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National Institute of Justice

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# Annual Report of the Justice System Improvement Act Agencies

Fiscal Year 1984

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*Bureau of Justice Statistics  
National Institute of Justice  
Office of Justice Assistance,  
Research, and Statistics  
Office of Juvenile Justice  
and Delinquency Prevention*


TO THE PRESIDENT AND THE CONGRESS OF THE UNITED STATES

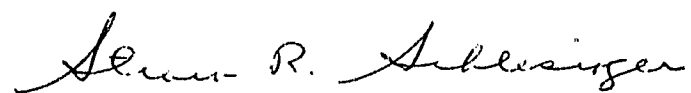
We have the honor to transmit herewith the Annual Report of the Justice System Improvement Act Agencies, that is, the Office of Justice Assistance, Research, and Statistics, the National Institute of Justice, the Bureau of Justice Statistics, and the Office of Juvenile Justice and Delinquency Prevention. This report describes the agencies' programs and activities during Fiscal Year 1984.

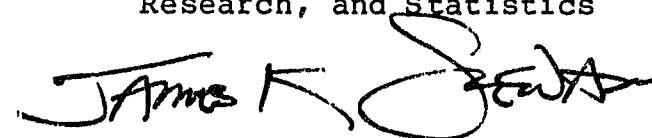
The Bureau of Justice Statistics develops statistics about crime victims, offenders, and criminal justice operations. The National Institute of Justice conducts research to increase knowledge about criminal behavior and criminal justice operations, and it evaluates the effectiveness of various kinds of criminal justice programs. The Office of Juvenile Justice and Delinquency Prevention administers a broad range of programs to assist state and local governments streamline their juvenile justice systems and combat juvenile delinquency.

The Office of Justice Assistance, Research, and Statistics coordinates the activities of and provides staff support to BJS, NIJ, and OJJDP. In addition, the Office develops programs to improve the treatment of crime victims and administers the Public Safety Officers' Benefits Program.

On October 12, 1984, the Justice Assistance Act of 1984 was enacted. The Act reauthorizes the Bureau of Justice Statistics and the National Institute of Justice and establishes a new program of financial and technical assistance to state and local governments. The Act establishes an Office of Justice Programs, replacing the Office of Justice Assistance, Research, and Statistics, to coordinate the activities of the National Institute of Justice, the Bureau of Justice Statistics, the Office of Juvenile Justice and Delinquency Prevention, and a newly-created Bureau of Justice Assistance.

  
Lois Haight Herrington  
Assistant Attorney General  
Office of Justice Assistance,  
Research, and Statistics

  
Steven R. Schlesinger  
Director  
Bureau of Justice Statistics

  
James K. Stewart  
Director  
National Institute of Justice

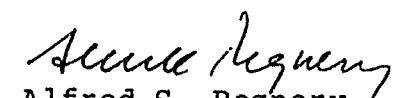
  
Alfred S. Regnery  
Administrator  
Office of Juvenile Justice  
and Delinquency Prevention

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INTRODUCTION

The Justice System Improvement Act of 1979 (Public Law 96-157) reorganized and restructured the Federal aid program to state and local criminal justice systems originally established under the Law Enforcement Assistance Administration in Title I of the Omnibus Crime Control and Safe Streets Act of 1968 (P.L. 90-351). The new legislation created three new agencies: the Bureau of Justice Statistics, the National Institute of Justice, and the Office of Justice Assistance, Research, and Statistics.

On December 8, 1980, the Juvenile Justice Amendments of 1980 (P.L. 96-509) were enacted. They created the Office of Juvenile Justice and Delinquency Prevention (which theretofore had been a part of LEAA) as an autonomous agency within the U. S. Department of Justice and continued the program created in the Juvenile Justice and Delinquency Prevention Act of 1974 (P.L. 93-415), authorizing it through Fiscal Year 1984. The Office of Juvenile Justice and Delinquency Prevention administers a broad range of programs to assist state and local governments help young people. Its National Institute for Juvenile Justice and Delinquency Prevention conducts research to determine the most effective ways to prevent delinquency, improve their juvenile justice systems, and combat crime committed by juveniles.

The National Institute of Justice conducts research to increase knowledge about criminal behavior and criminal justice operations, and it evaluates the effectiveness of various kinds of criminal justice programs.

The Bureau of Justice Statistics develops statistics about crime victims, offenders, and criminal justice operations.

The Office of Justice Assistance, Research, and Statistics coordinates the activities of and provides staff support to the National Institute of Justice, the Bureau of Justice Statistics, and the Office of Juvenile Justice and Delinquency Prevention. In addition, OJARS administers the Public Safety Officers' Benefits Act of 1976 (P.L. 94-503). This legislation provides a \$50,000 death benefit to the survivors of public safety officers (including firefighters) killed as the result of personal injury sustained in the line of duty.

