into the next century.

A vital part of that responsibility involves sharing information on criminal justice-related topics. The National Criminal Justice Reference Service supports the dissemination efforts of all OJP bureaus and offices, as well as the Office of National Drug Control Policy (ONDCP). NCJRS operates as a clearinghouse for information about a wide variety of criminal justice-related matters, drawing on its electronic and print library of more than 140,000 documents. NCJRS can be reached by telephone at 1-800/851-3420, or on the World Wide Web at www.ncjrs.org.

Supporting Research and Evaluation

Preventing Crime: What Works, What Doesn't, What's Promising--a major report to Congress commissioned by OJP agencies and released in FY 1997--assessed the effectiveness of the various crime prevention programs supported by OJP and its bureaus. Among the 800-page report's major recommendations was an increase in federally supported evaluations of programs in the criminal justice and crime prevention fields. The report pointed out that only the Department of Justice, and not state and local governments, has the available resources and expertise to effectively identify the key elements of effective programs.

Recognizing its unique ability to assist states and local jurisdictions in making informed decisions about allocating limited resources, OJP includes evaluation components in nearly all of its funding programs. OJP has established a policy of setting aside about 3 percent of funds appropriated for Crime Act programs to support evaluations of funded initiatives. In FY 1997, NIJ initiated a national evaluation of the Violent Offender Incarceration/Truth in Sentencing grant program, including support of practitioner-researcher partnerships that will examine the impact of changes in state sentencing practices. Other grants are supporting evaluations of drug abuse treatment programs under the Residential Substance Abuse Treatment program.

In addition to supporting evaluations of funded programs, NIJ supports a number of broader research and demonstration programs designed to improve overall knowledge about crime and related factors. For example, *A Study of Homicide in Eight U.S. Cities*, a major report produced by NIJ staff and released in FY 1997, found that in the cities studied, social, economic, demographic, and environmental factors played key roles in the homicide rate. Researchers found an increasing homicide rate among young black males, increasing gun violence resulting in homicide, and a strong statistical correlation between crack cocaine use and victimization.

Another project is an ongoing study of human development in Chicago neighborhoods, which involves a variety of research disciplines and the support of a private foundation, complementing NIJ's support. This ambitious project is tracking 7,000 individuals from birth to age 26 to gain insight into family and neighborhood factors that encourage prosocial and antisocial behavior. A report from the study, published in the journal *Science* in August 1997, found that "collective efficacy"--social cohesion among neighbors and a willingness to intervene

in the supervision of children and the maintenance of public order--is linked to reduced violence.

Transferring Technology

Promoting Information System Compatibility

Effective crime fighting efforts require cooperation among the various components of the criminal justice system. One way to foster cooperation is to enable the components to share criminal justice information--both within individual jurisdictions and across state, local, and federal information systems. As information technology continues to expand, the demand for a criminal justice information architecture that combines strategies for information sharing and system interoperability has become increasingly apparent. To help state and local governments implement their own information architectures, the OJP Executive Council--which includes the heads of all of OJP's bureaus and offices and is led by the Office of General Counsel--is developing a funding and technical assistance strategy to guide state and local governments in implementing technologies that are interoperable within state, local, and federal information networks.

The coordination will not only make information systems more compatible; it can eventually make federal grant dollars go further. The Executive Council's strategies on how to coordinate grant funds designated for information technology will provide a guide to state and local governments for the more effective use of technology funds--increasing the likelihood, in the long run, that more funds will be available for other programmatic purposes.

Sharing New Technologies and Information

An important part of NIJ's mission is testing and disseminating information about emerging technologies that might help law enforcement agencies work more efficiently and effectively. As a result, Congress mandated that 1 percent of the authorized level for the Local Law Enforcement Block Grants Program be provided to NIJ in Fiscal Years 1996-1998 for investment in law enforcement and criminal justice technology. That funding is supporting the development of domestic counterterrorism technologies and advances in the use of DNA technology in criminal investigations.

Many researchers consider the use of DNA technology to help determine innocence or guilt as the most significant advance in criminal investigation since the advent of fingerprint identification. In FY 1997, NIJ continued to support improvements in states' capacities to take advantage of DNA technology and gain access to state-of-the-art analysis equipment. NIJ awarded more than \$2.65 million in grant funding to 15 states to develop or improve their capacity to analyze DNA evidence.

In addition to supporting enhancements in state technology, NIJ is taking a leading role

in recommending courses of action and means to improve the use of DNA technology through the Attorney General's National Commission on the Future of DNA Evidence. To further advance understanding about the implications of DNA in the criminal justice system, an NIJ-sponsored meeting brought together forensic science experts, law enforcement officials, and other criminal justice system professionals who are leaders in DNA research and in the use of DNA evidence in criminal cases. NIJ is also supporting research on ways of making DNA testing more affordable and portable. If successful, this technology will aid in convicting many more criminals, exonerating the innocent earlier, and will fundamentally change the work of law enforcement.

Another area in which NIJ has taken a pioneering role is in the advancement of crime mapping technology. In FY 1997, NIJ established the Crime Mapping Research Center (CMRC) to advance the use of Geographic Information Systems as a tool in crime analysis, develop new tools for spatial and temporal analyses of crime, and establish training and educational programs to disseminate this information to the law enforcement community. CMRC sponsors research fellowships and grant awards to support partnerships between researchers and practitioners in the area of crime mapping, as well as the development of new analytic tools.

In October 1997, CMRC sponsored the first crime mapping research conference in Denver. The Conference provided an opportunity for all levels of practitioners and researchers--from the entry level to the research academician--to obtain practical and state-of-the-art information on the use and utility of computerized crime mapping.

CMRC has also established an e-mail listserv to give crime analysts, researchers, geographers, and others interested in crime mapping technologies a forum for criminal justice applications for this technology. The listserv enables subscribers to post and respond to questions, and also serves as a vehicle for CMRC to announce upcoming conferences and new publications.

Listening to the Field

Improving the Grant Award Process

OJP is constantly working to streamline the grant award process. In April 1997, OJP replaced its paper and labor intensive grantee payment system with a revolutionary phone-activated payment system--the first touch-tone telephone system of its kind--for the disbursement of federal grant funds. Developed by OJP's Accounting Division, the Phone-Activated Paperless Request System (PAPRS) allows

OJP Programs...

- ... make them accessible...*
- ... make them responsive to the needs of our community*
- ... and don't make them bureaucratic!*

Feedback from the field, posted in common areas throughout OJP's building

grantees to access their grant funds through the use of a touch-tone telephone. Instead of completing complicated and time-consuming forms, grantees call a toll-free number and follow a series of automated prompts to receive funds. The system saves time for OJP employees and grantees and improves oversight of funds and program management. In 30 seconds, the system accesses 20 databases, performs 22 cross-checks, and responds to the customer. Grantees may access PAPRS by calling 1-800/879-4513.

In addition to the new payment system, BJA and the OJP Information Systems Division in FY 1997 redesigned the application process for the Local Law Enforcement Block Grants program. The team redesigned the grant application to develop a new system capable of handling the more than 3,000 applications BJA expected in the first year of the LLEBG program. The new system allows applicants to submit a redesigned and shortened application by disk, on-line, by fax, or in hard copy. The system's scanning technology allows data from the paper application to be entered at the rate of 100 pages-per-minute. The process reduced the time to apply for federal funds and increased BJA's efficiency in processing applications and awards.

As examples of innovations in government, both of these projects were recognized with Hammer Awards in FY 1997 by the Vice President's National Performance Review. OJP is sharing this technology within the Department and with other federal agencies that administer grants. Additionally, information on the LLEBG system is being provided to state grantees for use with subgrantees on the local level, potentially involving over 10,000 grants across the country.

To further ensure that OJP meets the needs of its grantees, each financial site visit ends with a customer satisfaction survey. Twice a year, OC requests and incorporates grantee input into its *Financial Guide*, an important grant financial management tool.

OJP is also a recognized leader in grant management and has been cited for its "best practices" in reducing the potential for waste, fraud, and abuse and in improving operating inefficiencies and customer service to grantees.

Streamlining the Award Process to Tribal Governments

Another facet of OJP's effort to improve the grant award process is under way in awards to Indian Country. OJP is working to improve the grant award process to more appropriately reflect the government-to-government relationship that exists between the federal government and Indian tribal governments.

As part of that effort, where permitted by authorizing statutes, grants to tribal governments are being made directly, instead of passing through state administrative agencies. In FY 1997, OVC and the Violence Against Women Grants Office tested an administrative initiative that will allow tribes eligible to receive Victim Assistance in Indian Country and Violence Against Women grant funds to submit a single application for federal funding.

Further, the two offices are combining monitoring and training and technical assistance resources. The initiative is being undertaken not only to streamline the grant application process, but to provide a central point of contact for Indian tribes interested in federal funding to assist crime victims.

Expanding On-Line Resources

OJP and its bureaus continued to expand their on-line resources in FY 1997. On an average day, OJP's Web site, which was redesigned and expanded in FY 1997, received 24,000 hits. It is now easier than ever for users to learn about the latest products and services available from OJP, access full-text publications and applications, and ask questions of the offices and bureaus. The Internet address is www.ojp.usdoj.gov.

BJS also entirely redesigned its Web site in FY 1997. The new site has several new features, including trend graphs and simple, easy spreadsheets that show long-term and short-term crime trends and other criminal justice statistics. BJS sponsored training for criminal justice professionals, media representatives, congressional staff, OJP staff, and other interested groups on getting the most from the Web site. The site can be found at: www.ojp.usdoj.gov/bjs/.

In addition, users of BJS' *Sourcebook of Criminal Justice Statistics* no longer have to wait for its annual fall publication to get the most current facts in *Sourcebook* form. The Internet version of the *Sourcebook* is now updated regularly, and can be accessed through BJS' homepage or at www.albany.edu/sourcebook. The publication includes data on such topics as high school students' drug, alcohol, and cigarette use and delinquent behavior; drug use by adult and juvenile arrestees; firearms in the home; hate crimes; criminal cases filed per judgeship in U.S. District Courts; the annual salaries of federal judges; bank holdups; and bombing incidents.

NIJ supports the Partnerships Against Violence Network (PAVNET), a unique on-line resource for information about anti-violence programs, including technical assistance programs and federal and private funding sources. PAVNET includes more than 1,000 programs developed by communities, churches, schools, and private organizations. In a 3-1/2 month period last year, PAVNET registered 63,702 hits. The Web address is www.pavnet.org. In addition, news and information about NIJ's technology programs and products are available on the Justice Technology Information Network (JUSTNET). It provides access to information on commercially available products and technologies for law enforcement and corrections and features a chat area for on-line users. The Web address is www.nlectc.org.

For More Information...

Contact the OJP Homepage at www.ojp.usdoj.gov, from which you can access homepages for each bureau, program office, and the National Criminal Justice Reference Service (NCJRS). The following publications are available from NCJRS:

Office of Justice Programs Fiscal Year 1998 Program Plans (OJP)

Office of Justice Programs Fiscal Year 1998 At-A-Glance (OJP)

Office of Justice Programs Partnership Initiatives in Indian Country (OJP)

LEAA/OJP Retrospective: 30 Years of Federal Support to State and Local Criminal Justice (OJP)

The Challenge of Crime in a Free Society: Looking Back, Looking Forward (Report from the 30th Anniversary of the President's Crime Commission--forthcoming)

Office of Justice Programs Resource Guide (OJP)

Sourcebook of Criminal Justice Statistics (BJS) NCJ 158900

Criminal Justice Under the Crime Act--1995 to 1996: The Role of the National Institute of Justice (NIJ) NCJ 166142

National Assessment of the Byrne Formula Grant Program (NIJ) NCJ 162203

Preventing Crime: What Works, What Doesn't, What's Promising (NIJ)

Project on Human Development in Chicago Neighborhoods: A Research Update (NIJ) NCJ 163603

A Study of Homicide in Eight U.S. Cities--Trends, Context, and Policy Implications (NIJ) NCJ 167262

"Three Strikes and You're Out": A Review of State Legislation (NIJ) NCJ 165369

To order call 1-800/851-3420

Chapter 3: Enhancing Public Safety

As the Justice Department's primary link to state and local criminal justice systems, OJP is uniquely situated to help ensure the safety of cities and towns across the country. OJP's research and demonstration programs and statistical studies address tangible law enforcement problems, such as the ways in which criminals obtain and use firearms and the effects of stress on law enforcement officers and their families. These programs provide reliable information that local jurisdictions can use to make decisions in allocating resources and designing law enforcement strategies.

Through these and other activities, along with a full complement of training and technical assistance programs, OJP acts as a leader in research and dissemination of information to jurisdictions across the nation, and as a partner in local efforts to make communities safe.

Building Knowledge About Community Policing

Research by NIJ and others has been a force in the development and implementation of community policing. As a result of the 1994 Crime Act, NIJ research in this area has increased--in concert with the COPS office and resources transferred to NIJ. A central aim of community policing is strengthening the bond between the police and the community they serve. Current research is developing tools for measuring residents' attitudes toward and perceptions of the police, and looking at factors in the community and at the individual level that motivate participation in community policing. NIJ is also taking a new look at the citizen complaint, the traditional measure of police accountability to the community. In this project, undertaken from the citizen's perspective, researchers are exploring experiences with the complaint process and whether or not citizens were satisfied with the results.

An NIJ-supported study of Chicago's community policing program found that two out of three Chicagoans know about the program, and slightly more than one in six attended at least one beat community meeting in a year. The evaluators reported that community policing in the city showed encouraging results overall: acceptance of community policing in the police department is growing steadily; community leaders are very positive about the strategy and the progress that has been made; and community members know how to get involved in the program. Noting areas for improvement, the evaluators found that half the studied beats were doing well in problem-solving, but that progress in joint problem-solving with the community has been slow.

With the role of individual officers so paramount in community policing, NIJ is studying whether training produces the desired changes in the attitudes, perceptions, and beliefs officers bring to the approach. Research is under way in two jurisdictions to examine ways in which community policing can be integrated into police academies.

Examining the Link Between Guns and Crime

An NIJ report released in FY 1997 looked at gun ownership among arrestees. The study revealed that a higher percentage of arrestees than individuals in the general population have owned a firearm in the past and, more importantly, that illegal firearms are readily available and are used to commit crime. Those arrestees most likely to have easy access to guns are drug sellers and gang members. The study confirmed the link between guns and gang members and guns and drug markets. Arrestees in 11 major urban areas across the country were interviewed for the study, including Atlanta, Denver, Indianapolis, St. Louis, and Washington, D.C. Guns are carried all or most of the time by 14 percent of the arrestees interviewed. The proportion increases to 20 percent among juvenile males and rises sharply to 31 percent among admitted gang members.

Guns in America: National Survey on Private Ownership and Use of Firearms, an NIJ report released in May 1997, revealed that 35 percent of U.S. households own guns -- a lower percentage than reported in previous studies. In 1994, 44 million Americans owned 192 million firearms, 65 million of which were handguns. Although only 25 percent of adults actually owned firearms, 74 percent of gun owners possessed two or more, primarily for protection against crime. Sixty-eight percent of handgun owners also had at least one shotgun or rifle in their private collection.

Given the strong link between guns and criminal activity, the Administration has taken action to keep guns out of the wrong hands--a process that begins at the point of purchase. Despite a ruling by the United States Supreme Court that the federal government cannot require states to conduct background checks, most states continue to do so voluntarily. A 1997 BJS study indicated that these background checks are succeeding in blocking illegal firearms sales. Since the inception of the Brady Handgun Violence Prevention Act in February 1994 until the end of 1996, an estimated 7.8 million applications for handgun purchases resulted in 173,000 rejections through background checks.

Approximately 70,000 of those attempted sales were blocked in 1996. Of these, approximately 47,000 handgun sales were denied because the applicants had been indicted for felony offenses or had felony convictions; 4,200 were fugitives from justice; 3,900 were prohibited because of state laws; 2,700 were the subjects of restraining orders; and 1,000 had mental disabilities. The remainder of the handgun sale rejections were because the individual who was attempting to make the purchase was either a juvenile, an illegal alien, a person dishonorably discharged from the armed services, a person who had renounced citizenship, or someone who had been convicted of a domestic violence offense.

Improving Criminal History Records

Through the National Criminal History Improvement Program (NCHIP), BJS provides direct awards and technical assistance to states to assist them in improving the level of criminal history record automation, accuracy, and completeness, and in interfacing records with the national criminal record system maintained by the FBI. The \$50 million appropriated to NCHIP in FY 1997 supported criminal record improvement, as well as activities necessary to enable states to identify persons ineligible to hold positions of responsibility involving children, the elderly, and the disabled, as well as individuals subject to protection orders involving domestic violence and stalking. In addition, to help states implement an amendment to the Federal Gun Control Act prohibiting the sale of firearms to persons convicted of misdemeanors involving domestic violence, FY 1997 NCHIP funds were made available to states to collect and automate misdemeanor information and to identify those misdemeanors that involve domestic violence.

Records improved through NCHIP will benefit states in a variety of ways. Better records will help decision-makers keep criminals from obtaining firearms and would-be predators from gaining access to children and the elderly.

BJS Director Jan Chaiken

Funding Local Law Enforcement Block Grants

In its second year, BJA's Local Law Enforcement Block Grants (LLEBG) Program provided \$441 million to local jurisdictions and every state and eligible territory to help underwrite projects to reduce crime and improve public safety. Using a formula based on FBI violent crime data, BJA made direct awards to units of local government that qualified for awards of \$10,000 or more. The largest grants went to New York City and Chicago. Local jurisdictions that did not qualify for direct awards were eligible to receive funds or increased services from their state, which received a base amount in addition to the aggregate of the fund allocations of less than \$10,000. The program continued to use the innovative grant application and award system that earned the National Performance Review's Hammer Award in FY 1996 (see page 12).

Local jurisdictions can use their awards for a number of criminal justice-related purposes as specified by statute. In their applications, local jurisdictions indicated that 53 percent will be used to purchase equipment directly related to basic law enforcement functions, 26 percent will be used to hire police officers or pay overtime to existing officers, and 11 percent will be used to implement crime prevention measures. Funding can also be used to establish multijurisdictional task forces, prosecute violent offenders, particularly youthful violent offenders, fund drug courts, or defray the cost of indemnification insurance for law enforcement officers.

Addressing Stress in Law Enforcement Professions

Stress is one of the foremost occupational hazards in the law enforcement profession. The Law Enforcement Family Support Program recognizes the negative consequences that job-related stress exerts on law enforcement personnel and their families. In FY 1997, NIJ provided funding totaling \$653,265 to support demonstration programs in five police departments and organizations to test innovative stress reduction and support programs. The programs include the following:

- The Baltimore Fraternal Order of Police is collaborating with Johns Hopkins University and the Baltimore Police Department on a project that will include officers and family members in making changes in organizational policies, procedures, and practices to reduce stress on officers.
- In Collier County, Florida, the Sheriff's Office is developing a stress reduction program to reach law enforcement and corrections staff and their families. In addition to providing in-service training for all employees, the project is establishing pre-academy training for new recruits and their families, creating a Spousal Academy, and establishing family support groups.
- Drawing on successful treatment of Post-Traumatic Stress Disorder and other psychological traumas, a grant to the Colorado Springs Police Department will support a study of eye movement desensitization and reprocessing as a technique for reducing stress among police officers and their families.

The results of these pilot programs will provide guidance for future research in this area. To assist other law enforcement agencies in developing stress reduction programs, NIJ will also provide funding for the development of regional or national training programs on effective stress reduction programs for law enforcement personnel and their families.

Responding to Multijurisdictional Crime

Because many crimes extend beyond the jurisdiction of a single state or locality, law enforcement agencies need a system to facilitate sharing and coordination of information and resources to address multijurisdictional crimes. BJA's Regional Information Sharing Systems (RISS) program supports federal, state, and local law enforcement efforts to combat criminal activity that extends across jurisdictional boundaries. Six regional RISS projects, focusing on narcotics trafficking, violent crime, criminal gang activity, and organized crime, provide a range of services to member criminal investigative agencies nationwide.

These services include information sharing through a criminal intelligence database, analytical services, and telecommunication services to facilitate the flow of information between

the project and its members. The RISS program also supports investigations by providing confidential funds, specialized investigative equipment loans, training and technical assistance, and trial exhibit preparation. To further enhance information sharing, the RISS program participates in an information sharing partnership with the FBI.

Responding to Domestic Terrorist Acts

Most often, local police and firefighters are the first on the scene of incidents of terrorism or other catastrophes. In FY 1997, BJA developed a training curriculum and supplemental services to equip firefighters and other emergency services personnel in 120 targeted urban jurisdictions with skills for handling mass disasters. The Metropolitan Firefighter and Emergency Services National Training Program for First Responders to Terrorist Incidents includes a self-study program for first responders; a two-day onsite training program for emergency services personnel; a train-the-trainer program; a national conference for first responders, emergency planners, and key officials at the federal, state, and local levels; and a demonstration grant program to support promising training programs for responding to terrorist incidents.

BJA also collaborated with the FBI to provide state and local law enforcement personnel and planners, including prosecutors, with strategies and training to prevent, deter, and reduce vulnerability to terrorist acts. The \$2 million program included regional intelligence training sessions, including participation by the BJA Regional Information Sharing Systems (RISS) program, and development of curricula for police executives, investigators, and prosecutors to provide a better awareness and understanding of the domestic terrorism problem and the organizations and individuals who commit acts of terrorism.

To help state and local authorities deal more effectively with acts of domestic terrorism, NIJ, in accordance with a Congressional earmark, committed \$10 million in FY 1997 to develop new technologies to combat domestic terrorism, including projects to develop technologies to help detect concealed weapons and explosives, track people and weapons, assess vulnerability, and improve information and communication systems.

These projects will augment the work NIJ is already supporting to better equip the law enforcement community to deal with such disasters. These projects include providing better security to public buildings, enhancing methods of locating and tracking individuals through walls, developing alternate ways of detecting and neutralizing explosive devices, and establishing information technology to enable information to be shared securely between agencies. In developing counter-terrorism technologies, NIJ has partnered with the FBI, the Department of Defense (DOD), the Federal Aviation Administration, and the NIJ-funded Office of Law Enforcement Standards at the National Institute of Standards and Technology.

Combating White Collar Crime

BJA supports the National White Collar Crime Center, a national resource for the prevention, investigation, and prosecution of white-collar and economic crimes--including investment fraud, telemarketing fraud, boiler room operations, securities fraud, commodities fraud, and advanced-fee loan schemes. The Center is headquartered in Richmond, Virginia and has a training and research institute associated with West Virginia University in Morgantown. The Center provides services to state and local law enforcement and regulatory agency members to facilitate multi-state investigations of white-collar and economic crimes. It also supports the DOJ Information Technology Working Group and provides training to savings and loan institutions in computer-related crimes.

BJA also provided \$2 million in FY 1997 to help state and local law enforcement agencies and senior citizen advocacy organizations conduct prevention and public awareness activities for senior citizens on the issue of telemarketing fraud. Of the total funding, \$600,000 was transferred from OVC to support public awareness and prevention projects.

Training Officers to Locate Missing Children

In the wake of the abduction and murder of 9-year-old Jimmy Ryce in southern Florida in 1995, OJJDP assessed the Department's response to nonfamily abductions, identified areas of concern, and proposed a number of initiatives designed to enhance the Department's response. In April 1997, OJJDP and the National Center for Missing and Exploited Children (NCMEC) opened the Jimmy Ryce Memorial Law Enforcement Training Center, which provides training on the most current practices and research in investigating missing children cases.

Through working together, OJJDP, the FBI, and NCMEC have helped local law enforcement recover 34,000 missing and exploited children. With the Ryce Center we are expanding these efforts through training and information sharing to make local law enforcement aware of the vast array of resources that are available to help them when confronted with a suspected child abduction or kidnaping.

OJJDP Administrator Shay Bilchik

OJJDP and NCMEC, in cooperation with the FBI's Child Abuse and Serial Killer Unit (CASKU) and Criminal Justice Information Services Division, developed the Center, which was established via the Omnibus Appropriations Act of 1996. The Center offers two-day seminars to police chiefs and sheriffs and more intense five-day seminars to front-line law enforcement officers who investigate missing children cases. As of November 1997, 225 police chiefs and sheriffs and 634 investigators representing law enforcement agencies from every state had participated in at least one of the Center's programs.

The Center's programs include seminars for law enforcement executives emphasizing broad coordination and policy issues and training for state and local investigators emphasizing investigative techniques for all aspects of missing children's cases. These courses provide information pertaining to lead and case management, media relations, victim impact, and available federal resources that can provide assistance in missing children cases. The Center has also provided training on the National Crime Information System (NCIC) flagging system to every state and territory.