## BUDGET

The total budget for the Justice System Improvement Act Agencies for Fiscal Year 1984 was \$197.4 million compared with \$125.5 million for Fiscal Year 1983. Fiscal Year 1984 funds were allocated as follows:

- . \$43,095,000 for Juvenile Justice Formula Grants.
- . \$24,505,000 for Juvenile Justice Discretionary Grants.
- . \$12,500,000 for Public Safety Officers' Benefits.
- . \$18,508,000 for Research Evaluations and Demonstration.
- . \$16,809,000 for Justice Statistical Programs.
- . \$66,398,000 for State and Local Assistance.\*

\*Funds appropriated for state and local assistance for Fiscal Year 1984 were not utilized pending enactment of reauthorizing legislation. These funds will be carried over for Fiscal Year 1985.

## OFFICE OF JUSTICE ASSISTANCE, RESEARCH, AND STATISTICS

Lois Haight Herrington  
Assistant Attorney General

The Office of Justice Assistance, Research, and Statistics (OJARS) supports the improvement of state and local criminal justice agencies and operations. It coordinates the activities of and provides support services for four bureaus: OJARS, the National Institute of Justice, the Bureau of Justice Statistics, and the Office of Juvenile Justice and Delinquency Prevention.

During Fiscal Year 1984, the Assistant Attorney General continued working to improve the treatment of victims of crime and family violence, to promote crime prevention programs, and to manage Federal assistance programs. Much of the year was devoted to promoting the passage of the Victims of Crime Act of 1984. This bill will offer states up to \$100 million of Federal criminal fines for their victim compensation funds and victim services.

OJARS launched new programs for training law enforcement officers, prosecutors, and judges through grants awarded to a number of national organizations. The Office also is coordinating the development of various crime victim legislation programs for the states. At two first-time national symposiums, experts gathered to discuss sexual assault and child molestation.

Under the Assistant Attorney General's stewardship, the Attorney General's Task Force on Family Violence published a study after hearings in six cities and interviews with more than 1,000 individuals. Its report made 63 recommendations to make society and the criminal justice system recognize and respond to family violence as criminal behavior and not simply as a medical or mental health problem.

In its crime prevention efforts, the Assistant Attorney General's office coordinated a number of initiatives, including the opening of a national information clearinghouse, a White House ceremony recognizing Crime Prevention Week, the beginning of a youth campaign, and the issuance of a McGruff commemorative stamp.

## OFFICE FOR VICTIMS OF CRIME

The Victims of Crime Program Management Team\* develops and administers programs to facilitate implementation in the states of the 68 recommendations for improving the treatment of victims made by the President's Task Force on Victims of Crime. The Federal role is appropriately confined to influencing and motivating implementation in the states by strong, catalytic leadership. The Office provides the leadership to the states and localities through the award of grants and contracts designed ultimately to balance the system of justice by recognizing that victims are an integral part of the criminal justice process who must be afforded the fairness, respect, and courtesy that they deserve.

During the year, the Office addressed 70 percent of the recommendations of the President's Task Force on Victims of Crime. The National Victims Resource Center was established within the Office to provide clearinghouse, informational, and referral services to support state and local victim assistance programs. Model statutes were developed to assist the states in addressing the legislative enactments proposed by the Task Force. Training packages were created for law enforcement officers, prosecutors, and judges on a wide range of subjects relating to the treatment of victims by criminal justice system personnel.

The Office staff assisted in developing the Victims of Crime Act of 1984. The Act establishes a Crime Victims Fund in the United States Treasury that will be used to provide Federal financial assistance to state victim compensation programs and to public and private programs in the states that offer direct services to victims of crime.

The Attorney General's Task Force on Family Violence completed its work and issued its Final Report in September. The Task Force made 63 recommendations that call on law enforcement officers, prosecutors, and judges to intervene vigorously in cases of spouse abuse and mistreatment of elderly relatives, as well as the abuse and molestation of children by family members. The Office for Victims of Crime has been assigned the responsibility to develop programs to facilitate the implementation of these recommendations in the states.

\*Following Department of Justice and Congressional approval of the pending reorganization plan for the Office of Justice Programs, the Program Management Team will be formally established as the Office for Victims of Crime.

## OFFICE OF GENERAL COUNSEL

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

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

During the year, the Office was actively involved in preparing for the implementation of the Justice Assistance Act of 1984, the Juvenile Justice Act amendments and the Victims of Crime Act of 1984.