For More Information...

Contact the OJP Homepage at www.ojp.usdoj.gov, from which you can access homepages for each bureau, program office, and the National Criminal Justice Reference Service (NCJRS). The following publications are available from NCJRS:

Early Experience with Criminal History Records Improvement (BJA) NCJ 152977

East Bay Public Safety Corridor Partnership (BJA) NCJ 165695

The BJA Firearms Trafficking Program: Demonstrating Effective Strategies to Control Violent Crime (BJA) NCJ 166818

Presale Handgun Checks, 1996 (BJS) NCJ 165704

Survey of State Criminal History Information Systems, 1995 (BJS) NCJ 163918

Survey of State Procedures Related to Firearm Sales, 1996 (BJS) NCJ 163918

Department of Justice and Department of Defense Joint Technology Program: Second Anniversary Report (NIJ) NCJ 164268

Developing a Law Enforcement Stress Program for Officers and Their Families (NIJ) NCJ 163175

Evaluation of Pepper Spray (NIJ) NCJ 162358

Guns in America: National Survey of Private Ownership and Use of Firearms (NIJ) NCJ 165476

Illegal Firearms: Access and Use by Arrestees (NIJ) NCJ 163496

Police Integrity: Public Safety With Honor (NIJ) NCJ 163811

Police Pursuit: Policies and Training (NIJ) NCJ 164831

Child Development-Community Policing: Partnership in a Climate of Violence (OJJDP) NCJ 164380

Jimmy Ryce Law Enforcement Training Center Program (OJJDP) NCJ FS009762

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Chapter 4: Empowering Communities

A central idea behind OJP's funding programs is that, simply put, local communities are best able to solve local problems. The federal government can sponsor conferences for sharing information, support research and demonstrations of promising new technological and programmatic initiatives, and fund programs to support local communities' crime-fighting efforts. But the federal government is not in a position to identify each community's problem, much less provide a ready-made solution. The residents, police, and others who see the problems every day are best qualified to do that.

Improving Public Safety Through Weed and Seed

The Weed and Seed program continued in FY 1997 to be the Department's premier community-based public safety program. Operation Weed and Seed is a comprehensive, community-based strategy to "weed out" violent crime, gang activity, drug trafficking, and drug use, and "seed in" neighborhood revitalization. Programs are implemented through the leadership of U.S. Attorneys working closely with community officials and residents. By bringing together law enforcement, businesses, schools, and community residents, Weed and Seed neighborhoods have succeeded in achieving long-term, positive change.

The Weed and Seed program expanded to 29 new sites in FY 1997, including Baltimore, Houston, and two Los Angeles neighborhoods. Together with the 84 sites already funded, 113 communities are now receiving a total of \$26.2 million in Weed and Seed funding--the largest number of funded sites in the program's six-year history. The Executive Office for Weed and Seed (EOWS) works closely with OJP's other bureaus and offices, which fund model programs in Weed and Seed sites from which other communities can learn promising approaches to solving problems affecting residents and their neighborhoods. FY 1997 saw Weed and Seed sites at the center of neighborhood-based efforts to address some of the most challenging issues facing communities across the country:

- **Conflict Resolution:** Like many communities, Salt Lake City has experienced a drastic increase in incidents of juveniles using violence to resolve conflicts. As part of the Weed and Seed program's special emphasis on community conflict resolution, the Salt Lake City Weed and Seed site is developing a model program linking community policing and conflict resolution strategies with youth, families, and neighborhoods.
- **Small Business Development:** Through the Small Business and Micro-Enterprise Loan program in Rochester, New York's Weed and Seed site, a special community bank has been established to underwrite partial start-up costs of new businesses, assist entrepreneurs in qualifying for no or low-interest credit, and to hire and train employees in the Weed and Seed target area.

- **Teen Pregnancy:** Through a collaborative effort of the Richmond City Police Department and the Virginia League for Planned Parenthood, the Richmond, Virginia Weed and Seed site implemented a mentoring and teenage pregnancy prevention program for boys ages 9 to 14.
- **Youth Jobs:** The Sikeston, Missouri Weed and Seed site kicked off a Youth Job Corps program to assist in the physical restoration of the Sikeston Sunset neighborhood. Twelve youth, ages 10 to 15, earned money for school clothes and a field trip fund by cleaning up vacant lots, alleys, and yards, painting, and performing other odd jobs for participating homeowners unable to care for their property. The program operated out of the Weed and Seed substation, and area businesses donated both program funding and supplies.

A national conference sponsored by EOWS brought together 750 participants in St. Louis in August 1997 to share information about local innovations and ideas and strategies for improving their neighborhoods. The conference spotlighted Weed and Seed sites such as San Jose, California, where gang-related incidents in the targeted neighborhood decreased by 18 percent in the last six months of 1996 compared to the same period in 1995.

Promoting Community Justice

As the criminal justice system continues to evolve, the principles of community justice are bringing a new focus and fundamental changes. Community justice flows from the proposition that the agencies that comprise the criminal justice system--courts, police, prosecutors, and others--must fundamentally change the way they do business to regain the American people's full confidence. Using the principles of community justice, OJP and its bureaus are helping communities learn to administer justice in a new way that emphasizes problem solving, an enhanced focus on the community and the victim, and a seamless approach to public safety.

Community justice is about rethinking the criminal justice system and developing practical, problem-solving models for the delivery of justice. What is most exciting is that this has encouraged partnerships between traditional and non-traditional participants in addressing crime, holding offenders accountable, and promoting public safety.

Deputy Assistant Attorney General
Noël Brennan

Although the concept of community justice is still evolving, two key principles stand out: making the community a full partner with agencies of the criminal justice system to promote public safety, and addressing the needs of the community and the victim through a problem-solving approach. In effect, community justice builds on the successes of the problem-solving ethic of community policing, expanding that approach into the areas of prosecution, courts, and corrections.

A centerpiece of many community justice systems is a community court, which brings the criminal justice system, treatment, and community resources together in one place. This arrangement facilitates community-based sanctions, brings treatment resources to the offenders who need them, and orients the court at the center of the community it serves. BJA funding supports the Midtown Community Court in New York City, which has become a model for other communities across the nation. Since it opened its doors in 1993, the Midtown Community Court has shown the enormous potential of the court in a community justice context. To comprehensively address the interrelated problems of a single family, for example, the coercive power of the court can be deployed to call on needed resources to deal with truancy, order a parent to pay child support, and require a parent to get alcohol counseling or attend a program to prevent spouse abuse. Moreover, the judge can routinely follow-up with a probation officer working with this family to make sure that the child is complying with the conditions of probation and attending school and that the parents are participating in treatment.

To encourage and expand community justice projects across the country, OJP is working with several communities that had already begun integrating community justice principles into their criminal justice systems. These sites will continue their efforts and develop and implement a more comprehensive community justice effort that fits local needs and resources.

Within the context of the community justice movement, restorative justice brings a special focus on repairing the harm done to a victim and a community, while holding the offender accountable. NIJ, OVC, OJP, OJJDP, and the National Institute of Corrections (NIC) sponsored five regional symposia to build on the momentum generated at a Restorative Justice conference in January 1996. As the sponsoring agencies began to form a better understanding of research and program evaluation information that show the promise and limits of restorative justice approaches, the five regional meetings provided a forum for networking and sharing ideas and for facilitating the cooperation needed to make lasting changes in the criminal justice system. Communities were invited to send teams of five participants from a variety of disciplines to identify tools and resources within a region for the practical application of restorative justice principles.

OJP supports these efforts through a limited number of planning grants and technical assistance programs. Community justice is a special emphasis category that designated Weed and Seed sites can elect to fund as part of their 1998 application for funding from OJP.

Encouraging Local Innovation

To encourage innovative local solutions to reducing crime and collaboration in the criminal justice system, BJA awarded grants totaling \$3.7 million in FY 1997 under its first-ever Open Solicitation. BJA invited jurisdictions to submit concept papers for innovative projects under four categories: issues in law enforcement, issues in the adjudication process, issues in rural communities, and issues in American Indian and Alaska Native communities. The response to the Open Solicitation was resounding--BJA received over 1,700 proposals from

virtually every state, and 37 projects were selected for funding.

One grant will help the Maryland State Attorney's Office in Baltimore develop a witness security system in response to hundreds of reports of witness intimidation in recent years, which have interfered with the swift prosecution of chronic offenders. BJA made 11 awards to American Indian or Alaska Native communities, many of which will combine tribal justice approaches with traditional law enforcement techniques to better serve the communities and make them safer.

The awards covered only a handful of the many innovative project proposals received in the tremendous response to the Open Solicitation. However, the ideas received from those applicants who did not receive funding will be a valuable resource to aid BJA in determining funding policies and priority areas in FY 1998 and beyond.

We're glad that we are able to work with American Indian and Alaska Native communities through this innovative program. These communities face very challenging law enforcement and criminal justice problems that sometimes require unique responses. This program provides us with an excellent opportunity to work closely with American Indian and Alaska Native grantees to develop creative initiatives that can be replicated in tribal jurisdictions nationwide.

BJA Director Nancy Gist

Improving Indigent Defense Services

Although the right to counsel is guaranteed by the Sixth Amendment to the Constitution, the court and criminal justice systems have not always been effective at seeing that this right extends to indigent defendants. OJP and BJA held a focus group in September 1997 for representatives of the defense bar, academics, and experts in the area of indigent defense to solicit views on ways the Department can be more responsive to issues involving representation of indigent criminal defendants and build more collaborative relationships with others concerned with indigent defense. Participants expressed concern that the defense function has been neglected in many areas, and that effective indigent defense services are often virtually nonexistent in rural communities. Furthermore, funding shortfalls often have an adverse impact on the quality of indigent defense services, participants said.

The group identified six themes that define the indigent defense issue, and participants made recommendations for steps the Department and OJP can take to address this area. These recommendations are being evaluated by the OJP and Department working groups on indigent defense, which will develop plans for future improvements to indigent defense.

To help develop a better understanding of the changing nature of public defender services in the United States, in FY 1997, BJS, in collaboration with BJA, began efforts to develop, test, and implement the National Indigent Defense Survey. This national-level data

collection program--the first of its kind since the early 1980s--will measure the ways in which states and localities provide legal services for indigent defendants, their caseload levels, related costs, policies, and practices.

Stopping Hate Crimes

FBI statistics indicate that 7,947 hate crime incidents were reported to the FBI during 1995, an increase of just over 2,000 incidents from 1994, when 5,932 hate crimes were reported to the FBI. As part of the Justice Department's efforts to improve the justice system's response to bias crimes, OJP's bureaus released two publications in FY 1997 that address the problem at two different, but equally critical, levels.

BJA published *A Policymaker's Guide to Hate Crimes* in September 1997 to explain, in layperson's terms, the scope and nature of the nation's hate crime problem and to provide a general overview of the current responses to hate crimes by local, state, and federal agencies, law enforcement authorities, and civil rights groups. The monograph also discusses preventative measures and tactics for dealing with hate crime offenders and highlights vanguard programs in specific communities.

Prejudice and violence are not natural, but learned behaviors. If schools can intervene early, we can prevent youth from learning these behaviors, and teach them that diversity is a strength, not a weakness.

OJJDP Administrator Shay Bilchik

Also in September, OJJDP released *Healing the Hate: A National Bias Crime Prevention Curriculum for Middle Schools*. The curriculum focuses on topics including the impact of hate crimes on their victims and the media's role in developing prejudice. The publication also spotlights recent hate crimes and examines different forms of institutionalized racism, such as the Holocaust, the "ethnic cleansing" in Bosnia, and "Jim Crow" segregation laws. In addition, the curriculum proposes strategies that are effective in reducing hate crimes among youth.

Expanding Partnerships with United States Attorneys

As the chief federal law enforcement officials in local jurisdictions, U.S. Attorneys play a key role in community-based initiatives to control crime. OJP works closely with U.S. Attorneys in a number of community-based projects, including Weed and Seed and Project PACT (Pulling America's Communities Together).

Through its grant notification system, OJP keeps U.S. Attorneys abreast of major funding to their districts, and OJP regularly contributes to the U.S. Attorney Bulletin on topics of interest to U.S. Attorneys. In addition, the Justice Programs Subcommittee of the Attorney General's Advisory Committee (AGAC) works to strengthen existing partnerships between OJP and U.S.

Attorneys and develop new areas for cooperation and coordination.

OJP's Assistant Attorney General has made the link between OJP and U.S. Attorneys' Offices a high priority in recent years. OJP regularly includes U.S. Attorneys in its conferences, and OJP officials often participate in sessions organized by U.S. Attorneys. In September 1997, the Assistant Attorney General participated in a conference for U.S. Attorneys on the Office of National Drug Control Policy's High Intensity Drug Trafficking Area (HIDTA) program. The conference provided the Assistant Attorney General with an opportunity to share information about OJP programs and ways of coordinating them with other federal programs. Importantly, the conference also provided an opportunity for OJP to listen to U.S. Attorneys talk about their local crime problems, the needs of local law enforcement, and promising and successful approaches in their districts--valuable guidance from the Department's closest links to local communities.

For More Information...

Contact the OJP Homepage at www.ojp.usdoj.gov, from which you can access homepages for each bureau, program office, and the National Criminal Justice Reference Service (NCJRS). The following publications are available from NCJRS:

Operation Weed and Seed Implementation Manual (OJP)

A Policymaker's Guide to Hate Crimes (BJA) NCJ 162304

Crime Prevention and Community Policing--A Vital Partnership (BJA) NCJ 166819

Responding to the Community: Principles for Planning and Creating a Community Court (BJA) NCJ 166821

Stopping Hate Crime: A Case Study from the Sacramento Police Department (BJA) FS 000161

Urban Street Gang Enforcement (BJA) NCJ 161845

Community Mediation Programs: Development and Challenges (NIJ) NCJ 165698

Public Defenders in the Neighborhood: A Harlem Law Office Stresses Teamwork, Early Investigation (NIJ) NCJ 163061

Solving Crime Problems in Residential Neighborhoods (NIJ) NCJ 164488

Allegheny County, Pennsylvania: Mobilizing to Prevent Juvenile Crime (OJJDP) NCJ 165693

Conflict Resolution Education: A Guide to Implementing Programs in Schools, Youth-Serving Organizations, and Community and Juvenile Justice Settings (OJJDP) NCJ 160935

Healing the Hate: A National Bias Crime Prevention Curriculum for Middle Schools (OJJDP) NCJ 165479

Mobilizing Communities to Prevent Juvenile Crime (OJJDP) NCJ 165928

Title V Incentive Grants for Local Delinquency Prevention Programs (OJJDP) NCJ 165694

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Chapter 5: Preventing Violence Against

Women

One out of every 12 women is stalked during her lifetime, and 10 women per 1,000 were stalked in just one year, according to one of the two major reports released in FY 1997 on the crime of stalking. The NIJ report *Domestic Violence and Stalking* was based on the first national stalking survey, which was jointly sponsored by NIJ and the Centers for Disease Control and Prevention and conducted by the Center for Policy Research. The study also confirmed that most stalking occurs within the context of a domestic violence situation. The violence tends to increase when a woman leaves her abuser, because her batterer often stalks her in an effort to regain control.

A second report on stalking, conducted by the American Prosecutors Research Institute (APRI) with funding from BJA, describes initiatives used by local prosecutors to successfully prosecute, convict, and sentence stalkers. The APRI report also contains tips for prosecutors who work with stalking victims, information on federal and state antistalking statutes (including the Interstate Stalking Punishment and Prevention Act of 1996), and other strategies to implement antistalking programs, such as education and training for law enforcement and prosecutors, centralized management and vertical prosecution of stalking cases, and victim notification of a stalker's release. These studies are helping improve our understanding of the crime of stalking and helping communities respond more effectively to this frightening and serious crime.

BJS' Female Victims of Violent Crime reports that between 1992 and 1994, the number of violent incidents involving a female victim averaged 4.6 million a year--nearly 14 million crimes during the 3-year period. In 1995, women were about two-thirds as likely as men to be victims of violence; 20 years ago, they were half as likely. In 1994, females represented 23 percent of all known homicide victims in the United States; 9 out of 10 female victims were murdered by males. In 1992 and 1993, women were more likely to be victims of nonfatal violence by someone they knew (78 percent) than by a stranger (23 percent). For rape, robbery, and assault, female victims experienced 7 times as many incidents of violence by an intimate as male victims.

Sponsoring research and statistical analyses like these is just one way in which OJP is working to improve the criminal justice system's response to violence against women--sexual assault, domestic violence, and stalking. OJP also tests new approaches to prevent violence against women, investigate cases, and prosecute offenders and supports programs to assist female crime victims. Under its National Criminal History Improvement Project, BJS helps states collect, flag, and share criminal records relating to stalking and domestic violence and upgrade on-line information about stalkers and others who have committed domestic violence. Finally, OJP's Violence Against Women Office (VAWO) supports public education and legislative initiatives to improve the federal government's response to violence against women.

Funding the STOP Violence Against Women Grant Program

In FY 1997, \$145 million was appropriated for the STOP (Services, Training, Officers, and Prosecution) Violence Against Women formula grant program, including \$132 million in direct formula grant awards to all 56 states and territories. With STOP grant funds, communities across the country are coordinating efforts across the criminal justice system to improve service delivery to victims and hold offenders accountable for their actions. In the three years since the STOP program was established by the President's Crime Act, communities across the country have dramatically improved their response to violence against women: law enforcement agencies have created or expanded domestic violence units; training programs are helping officers understand and respond to the needs of women victims of violence; and a greater number of communities have established shelters and services so battered women have a safe place to go.

Battering isn't about love and jealousy. It's about power and control, and who has it and who doesn't. The reality for many women is that they cannot be full participants in our communities, in our economies, or in our governments, if they cannot be guaranteed the right to live without fear of violence.

VAWO Director Bonnie Campbell

STOP grants support training for law enforcement officers, expansions of law enforcement and prosecution agencies, development of more effective strategies and programs to prevent violent crimes against women, and improvements in data collection and tracking systems. By law, at least a quarter of the funds must be dedicated to enhancing direct services for crime victims.

Responding to Violence Against Indian Women

Native American women who are the victims of domestic violence are too often faced with challenges in accessing services. Under the STOP program, 4 percent of the total STOP appropriation is set aside for grants to Indian tribal governments. With awards to 50 Indian tribes across the country, FY 1997 STOP funding to tribal governments totaled more than \$4.9 million. Almost three-quarters of these tribes received STOP funding for the first time in FY 1997, the program's third year. The funding will support such projects as the following:

- In North Carolina, the Eastern Band of Cherokee Indians will use STOP funds to establish a new shelter, hire a criminal investigator, and provide battered women with court advocacy to help them navigate through the tribal justice system.
- The Osage Nation in Oklahoma is bringing police, prosecutors, and advocates together to

work as a team in fighting violence against women.

- VAWA funding helped the Rosebud Sioux Tribe in South Dakota launch a campaign to raise awareness about domestic violence. The tribe also made policy and legal changes to stiffen sanctions against offenders and improve services for battered women.

Encouraging Arrest Policies in Domestic Violence Cases

In the past, law enforcement agencies often treated domestic violence situations as private family matters, instead of as violent crimes. However, in recent years, at least 27 states and the District of Columbia have adopted laws or policies that mandate or encourage the arrest of perpetrators of domestic violence, either for probable cause or for violating a protection order. To help communities implement policies that mandate or encourage the arrest of domestic violence offenders, the Violence Against Women Grants Office (VAWGO) administers the Grants to Encourage Arrest Policies discretionary grant program. A total of 160 jurisdictions were selected to receive FY 1996 and 1997 funding, which totaled \$52.3 million. Remaining funds were utilized for technical assistance and evaluation.

The grant program encourages communities to adopt innovative, coordinated practices that foster collaboration among law enforcement officers, prosecutors, judges, and victim advocates. Grant funds are helping law enforcement agencies develop automated information systems to track perpetrators; creating a protocol for implementing mandatory or pro-arrest policies for all law enforcement agencies; delivering comprehensive training programs for police, prosecutors, probation and parole officers, and the judiciary; and establishing advocacy services, such as safety planning and legal counseling, for domestic violence victims.

Assisting Rural Communities

Abused women and children in rural areas face special problems because of their distance from shelters and services. To address the unique challenges of combating domestic violence in rural areas, VAWGO administers the Rural Domestic Violence and Child Victimization Grant Program. The \$8 million program provided funding to 26 jurisdictions in FY 1997, the program's second year. The grants encourage law enforcement officers, prosecutors, judges, victim services providers, clergy, and business leaders of state, local, and tribal governments in rural areas to collaborate to provide a coordinated, community response to domestic violence and child abuse.

The funds are supporting such projects as developing educational campaigns to raise public awareness about domestic violence and child abuse; providing counseling, advocacy, and safe transportation to shelter for victims; improving the investigation and prosecution of domestic violence and child abuse cases; developing communications and information tracking systems to provide information to police officers who are often the first responders in such

cases; and training health care providers, teachers, and clergy to identify families that need intervention.

Expanding Knowledge on Violence Against Women

Increasing public awareness of the nature and scope of violence against women is an important part of the Justice Department's response to these violent crimes. The Director of the Violence Against Women Office addressed more than 70 audiences of community-based groups in FY 1997, educating them about domestic violence, sexual assault, and the Violence Against Women Act. She encouraged them to form alliances among one another to enforce laws protecting women and children from abuse and to provide appropriate services to victims.

In August 1997, VAWO collaborated with the Santa Monica Rape Treatment Center on a campaign to educate the public--especially college-aged women--about the criminal use of substances such as Rohypnol and GHB to facilitate rape. The Attorney General participated in the kickoff of the campaign, which provided brochures and other information about rape drugs to students at every college campus in the country. VAWO also disseminated to all 17,000 state and local law enforcement agencies information about this dangerous and growing problem.

In April 1997, VAWGO helped fund the 1997 International Association of Chiefs of Police Family Violence Summit. The Summit focused on breaking the cycle of violence for children who witness domestic violence, highlighting promising ideas for intervening with these children. It is estimated that each year approximately 3 million children witness domestic violence. Studies have shown that these children have a much higher likelihood of becoming involved in the juvenile or criminal justice system later in life.

To encourage continued vigorous enforcement of the Violence Against Women Act's criminal provisions, VAWO co-sponsored training for staff from each U.S. Attorney's Office to provide them with the information needed to successfully prosecute Violence Against Women Act cases. The conference included an overview of the criminal provisions, prosecution strategies, sentencing issues, state and local partnerships, case investigation, full faith and credit, and victim issues.

Through the Full Faith and Credit provision of the Violence Against Women Act, states and tribal governments are working with each other to establish an unprecedented level of cross-jurisdictional coordination in enforcing protection orders. The provision requires that civil protection orders issued by one state or tribal government be accorded full faith and credit by the courts of another state or tribe, and be enforced as if they were the order of the court of the second state or tribe, as long as the issuing court met certain due process requirements. In October 1997, VAWO, VAWGO, and OVC joined with court organizations and domestic violence advocacy groups to sponsor a 4-day conference entitled, "Full Faith and Credit: A Passport to Safety." Over 450 participants representing state, tribal, and territorial governments learned about full faith and credit and designed regional plans to deal with the complex issues generated by this provision. The conference highlighted the need for collaboration and

partnerships among the judiciary, victims, prosecutors, advocates, law enforcement, court administrators, and health care professionals in carrying out the full faith and credit provision.

For More Information...

Contact the OJP Homepage at www.ojp.usdoj.gov, from which you can access homepages for each bureau, program office, and the National Criminal Justice Reference Service (NCJRS). The following publications are available from NCJRS:

Domestic Violence and Stalking: The Second Annual Report to Congress Under the Violence Against Women Act (VAWGO)

STOP Violence Against Women Formula Grants Program Brief (VAWGO)

STOP Violence Against Indian Women Discretionary Grant Program Brief (VAWGO)

Grants to Encourage Arrest Policies Program Brief (VAWGO)

Rural Domestic Violence and Child Victimization Enforcement Grant Program Brief (VAWGO)

Stalking: Prosecutors Convict and Restrict (American Prosecutors Research Institute/BJA)

Female Victims of Violent Crime (BJS) NCJ 162602

Sex Differences in Violent Victimization, 1994 (BJS) NCJ 164508

The Crime of Stalking: How Big is the Problem? (NIJ) FS 000186

Violence Against Women Act of 1994: Evaluation of the STOP Formula Grants to Combat Violence Against Women; 1997 Report. (Urban Institute/NIJ)

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Chapter 6: Breaking the Cycle of Drug Use and Crime

New figures released in 1997 from NIJ's Drug Use Forecasting (DUF) program showed reason for optimism in the Clinton Administration's effort to curb illegal drug use. Researchers found that the use of crack cocaine by youthful and adult arrestees between 1987 and 1996 declined substantially in many cities where DUF has been tracking drug use among arrestees. Especially encouraging are reductions in use by youthful arrestees, because they suggest that future crack use will decline or increase more slowly as this group grows older. Many cities reported dramatic drops in crack use among youthful arrestees: in Manhattan the percentage dropped from 70 percent in 1987 to 21 percent in 1996; in Washington, D.C., from 64 percent in 1989 to 35 percent in 1996; and, most dramatically, in Detroit the drop was from 45 percent in 1987 to only 5 percent in 1996.

A year after the Administration announced a National Methamphetamine Strategy, DUF data also indicated a downward trend in methamphetamine use among adult arrestees between 1995 and 1996. While use of the drug remains high, particularly in the West and Southwest, methamphetamine use by adult arrestees dropped from 37.1 to 29.9 percent in San Diego, from 21.9 to 12.2 percent in Phoenix, and from 18.7 to 12.4 percent in Portland, Oregon.

The DUF program conducted quarterly assessments of substance abuse among booked arrestees in 24 sites across the nation, conducting interviews and urinalysis with arrestees within 48 hours of arrest. Urinalysis detects evidence of recent use of any of 10 drugs, including cocaine, marijuana, opiates, and methamphetamines. The program transformed into the Arrestee Drug Abuse Monitoring (ADAM) program in 1997, and will be expanded next year to other sites across the country, allowing for more comprehensive and site-specific data. ADAM will involve a network of many more large U.S. city research sites. The sites will provide drug use data through interviews and testing of adult and juvenile arrestees. In addition, each ADAM site will annually collect data in outreach jurisdictions such as suburban, rural, or Native American sites, ensuring that the system monitors trends beyond the central cities where the leading and trailing edges of drug abuse may be found.

Our research now confirms that the drug problems facing our cities vary considerably and warrant their own kind of attention. The crack epidemic has shown significant differences from city to city, year to year, and age group to age group. This information also gives grounds for cautious optimism that the crack epidemic is in decline in some cities. Our ability to identify the different stages of drug epidemics will allow us to focus the right resources at the right time.

NIJ Director Jeremy Travis

Supporting Drug Courts

Criminal justice professionals estimate that at least 45 percent of defendants convicted of drug possession will commit a similar offense within two to three years of their release from jail. In comparison, less than 4 percent of the individuals who complete drug court programs have been rearrested for drug offenses. According to a study released in 1997 by American University's Drug Court Clearinghouse and Technical Assistance Project, which is sponsored by OJP, recidivism among drug court graduates occurs at a much lower rate than among similar offenders who receive traditional jail sentences and no treatment.

Also, over 300 drug-free babies have been reported born to female drug court participants while enrolled in drug-court programs. Had these mothers continued to use drugs and had drug-addicted infants, experts estimate that the care and treatment for these children would have cost a minimum of \$250,000 per child during the first few years of a child's life. By the time the child reaches age 18, the costs related to hospital care, foster care, and special education could reach as high as \$750,000.

OJP's Drugs Court Grant Program, initially authorized by the President's 1994 Crime Act, allows nonviolent, drug-addicted offenders an alternative to incarceration: offenders plead guilty to charges and enter a tough regimen of voluntary drug treatment combined with regular drug testing and graduated sanctions. In FY 1997, the program provided more than \$30 million to plan, establish, or improve drug courts in 181 jurisdictions. Overall, the number of drug courts tripled in 1997. Under the Native American Drug Courts initiative, OJP awarded over \$1 million in FY 1997 to support 13 drug court planning initiatives and 9 drug court implementation initiatives by Native American tribes.

Through a cooperative agreement with the National Association of Drug Court Professionals, the Drug Courts Program Office funds the Mentor Drug Court Network, which fosters the development of educational and training resources at the local, regional, and state levels. This referral system links selected drug courts to requests for assistance from jurisdictions that are planning, implementing, or enhancing a drug court. This form of technical assistance maximizes the benefit of shared experience among local drug court practitioners. Mentor courts have proven to be extremely successful as a "teaching" tool.

To assist jurisdictions interested in starting drug courts, in collaboration with the

Since its authorization in the President's 1994 Crime Act, the drug court program has demonstrated the value of its niche in the criminal justice system. Drug courts have a strong track record showing how the courts help drug-addicted offenders accept their addictions, get treatment, and live better lives. Drug courts are helping individuals become stronger and communities become safer.

Attorney General Janet Reno

National Association of Drug Court Professionals, in 1997 OJP released *Defining Drug Courts: the Key Components*. The guide includes background information on the drug court movement, information on how to plan a drug court, and detailed information on how to design all the components of a successful drug court. The document is based on input from representatives from drug courts, prosecution, public defense, treatment, pretrial services, case management, probation, court administration, and academia, providing a comprehensive compilation of flexible elements communities can adapt to their specific needs to develop a drug court.

Promoting Corrections-Based Drug Treatment

Prison- and jail-based drug treatment programs provide another opportunity to break the cycle of drug use and crime, saving countless people from becoming future crime victims. According to DUF data, an average of 63 percent of adult male arrestees test positive for drugs. The proportion of drug-using offenders among the 1.4 million inmates in state prisons and local jails is even higher, but less than 20 percent of prison inmates actually participate in drug treatment programs. According to recent studies, cost-effective drug testing and treatment programs consistently reduce recidivism rates for offenders.

Through the Residential Substance Abuse Treatment (RSAT) program, all 50 states, five territories, and the District of Columbia received formula grant funding totaling almost \$27.8 million in FY 1997. RSAT, which is authorized in the President's 1994 Crime Act, assists states and units of local government in developing and implementing substance abuse treatment programs in state and local prisons and jails. States are encouraged to adopt comprehensive approaches to substance abuse testing and treatment for offenders, including relapse prevention and aftercare services. Each offender spends between 6 and 12 months in treatment, which is the amount of time research tells us is needed for these programs to work.

Drug testing is a key element to the success of any substance abuse treatment strategy. States that apply for funding must agree to implement or continue to require reliable forms of drug and alcohol testing of individuals assigned to treatment programs in correctional facilities. In addition, states are required to give preference to programs that provide aftercare services to participants. These aftercare programs coordinate the correctional treatment program with other human service and rehabilitation programs, such as education and job training, parole supervision, halfway houses, and self-help/peer group programs that may aid in rehabilitation.

In April 1997, OJP brought together representatives from all 50 states' corrections agencies, state adult and juvenile substance abuse programs, and the administrators of state criminal justice planning agencies to discuss drug treatment and testing issues. Participants discussed issues including the best ways to deliver treatment to prisoners; the relationship among drug testing, sanctions, and treatment; and drugs and health care. Also discussed were the drug testing provision in the 1997 Appropriations Act for the Department of Justice, which requires all states to implement a program of controlled substance abuse testing, sanctioning, and intervention with clearly articulated policies and procedures.

Expanding Partnerships with the Office of National Drug Control Policy

As the agency that coordinates the nation's drug control strategy, ONDCP is an important partner in OJP's efforts to address drug abuse in communities and in corrections systems. In FY 1997, OJP expanded its working relationship with ONDCP. The Assistant Attorney General meets regularly with the ONDCP Director to discuss issues and areas for collaboration. In March 1997, 41 state administrators of BJA's Byrne Formula grant program met with ONDCP staff to discuss how states could be more involved in the development of a national strategy, and how ONDCP could use the states as a resource.

NIJ is also collaborating with ONDCP to support a major research demonstration project to examine the effects of drug testing of arrestees on overall crime trends. The Breaking the Cycle project is designed to test the hypothesis that, if the criminal justice system were to test every arrestee for illicit drug use and offer treatment, sanctions, or continued testing for all defendants with drug problems, the levels of drug abuse and criminal behavior would decline significantly. The project launched its first site, in Birmingham, Alabama, in FY 1997, with additional demonstration sites scheduled for the future.

For More Information...

Contact the OJP Homepage at www.ojp.usdoj.gov, from which you can access homepages for each bureau, program office, and the National Criminal Justice Reference Service (NCJRS). The following publications are available from NCJRS:

Defining Drug Courts: The Key Components (DCPO)

Drug Courts: 1997 Participant Perspectives (American University/DCPO)

Drug Courts: An Overview of Operational Characteristics and Implementation Issues, Vol. 1 and 2 (American University/BJA)

Juvenile Drug Courts: Operational Characteristics and Implementation Issues (American University/BJA)

Case Management Reduces Drug Use and Criminality Among Drug-Involved Arrestees: An Experimental Study of an HIV Prevention Intervention (NIJ) NCJ 155281

Crack's Decline: Some Surprises Across U.S. Cities (NIJ) NCJ 165707

Drug Use Forecasting 1996--Annual Report on Adult and Juvenile Arrestees (NIJ) NCJ 165691

Drugs, Alcohol, and Domestic Violence in Memphis (NIJ) FS 000172

The Rise of Hallucinogen Use (NIJ) NCJ 166607

Comparing Drug Purchase and Use Patterns in Six Cities (NIJ and ONDCP) NCJ 000196

The Juvenile Drug Court Movement (OJJDP) NCJ FS9759

Juvenile Arrests for Driving Under the Influence (OJJDP) NCJ FS9767

The National Drug Control Strategy, 1997: Budget Summary (ONDCP) NCJ 163927

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Chapter 7: Encouraging Innovation in Corrections

OJP made the largest single grant in the history of federal criminal justice assistance in FY 1997--almost \$78 million was awarded to California under the Violent Offender Incarceration/Truth-in-Sentencing (VOI/TIS) Incentive grant program. In total, OJP awarded \$468 million in FY 1997 to help states build or expand correctional facilities for adult and juvenile violent offenders. The 1997 awards bring OJP's total funding awarded to state and local jurisdictions for the confinement of serious violent offenders to over \$859 million.

Violent Offender Incarceration grants are awarded to states on a three-tiered formula basis. In April 1997, each state, the District of Columbia, and Puerto Rico received "Tier One" grants in the amount of \$1.5 million. Smaller territories each received approximately \$100,000. This funding can be used to build or expand correctional facilities to house more violent offenders, or to construct or enhance correctional facilities for non-violent offenders in an effort to free up bedspace for violent offenders.

This corrections building program helps states restore integrity to the criminal justice system. It sends a message to violent offenders that the government has both the determination and now the means to make sentences meaningful and ensure the public's safety.

Assistant Attorney General Laurie Robinson

In October 1997, OJP awarded an additional \$156 million in funding under Tiers Two and Three of VOI, which impose increasingly stringent requirements for eligibility. The Truth-in-Sentencing Incentive Grant Program provided over \$235 million as an incentive to the 27 states that enacted sentencing reform to ensure that violent offenders serve longer portions of their sentences.

Beginning in September 1998, as a requirement for receiving future funding under the VOI/TIS programs, states will be required to have in place a program to test inmates for use of controlled substances and develop appropriate interventions for those who do not test clean. OJP's Corrections Program Office is providing technical assistance and training to aid states with program implementation and correctional and sentencing issues related to violent offenders. National and regional workshops, as well as on-site technical assistance, is provided to address jurisdictions' specific needs.

Managing Sex Offenders

A BJS report released in February 1997 found that, on a given day in 1994, there were approximately 234,000 offenders convicted of rape or sexual assault under the care, custody, or control of corrections agencies. Nearly 60 percent of these sex offenders are under conditional supervision in the community. Other findings in the report, the first national estimate of the size of the convicted sex offender population under the jurisdiction of federal, state, and local correctional authorities, include the following:

- The median age of the victims of offenders imprisoned for sexual assault was less than 13 years old; the median age of rape victims was about 22 years.
- An estimated 24 percent of those serving time for rape and 19 percent of those serving time for sexual assault had been on probation or parole at the time of the offense for which they were in state prison in 1991.
- Most imprisoned sex offenders knew their victims. Among rapists, about 30 percent said their victims had been strangers, and of those convicted of other sexual assaults, less than 15 percent said the victims were people with whom they had no prior relationship.

Given these numbers, it is critical that the individuals and agencies responsible for managing these offenders have ready access to the most current knowledge and effective practices in the field of sex offender supervision. Courts, corrections agencies, and treatment providers around the country have demonstrated--through collaboration between criminal justice and health system agencies--that, with careful supervision and control, combined with appropriate treatment interventions, they can manage sex offenders and increase public safety. Others can draw upon these experiences and create similar results in their own communities, if provided the opportunity to learn about and observe effective supervision strategies for these difficult offenders.

OJP took several steps in FY 1997 to promote the effective management of sex offenders who are under criminal justice supervision in the community. In November 1996, OJP convened a national summit: Promoting Public Safety Through the Effective Management of Sex Offenders in the Community. The summit sought input from practitioners, academic researchers, and other experts about the most effective management strategies for this challenging offender population. Over 180 participants contributed to discussions about the information, training, and

Contrary to 'conventional wisdom,' effective sex offender treatment is 'tough on crime' and is intrinsically tied to public safety. And we know that effective treatment for offenders--treatment that reduces or prevents future victimization--is in everyone's best interest.

Assistant Attorney General Laurie Robinson

other needs of their colleagues as they work together to make America's communities safer.

Building on recommendations from the conference, in June 1997 the National Institute of Corrections, the State Justice Institute, and OJP collaborated to establish the Center for Sex Offender Management (CSOM). Administered by the Center for Effective Public Policy and the American Probation and Parole Association, CSOM's goal is to enhance public safety by preventing further victimization through improving the management of adult and juvenile sex offenders who are in the community. The Center is working to encourage greater collaboration between the justice system and the community, make the best use of existing resources, and share information about what works in the field.

The Center has established an information exchange to respond to the field's need for current, readily available, practical information. In addition, the Center has identified ten "resource sites" across the country, all of which have developed comprehensive, collaborative approaches to sex offender management. These sites will serve as resources to communities that are interested in establishing successful supervision programs. The Center also provides technical assistance to individual criminal justice agencies, courts, policymakers, and jurisdictional teams engaged in the development and implementation of innovative approaches to the management of sex offenders.

OJP is also supporting several major research projects on sex offender management. In June, NIJ published a research report entitled, *Child Sexual Molestation: Research Issues*. The report approaches the issue of child sexual molestation from a research perspective, with the aim of developing a better understanding of the frequency of child sexual molestation and the characteristics of child molesters. By learning more about these offenders, we can better approach critical decisions about offender dangerousness, control, and treatment. A second NIJ-supported study released in 1997 surveyed probation and parole authorities on approaches to managing sex offenders in the community and described a model management process for containing sex offenders serving community sentences.

Helping States Incarcerate Criminal Aliens

BJA's State Criminal Alien Assistance Program (SCAAP) grants to states and localities help ease the burden of the cost of incarcerating undocumented aliens. In December 1996, SCAAP awarded a total of \$492 million to most states and a number of local jurisdictions. The largest SCAAP awards went to California, Florida, New York, and Texas, which, along with a few other states and larger jurisdictions such as Los Angeles County and New York City, qualified for over 90 percent of the funds available.

To make the application process easier, BJA streamlined the application form and necessary certifications and produced a one-page scannable document that can be processed into an automated tracking and award system. Applicants were also provided a preprogrammed disk to allow them to file this formal application electronically. Reporting procedures for other

required data, such as per-inmate cost calculations and counts of incarcerated aliens, have also been simplified.

Reporting Probation and Parole Statistics

The number of persons on probation or parole in the United States far outstrips the nation's prison population. In *Probation and Parole Populations, 1996*, BJS reported that almost 3.9 million adult men and women were on probation or parole at the end of 1996, an increase of about 128,000 during the year. There were more than 3,180,000 adult offenders on probation at the end of 1996, and an additional 700,000 on parole.

Incorporating Victim Services in Corrections

Until recently, many victims and victims advocates have considered corrections to be the "last frontier" of the criminal justice system. But victims' needs do not end with the incarceration of the offender. Many victims wish to be notified of changes in the offenders' status and to have the opportunity to appear at parole hearings. OVC is working to improve the response of the corrections community, including the prison, probation, and parole systems, to the rights and needs of crime victims.

In cooperation with several major correctional organizations, including the American Correctional Association, the American Probation and Parole Association, and the Restorative Justice Association, OVC is working to promote promising strategies for integrating victim services in corrections. In 1997, OVC continued funding to the National Victim Center to produce training curricula, state-specific training and technical assistance, a compendium of promising practices, and other program materials.

For More Information...

Contact the OJP Homepage at www.ojp.usdoj.gov, from which you can access homepages for each bureau, program office, and the National Criminal Justice Reference Service (NCJRS). The following publications are available from NCJRS:

An Overview of Sex Offender Community Notification Practices: Policy Implications and Promising Approaches (Center for Sex Offender Management, 8403 Colesville Road, Suite 720, Silver Spring, MD 20910)

Violent Offender Incarceration/Truth In Sentencing Incentive Grants: Answers to Frequently Asked Questions (CPO)

Residential Substance Abuse Treatment for State Prisoners Fact Sheet (CPO)

Census of State and Federal Correctional Facilities, 1995 (BJS) NCJ 164266

Felony Sentences in the United States, 1994 (BJS) NCJ 165149

HIV in Prisons and Jails, 1995 (BJS) NCJ 164260

Prison and Jail Inmates at Midyear 1997 (BJS) NCJ 167247

Prisoner Petitions in Federal Courts, 1980-1996 (BJS) NCJ 164615

Sex Offenses and Offenders (BJS) NCJ 163392

Child Sexual Molestation: Research Issues (NIJ) NCJ 163390

Characteristics of Adults on Probation, 1995 (BJS) NCJ 164267

Correctional Populations in the United States, 1995 (BJS) NCJ 163916

Capital Punishment 1996 (BJS) NCJ 167031

Lifetime Likelihood of Going to State or Federal Prison (BJS) NCJ 160092

Managing Adult Sex Offenders in the Community: A Containment Approach (NIJ) NCJ 163387

Providing Services for Jail Inmates with Mental Disorders (NIJ) NCJ 162207

Boot Camp for Juvenile Offenders (OJJDP) NCJ 164258

Desktop Guide to Good Juvenile Detention Practice (OJJDP) NCJ 161408

Promising Practices in Corrections: An Overview of Important Victim Services (OVC) NCJ 166605

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Chapter 8: Responding to Youth Violence

OJJDP's *Juvenile Offenders and Victims: 1997 Update on Violence* presents statistics on trends in youth violence and victimization, including child abuse and neglect, gun use, homicide victims, state legislation, and the transfer of juveniles to criminal court. Highlights from the report's analyses include:

- In 84 percent of the 3,139 U.S. counties, no juvenile was killed in 1995. More than one-third of all murdered juveniles were killed in just 10 counties.
- The average violent juvenile offender in 1995 committed the same number of violent offenses over their delinquent career as the average violent juvenile offender in 1980, but a greater proportion of the overall juvenile offenders in 1995 had committed at least one violent offense.
- In 1995, 83 percent of murdered juveniles aged 12 and older were killed with a firearm. Juvenile arrestees were more likely than adult arrestees to have used a gun in committing a crime.
- Juveniles, even juvenile gang members, were most likely to commit violent crimes in the few hours after school closes.

In addition to these findings, FBI data, released late in FY 1997, indicated that violent crime arrest rates among juveniles decreased 11.9 percent between 1994 and 1996, with most of the drop occurring since 1995.

Taken together, these statistics paint a powerful and enlightening picture of juvenile crime trends. The data also provide direction for designing policies and programs to help better understand juvenile crime and develop new programs to further curb the level of violence.

OJP undertook a range of major new initiatives to respond to youth violence in 1997, particularly in the areas of enforcement, prevention, and effective intervention programs. Through its formula grant programs, OJJDP made over \$114 million available to the states and territories to fund local prevention and intervention programs and improve the juvenile justice system.

Demographics do not have to be destiny. These figures show that we do not have to face an explosion in youth crime--that we can make a difference--but only if we all pull together. Through efforts such as community policing, mentoring, and holding youth accountable for every act--including their first offense--we are making a difference.

Attorney General Janet Reno

Supporting Law Enforcement's Response to Youth Violence

In addition to a range of OJJDP training and technical assistance to help law enforcement better address problems of youth violence, a new OJJDP grant program in FY 1997 supported law enforcement programs that emphasize accountability-based sanctions for juvenile offenders. The Innovative Local Law Enforcement and Community Policing (ILLECP) program was designed to encourage the juvenile justice system to respond appropriately to all juveniles adjudicated delinquent, regardless of the offense, to ensure that these youth recognize the seriousness and significance of their criminal behavior. Congress appropriated \$16.5 million for the ILLECP program in FY 1997.

The ILLECP program targets funding for projects similar to many that OJJDP and the COPS Office have supported in past years. For example, a program in Jacksonville, Florida offered police officers as mentors and role models for gang-involved youth. Officers met with students informally to talk about gang members' problems and work together to come up with solutions. Eventually, the program broadened in scope to include gang prevention as well as intervention. In Boston, Massachusetts, Operation Night Light sends police and probation officers on nightly visits to the homes of juveniles on probation to ensure that they are complying with the terms of their probation. And in Pawtucket, Rhode Island, the Community Policing Unit has established and participated in organized sports activities for target neighborhood youth after residents complained about juveniles being disruptive. Programs such as these, which take nontraditional approaches to using law enforcement and community resources to reduce youth violence, are the focus of the ILLECP grant program.

Reaching Youth Through Mentoring

Mentoring programs were an important focus of OJJDP's prevention strategy in FY 1997. By partnering responsible adults with young people at risk of delinquent behavior, mentoring programs offer young participants the opportunity to see firsthand the rewards of a life free of violence, crime, and drug use. The Juvenile Mentoring Program (JUMP) provided funding totaling \$9.6 million to 52 sites, allowing 6,500 at-risk young people in 30 states to receive one-on-one mentoring. The 1997 awards brought the total number of JUMP sites to 93.

JUMP matches adults from all walks of life with young people who are having difficulty in school and show signs of dropping out or getting in trouble. Mentors provide youth with discipline, guidance, and personal attention through activities such as tutoring, job training, and community service. While the 93 sites are operated by a variety of governmental and nonprofit organizations, all sites are required to coordinate their activities with local schools. In addition to the JUMP awards, OJJDP funded over 200 mentoring programs through its formula grants funding to the states.

The April 1997 President's Summit for America's Future focused the national spotlight

on volunteerism to inspire coordination and expansion of existing community resources, service programs, and initiatives that address the needs of the nation's children and youth. OJJDP joined with the Corporation for National Service to form a Public/Private Mentoring Alliance to expand effective federal and private mentoring programs across the nation and to disseminate information on the value of and opportunities for mentoring.

In April 1997, OJJDP published a bulletin entitled *Mentoring--A Proven Delinquency Prevention Strategy*. The bulletin examines the elements of successful mentoring programs and describes the development of mentoring as a means of reducing delinquency and improving school attendance for at-risk youth. The report summarizes a 1995 OJJDP-sponsored evaluation of Big Brother/Big Sister mentoring programs in eight sites. The study found that mentored youth were 46 percent less likely than their non-mentored counterparts to initiate drug use, and minority Little Brothers and Little Sisters were 70 percent less likely to do so. Mentored youth were 27 percent less likely to initiate alcohol use during the study period, and minority girls were half as likely to begin using alcohol. In school, mentored youth skipped half as many days as control youth, felt more competent about doing schoolwork, skipped fewer classes, and showed modest gains in their grade point averages.

To assist communities in their efforts to create new mentoring programs and enhance existing ones, in September 1997, the Alliance and OJJDP sponsored a national satellite teleconference on mentoring, part of an ongoing series that has highlighted such issues as gangs, drugs, and youth out of the education mainstream. The mentoring teleconference was broadcast to an audience of 15,000 individuals at over 500 downlink sites. The audience included law enforcement officials, judges, juvenile probation officers, teachers, school leaders, and representatives from state and local juvenile justice agencies and community youth programs.

All of the OJJDP JUMP programs are undergoing a standardized evaluation. In addition, an evaluation manual is being developed to be used by mentoring programs to assist them in the collection and analysis of site data and in the preparation of evaluation reports.

Partnering with Education

Young people who stay in school and attend classes regularly are less likely to be involved in crime--either as perpetrators or as victims. An important part of keeping youths in school, however, is ensuring that schools provide a safe environment for learning. OJJDP and the Department of Education (DOEd) jointly produced a guide to assist educators, law enforcement officials, juvenile justice professionals, and community leaders in sharing critical information about children while still complying with the Federal Educational Rights and Privacy Act (FERPA). FERPA limits the disclosure of information from a student's educational records. The guide describes recent changes in FERPA that allow for increased information sharing between schools and the juvenile justice system. It also shows how communities can implement multi-agency agreements among schools, law enforcement, and the local juvenile justice and child welfare systems.

OJJDP published three bulletins in FY 1997 to provide information on how communities can keep students from dropping out of school and get dropouts back in. The bulletins focus on the Youth Out of the Education Mainstream (YOEM) initiative, a joint national effort by OJJDP and DOEd's Safe and Drug Free Schools Program to get youth back into school or on the job. *Reaching Out to Youth Out of the Education Mainstream* targets truants, dropouts, children afraid to go to school, suspended or expelled students, and youth going back into school settings from juvenile correctional facilities. The bulletin explores the roles schools, communities, and homes play in a youth's decision to leave school, as well as successful strategies that get youth back in school. *Truancy: First Step to a Lifetime of Problems* examines the costs of truancy, including its link with future gang membership and drug use, and describes seven truancy programs that have achieved promising results. *Keeping Young People in School: Community Programs that Work* provides information about the success of the Communities in Schools, Inc. program.

Promoting Conflict Resolution Skills

To help equip young people and adults with the skills necessary to resolve disputes peacefully, OJP and its bureaus supported several conflict resolution initiatives in FY 1997. The Executive Office for Weed and Seed included conflict resolution/mediation as a special emphasis area for which sites could allocate up to \$50,000 to establish conflict resolution programs or expand existing ones. Working with elementary or high schools or Weed and Seed Safe Havens, sites could use this funding to teach conflict resolution techniques, train youth and adult mediators, establish mediation programs to resolve school or neighborhood disputes, or improve access for neighborhood residents to existing conflict resolution or mediation programs. In addition, AmeriCorps members working in Weed and Seed sites receive conflict resolution training that focuses on awareness of alternatives to violence, self esteem, communication skills, and peer mediation. They also learn to teach the curriculum to middle and high school students.

OJJDP, in partnership with the Safe and Drug Free Schools program at the Department of Education, developed a comprehensive publication entitled *Conflict Resolution Education: A Guide to Implementing Programs in Schools, Youth-Serving Organizations, Community and Juvenile Justice Systems*. This guide reviews the basic skills of conflict resolution, effective approaches, and research and evaluation findings on conflict resolution programs. OJJDP also provided a range of training and technical assistance programs on conflict resolution in FY 1997.

Educating Teenagers About Dating Violence

A BJA-funded documentary completed in FY 1997 looks at domestic violence through relationships between young men and women and explores how those relationships are influenced by families, peers, substance abuse, and cultural norms. The documentary, entitled "It Ain't Love," received the Golden Apple Award from the National Educational Media Network, the nation's oldest and largest competition for educational and nontheatrical media.

The documentary was also aired on HBO-Cinemax in October 1997, which was Domestic Violence Awareness and Crime Prevention Month.

Funding for the project was secured through a number of private and public sources. BJA Byrne funding to the Foundation for Advancements in Science and Education was supplemented by funding from the U.S. Department of Health and Human Services. HBO-Cinemax also contributed approximately \$100,000 in in-kind publicity for the film.

In FY 1998, the film and a viewer's guide will be distributed to educators, community leaders, churches, and families, and it will continue to be shown on cable and public television outlets.

Stopping Gang Violence

In a survey completed in December 1996 by OJJDP's National Youth Gang Center, reports from law enforcement agencies in all 50 states indicated that approximately 665,000 gang members belong to over 23,000 gangs. The survey, the first nationwide survey of youth gang activity, found that 49 percent of participating agencies described their gang activity as "getting worse."

Recognizing the strong link between gang membership and violent crime, OJJDP has taken a number of steps to help law enforcement and communities deal with gang problems. A national teleconference in March 1997 provided an overview of the extent and the causes of youth gang activity and showcased different types of promising approaches to preventing and suppressing youth gang violence. Panelists included national experts and local directors of three promising gang prevention, suppression, and intervention strategies from Chicago, Fort Worth, and the Treasury Department's GREAT (Gang Resistance Education and Training) program, a school-based program in which uniformed law enforcement officers teach a core curriculum to elementary and middle school students. The teleconference was broadcast to over 15,000 people across the nation at over 600 downlink sites.

The teleconference showcased findings from OJJDP's National Youth Gang Suppression and Intervention Program, which created a comprehensive model to assist communities in dealing with gang problems. Model strategies include mobilizing residents and community groups, increasing social and economic opportunities, encouraging social intervention, such as youth outreach and intensive probation, and gang suppression, such as collaboration among law enforcement, prosecutors, the courts, and community-based organizations.

In addition to disseminating information about the importance of taking a comprehensive approach to gang intervention and suppression, OJJDP provides support to numerous gang prevention and intervention programs both through direct awards and through subawards of formula funding. One OJJDP-funded program, Targeted Outreach with a Gang Prevention and

Intervention Component, is designed to prevent youth from entering gangs, intervene with gang members in the early stages of gang involvement, and divert youth from gang activities into constructive activities and programs. In 1997, the program, which is administered by the Boys & Girls Clubs of America, expanded to 20 new gang prevention sites, 3 new intervention sites, and the 6 SafeFutures sites. OJJDP also funded Partnerships to Reduce Juvenile Gun Violence, a demonstration project to complement Community Oriented Policing Service (COPS) funding and comprehensively address juvenile gun violence in four communities.

NIJ is supporting a comprehensive, multisite evaluation to assess the effectiveness the GREAT program. Preliminary results released in 1997, based on a survey of eighth-graders in schools where GREAT is taught, indicated that students who completed the program reported more prosocial behaviors and attitudes than their peers who did not complete the program. GREAT students also reported lower rates of delinquency and gang membership, better relationships with their parents, a greater commitment to school, and lower levels of perceived obstacles to academic achievement. In addition to the survey, a longitudinal study is underway to examine the short- and long-term effects of the program on students. Researchers will also assess the training of the police officers who teach the program.

Funding Safe Kids/Safe Streets

OJP worked with law enforcement, prosecutors, judges, victims' and children's advocates, and mental health practitioners to develop Safe Kids/Safe Streets, a comprehensive, community-wide program to reduce child abuse and neglect and stop the cycle of violence in five sites across the country. The five sites are each working toward four common goals: improving the criminal and juvenile justice systems' handling of child abuse cases; providing parenting programs and support services to protect youth who are at risk of being abused or neglected; improving data collection through information sharing across systems and agencies; and launching prevention education and public awareness campaigns to teach community residents how to detect, report, and prevent child abuse.

Following a very competitive selection process, the five sites initiated their projects in the spring of 1997. The sites had up to eight months to complete a planning process and have up to four years to implement their strategy. The Safe Kids/Safe Streets grants provide these communities an opportunity to redefine the way their systems interact to keep children safe.

- The Huntsville, Alabama site is building upon the decade-long effort of the National Children's Advocacy Center, which is headquartered there, to improve the community's response to child abuse and neglect. Through improved cooperation among agencies and improved services, the Safe Kids/Safe Streets project is working to create a "village" of caring professionals, agencies, and residents that will meet the needs of children and families.
- The Kansas City, Missouri site is planning a comprehensive system reform process that

will involve the police, family courts, and civil and criminal prosecuting attorneys, as well as economic development efforts in targeted neighborhoods. Community residents will have a vital voice in the reform process. The Safe Kids/Safe Streets project coordinates with the Weed and Seed site in a neighboring area, allowing both programs to benefit more residents and share resources.

- In Sault Ste. Marie, Michigan, the Safe Kids/Safe Streets initiative is working with members of the Sault Ste. Marie Tribe of Chippewa Indians and service providers to develop culturally appropriate system changes to better serve families involved in abuse and neglect cases. The project will also support a public awareness campaign to educate the community on the importance of early intervention in cases of child abuse and the availability of services in the community.
- The Safe Kids/Safe Streets Site in Burlington, Vermont is coordinating its efforts through a non-profit organization with extensive experience in efforts to reduce the incidence of child abuse and neglect. The goal of the project is to increase public awareness of the prevalence, causes, prevention, and treatment of child abuse and neglect. Chittenden County will establish a supervised child visitation center, parent education for batterers, and other service improvements that will increase the resources available for abused children and families in crisis.
- Toledo, Ohio will use its Safe Kids/Safe Streets project to improve the provision of coordinated, comprehensive services for families in the child protective and juvenile court systems. The project will also expand a community-wide primary prevention program of individualized family assessment and intensive home visitation support services for at-risk families.

Safe Kids/Safe Streets represents the first time that virtually all of OJP's bureaus and offices have pooled their resources to support a single program. OJJDP and the Violence Against Women Grants Office are each funding two sites, while the Executive Office for Weed and Seed will fund the remaining site. In addition, the five sites will receive technical assistance and other support from these offices, as well as from BJA, BJS, and OVC.

Supporting Boys & Girls Clubs of America

In 1997, Boys & Girls Clubs of America served 2.85 million youths nationwide in 2,013 clubs, 319 of which are located in public housing areas. Clubs help children from all backgrounds develop the qualities needed to become responsible citizens and leaders. The B&G Club mission hinges on positive partnerships between young people and concerned adults, between B&G Clubs and their supporters, and between the national organization and local clubs. BJA's \$20 million Congressional earmark to Boys & Girls Clubs of America in FY 1997 supported the development of new clubs in at-risk communities, including public housing communities and Indian reservations, and strengthened outreach activities in existing clubs.

BJA's funding complemented funding from a number of public and private resources, including OJJDP, the Department of Housing and Urban Development, foundations, corporations, and club alumni.

A 1997 impact evaluation of Boys and Girls Clubs, conducted by the Center for Youth Development and Policy Research, studied clubs' outreach strategies for reaching the nation's most underserved children and adolescents. The study found that clubs were viewed as strong assets to children, parents, and the community as a whole. Children gained a sense of belonging from participating in clubs, and club activities helped young people learn the value of teamwork, use leisure time productively, and build personal and academic competencies. Clubs also helped create supportive communities by contributing to underserved areas and providing a welcome, reputable place for children and youth. The study found that communities in which club personnel and advisory board staff become involved in schools and other community organizations receive many positive benefits from the clubs.

Getting Youth Involved in Crime Prevention

OJJDP established the National Youth Network in FY 1997 to serve as a catalyst for youth across the nation to prevent crime and victimization and make a difference in their communities. The network consists of youth leaders ages 14 - 21, representing a diverse array of youth service organizations. The youth meet regularly to address ways their organizations can team up to involve more young people in the prevention of youth problems. The Youth Network distributes information on successful programs and strategies and advocates youth perspectives to policymakers and the media. It also works to coordinate efforts among youth-focused national, state, and community-based organizations.

One of the Youth Network's first successes was its contribution to the Department of Justice's Internet "Kids' Page," which was released in January 1998. The World Wide Web address is www.usdoj.gov/kidspage.

For More Information...

Contact the OJP Homepage at www.ojp.usdoj.gov, from which you can access homepages for each bureau, program office, and the National Criminal Justice Reference Service (NCJRS). The following publications are available from NCJRS:

Addressing Community Gang Problems: A Model for Problem Solving (BJA) NCJ 156059

Juveniles Prosecuted in State Criminal Courts (BJS) NCJ 164265

Juvenile Delinquents in the Federal Criminal Justice System (BJS) NCJ 163066

National Conference on Juvenile Justice Records: Appropriate Criminal and Noncriminal Justice Uses (BJS) NCJ 164269

Privacy and Juvenile Justice Records: A Mid-Decade Status Report (BJS) NCJ 161255

Transferring Serious Juvenile Offenders to Adult Courts (NIJ) NCJ 161840

Violence Among Middle School and High School Students: Analysis and Implications for Prevention (NIJ) NCJ 166363

1995 National Youth Gang Survey (OJJDP) NCJ 164728

National Evaluation of GREAT (NIJ) NCJ 167264

Gang Members and Delinquent Behavior (OJJDP) NCJ 165257

Juvenile Justice Reform Initiatives in the States 1994-1996 (OJJDP) NCJ 165697

Juvenile Offenders and Victims: 1997 Update on Violence (OJJDP) NCJ 165703

Mentoring: A Proven Delinquency Prevention Strategy (OJJDP) NCJ 164834

Reaching Out to Youth Out of the Education Mainstream (OJJDP) NCJ 163920

Sharing Information: A Guide to the Family Educational Rights and Privacy Act and Participation in Juvenile Programs (OJJDP) NCJ 163705

State Responses to Serious and Violent Juvenile Crime (OJJDP) NCJ 161565

Treating Serious Anti-Social Behavior in Youth: the Multisystemic Therapy Approach (OJJDP) NCJ 165151

Truancy: First Step to a Lifetime of Problems (OJJDP) NCJ 161958

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Chapter 9: Assisting Crime Victims

OVC awarded victim assistance funding totaling \$471.3 million in FY 1997 to help the states provide increased victim services--about three times as much as last year. The Crime Victims Fund, which supports thousands of programs for crime victims with money paid in fines by federal criminal offenders--not taxpayers--reached the highest level in its 14-year history, having increased 250 percent in the past four years. The record-breaking level of deposits into the Fund will enable states to expand needed services into underserved areas, such as rural communities. Through subgrants awarded through the states, VOCA victim assistance funds are supporting efforts to serve victims in communities across the country:

- Honolulu's Mothers Against Drunk Driving (MADD) provides comprehensive services to victims of drunk driving accidents and their families, as well as survivors of homicide victims. VOCA funds support a victim advocate who provides crisis counseling, court accompaniment, information and referrals, and assistance in applying for crime victim compensation.
- OVC subgrants help Proteccion Legal Para Menores (Legal Protection for Children) provide legal services and culturally appropriate assistance to low-income, victimized, and underprivileged persons in St. Paul, Minnesota. The program helps children by obtaining orders of protection and referrals to crisis nurseries, and works with school officials to obtain behavioral and academic assessments, behavioral intervention plans, and academic services.
- AWAKE: Advocacy for Women and Kids in Emergencies, established at Children's Hospital in Boston in 1986, was the nation's first program in a pediatric setting to provide dual advocacy for both battered women and their abused children. Since 1989, OVC has supported the program in integrating crisis intervention and ongoing advocacy services such as risk assessment, safety planning, counseling, support groups, and referrals to health care services from women and their children.

In addition to state victim assistance funding, OVC has been a leader in raising attention to the needs of specific victim populations that have been underserved in the past, such as victims of gang violence, survivors of sexual assault, and victims of juvenile offenders. Through its discretionary grant funding, OVC has supported promising approaches to meeting the needs of these and other groups.

OVC's leadership in the victim service field is not limited to its funding programs. As a national advocate for the fair treatment of victims, OVC sponsored its annual Crime Victims Rights Week in April 1997 to raise awareness of the rights and needs of victims. OVC also supports programs to make fundamental changes in the treatment of victims--through influencing law schools to address victims rights in their curricula, and supporting a federal

constitutional amendment guaranteeing basic rights to all crime victims.

Funding Victim Services 2000

A new OVC program, Victim Services 2000: A Vision for the 21st Century, is designed to support communities in developing networks of integrated services for crime victims that can respond flexibly to their interrelated needs. In FY 1997, OVC funded four demonstration sites. In addition to urban sites in Denver and Austin, pilot sites in Summit County, Ohio, and the State of Vermont include rural components, challenging the grantees to fashion their programs to address issues unique to victims in rural settings. The four sites will involve victim service practitioners, criminal justice and local emergency response personnel, support groups, medical and mental health providers, clergy, schools, youth, and youth workers as active participants in the planning and implementation of their programs. The program also encourages collaboration among sectors of the community that have not traditionally been involved in serving victims. For example, the sites are encouraged to include the media, professional educators, legislators and other elected leaders, community leaders, the private sector, professional associations, and others in the overall network of victim services.

As the demonstration sites integrate recently developed technologies and other innovative approaches, they will serve as laboratories for OVC to learn about promising approaches to victim services, which it can then share with practitioners and policymakers. The Victim Services 2000 sites will also function as training sites for other communities seeking to enhance collaboration in serving victims.

Recovering Children Abducted Abroad

OJJDP, OVC, the National Center for Missing and Exploited Children, and the State Department collaborated on a project to assist parents facing financial hardship in recovering their missing children from foreign countries. The partnership has helped locate and return to the United States children who were abducted to, or illegally retained in, foreign countries by a noncustodial parent. Funding for this partnership comes from a combination of discretionary grant funds, voluntary contributions, and the Crime Victims Fund.

Many parents have exhausted their life savings on telephone calls, attorneys, and private investigators in the search for their children. This pioneering program will provide immeasurable help to these parents and their children.

Former OVC Director Aileen Adams

In FY 1997, this program was awarded a Hammer Award from the Vice President's National Performance Review for its innovative approach. Using existing federal resources, this interagency, public/private partnership provides a new benefit to taxpayers who have exhausted

their savings searching for their children.

Supporting Victims in Indian Country

Because of geography and limited services, crime victims in Indian Country are often faced with significant hurdles in getting the assistance they need. OVC supports a number of programs to help Native American communities improve the delivery of services to victims of crime.

Victim Assistance in Indian Country

OVC's Victim Assistance in Indian Country (VAIC) grant program aids tribes in establishing and improving services, such as crisis intervention, emergency shelter, counseling, and court advocacy, for Native American crime victims. Tribal victim assistance coordinators work closely with Victim-Witness Coordinators in United States Attorneys' Offices. Tribal staff often accompany victims to federal court proceedings, and U.S. Attorney staff regularly share information on case developments with tribal coordinators. This information sharing allows victims who are geographically isolated access to current information about their case.

OVC is proud of its partnership with tribal leaders to enhance services and support for crime victims in Indian Country. It is important to remember, however, that our relationship with leaders in Indian Country is a dynamic and reciprocal one, and that much of our new work in areas such as restorative justice is powerfully informed by the experience of indigenous justice systems like those we see at work in Indian Country.

Acting OVC Director Reginald L. Robinson

In FY 1997, the VAIC program tested a new funding method that provides funding directly to tribes, recognizing tribal sovereignty and the government-to-government relationship between the federal government and Indian tribes. In the past, tribes applied for subgrants from their state's victim service agency. In FY 1998, VAIC funding will continue to be awarded directly to tribes.

Children's Justice Act Discretionary Grants for Native Americans

OVC also administers the Children's Justice Act (CJA) grant program for Native Americans, which supports tribes in improving the investigation and prosecution of child abuse cases. The CJA program is the only federal program for tribes that focuses exclusively on lessening the trauma to Native American children who participate in criminal justice proceedings. The discretionary grant funds have allowed tribes to enhance investigative and prosecutorial practices, encourage more efficient case coordination, and improve services.

The CJA program is bringing needed services to abused children in some of the most remote areas of the country. For example, CJA funding to the Chugach region--comprising seven Native Alaskan villages along the southern coast of Alaska, many of which are accessible only by air or sea--is supporting implementation of systems for recognizing child abuse, intervening in child abuse cases, and protecting children in the village. The grant has allowed project staff to provide service delivery and training in each village, increase community awareness and education, create a directory of service referrals, and develop a data collection and tracking system for reporting, referring, and responding to child sexual abuse.

Sixth National Indian Nations Conference

To improve cooperation among various providers of victim services in Indian Country, OVC sponsored the Sixth National Indian Nations Justice for Victims of Crime Conference in San Diego in January 1997. The three-day conference drew approximately 450 victim service providers, health and mental health professionals, law enforcement officials, prosecutors, and judges from the tribal, federal, state, and local levels. The conference focused on victims issues within the criminal justice system, as well as service delivery and advocacy strategies. The conference offered four tracks of skill-building training to participants: one for victim advocates, one for criminal justice professionals, one for tribal leaders, and one for judicial personnel.

Assisting Victims of Gang Violence

A major OVC report released in October 1996 examined a special subset of crime victims--victims of gang violence. *Victims of Gang Violence: A New Frontier in Victim Services* is the first comprehensive Justice Department report to examine the problem of gang violence from the perspective of the victim. It draws on actual experiences of victim service providers, criminal justice practitioners, and those who have been assaulted, threatened, or otherwise exploited by gangs. Local victim service providers can use the report's profiles of promising programs that help gang victims to improve their own services. In addition, the report outlines 10 proposals to improve services to gang victims nationwide. Following the release of the report, the President in his Saturday Radio Address challenged the states to devote 10 percent of their new Victim Assistance funding to relieve the fear and suffering experienced by victims of gangs.

To help states meet the President's challenge to enhance services to gang victims, OVC is providing funding to Victim Services, Inc. in New York City to develop and test a training and technical assistance program to help victim service providers and criminal justice professionals support and protect victims of gang violence. Victim Services Inc., working with Community Service Programs (CSP) in Orange County, California, will identify and assess current services to victims of gang violence and develop a comprehensive program model utilizing promising approaches described in the report.

They will also design a training and technical assistance package, including training materials, to help communities implement the model. When the training and technical

assistance package is completed, it will be tested in two of the sites demonstrating OJJDP's Comprehensive Community-Wide Approach to Gang Prevention, Intervention, and Suppression program. This program helps communities reduce gang activity through community mobilization, opportunities for youth, and gang suppression initiatives.

Intimidation of victims and witnesses often poses an obstacle in prosecuting gang and drug-related crimes. In January 1997, the President announced the NIJ report, "Preventing Gang-and Drug-Related Witness Intimidation." The report reviewed new strategies for preventing witness intimidation, including requesting high bail for known intimidators, aggressively prosecuting reported intimidation, emergency and short-term relocation, and programs to reduce community-wide fear and intimidation.

Building Knowledge Through the National Crime Victimization Survey

Each year, BJS conducts the National Crime Victimization Survey, the largest survey of crime in the nation. NCVS measures personal and household offenses, including crimes not reported to the police, by interviewing all occupants age 12 or older in a nationally representative sample of U.S. households. Results from the 1996 survey, released in November 1997, show a continuation of the general downward trend reported in 1994 and 1995. The NCVS property and violent crime rates for 1996 are the lowest recorded since the survey's inception in 1973 (after rates were adjusted following the 1992 NCVS redesign).

BJS estimates that there were nearly 37 million criminal victimizations during 1996, compared to 39.6 million the year before. Of these victimizations, 27.3 million involved property crimes against households, 9.1 million involved the violent crimes of rape, robbery, and assault, and 0.3 million involved personal thefts such as purse snatching. The murder rate dropped 10 percent between 1995 and 1996--the largest decrease in the past 4 years.

In August 1997, BJS released findings from its study of violence-related injuries treated in hospital emergency departments. Using data collected by the Consumer Product Safety Commission's National Electronic Injury Surveillance System (NEISS), the study found that 1.4 million persons were treated in hospital emergency departments in 1994 for injuries inflicted in confirmed or suspected interpersonal violence. Of these, 243,000 were inflicted by someone with whom the victim had an intimate relationship (spouse, ex-spouse, or current or former boyfriend or girlfriend), an estimate 4 times higher than the equivalent estimate from the NCVS.

For More Information...

Contact the OJP Homepage at www.ojp.usdoj.gov, from which you can access homepages for each bureau, program office, and the National Criminal Justice Reference Service (NCJRS). The following publications are available from NCJRS:

Criminal Victimization 1996: Changes 1995-96 with Trends 1993-96 (BJS) NCJ 165812

Criminal Victimization in the United States, 1994 (BJS) NCJ 162126

Effects of the Redesign on Victimization Estimates (BJS) NCJ 164381

Violence-Related Injuries Treated in Hospital Emergency Departments (BJS) NCJ 156921

Preventing Gang- and Drug-Related Witness Intimidation (NIJ) NCJ 163067

Court Appointed Special Advocates: A Voice for Abused and Neglected Children in Court (OJJDP) NCJ 164512

Portable Guides to Investigating Child Abuse: An Overview (OJJDP) NCJ 165153

Special Joint Report: Federal Agency Task force for Missing and Exploited Children (OJJDP)

Guidelines for Victim Sensitive Victim Offender Mediation (OVC) NCJ 167240

Promising Practices: Community Partnerships Helping Victims (OVC) Video. NCJ 167243

Restitution Reform: The Coordinated Interagency Approach (OVC) NCJ 166603

Victims of Gang Violence: A New Frontier in Victim Services (OVC)

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Learning More About OJP

For more 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 World Wide Web at *www.ojp.usdoj.gov*.

For ordering and other information about OJP publications, contact NIJ's National Criminal Justice Reference Services at 1-800/851-3420 or on the Internet at *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

Additional information is available by calling OJP's Office of Congressional and Public Affairs at 202/307-0703.