## OFFICE OF CIVIL RIGHTS COMPLIANCE

The Office of Civil Rights Compliance monitors compliance with the civil rights responsibilities of the recipients of criminal justice system financial assistance under the Justice System Improvement Act of 1979 and the Juvenile Justice and Delinquency Prevention Act, as amended. This includes enforcement of Title VI of the Civil Rights Act of 1964, Section 815(c) of the Justice System Improvement Act of 1979, Section 504 of the Rehabilitation Act of 1973, as amended, the Age Discrimination Act of 1975, as amended, Title IX of the Education Amendments of 1972, and the Department of Justice regulations promulgated for the implementation of these statutes (28 CFR Part 42).

No post-award compliance reviews were conducted during the fiscal year. Pre-award reviews were conducted on 44 grant applications of \$500,000 or more and special conditions appended where necessary. One notice of noncompliance was issued based upon the findings of a United States District Court. Funding was suspended briefly but was continued after resolution of the noncompliance.

Although 115 allegations of civil rights noncompliance were received during the fiscal year, only five were docketed for investigation. The balance was referred to other Federal agencies, where appropriate, or closed for want of JSIA funding to the cited respondents.

## OFFICE OF CONGRESSIONAL AND PUBLIC AFFAIRS

The Office of Congressional and Public Affairs is responsible for promoting effective communications with the Congress, the news media and the general public, and for advising the Justice System Improvement Act Agencies in intergovernmental affairs. The Office works with members of Congress, committees, and their staffs on legislative matters affecting the JSIA agencies and the criminal justice community. OCPA was responsible for drafting the Administration's proposal for Federal financial assistance to state and local criminal justice programs (S.1762, Chapter VI), for preparing testimony on legislation before Congress affecting criminal justice matters and the JSIA Agencies, and for the preparation of bill reports and the tracking of legislation of interest in the House and the Senate.

The Office prepared numerous press releases describing activities of the JSIA Agencies and conducted news conferences throughout the year. As the JSIA Agencies' Freedom of Information Act office, OCPA is responsible for making all grants and other nonexempt documents available for inspection or possible reproduction. The Office also publishes the Justice Assistance News, which is distributed 10 times a year to interested criminal justice professionals, research institutions, schools, colleges, and universities, as well as members of the public. OCPA prepares speeches, briefing materials and statements for JSIA officials and keeps public interest groups informed of activities of interest to their members.

## OFFICE OF THE COMPTROLLER

The Office of the Comptroller is the principal advisor to the Assistant Attorney General, Office of Justice Assistance, Research, and Statistics on resource management, information systems, and internal controls. It provides policy guidance, control, and support services for the Justice System Improvement Act Agencies, offices and bureaus in accounting, budgeting, grant management, procurement, claims collection, and automated data processing. It also provides financial management technical assistance to grantees.

One major project initiated by the Office of the Comptroller during 1984 was conversion of Letters of Credit to the Treasury Department's Electronic Fund Transfer System. Under this system, grantee requests for funds are processed within 24 hours.

The Office also strengthened grantee cash management and fiscal integrity requirements in 1984. This has resulted in recovery of excess cash in the hands of grantees, reduction of cash on hand for grantees, and deobligation of available funds.

## OFFICE OF PLANNING AND MANAGEMENT

The Office of Planning and Management provides general policy direction and support for OJARS planning, management, and evaluation activities. It facilitates the coordination of these activities with the other JSIA Agencies by developing information on management and program topics of mutual interest. The Office is the principal advisor to the Director of OJARS on issues that cut across the JSIA Agencies.

During Fiscal Year 1984, the Office was involved in the following significant activities:

- . Managed the National Citizens' Crime Prevention Campaign.
- . Revised OJARS audit resolution policy and procedures and coordinated activities of the OJARS Audit Review Committee.
- . Monitored grants to the National Criminal Justice Association, the National Governors' Association, and the National Association of Criminal Justice Planners.
- . Managed a number of ongoing programs, including the Law Enforcement Accreditation Program, the Treatment Alternatives to Street Crime Program, the Prison Industries Enhancement Program, the "Sting" Anti-Fencing Program, the Integrated Criminal Apprehension Program, the Regional Information Sharing Systems Program, and the Federal Justice Research Programs.
- . Chaired and provided the staff work for initial guidelines for implementation of the Justice Assistance Act of 1984.
- . Participated in the Interagency Coordinating Council for Juvenile Justice and Delinquency Prevention.
- . Prepared necessary reorganization proposals for review in anticipation of the Justice Assistance Act.

## PUBLIC SAFETY OFFICERS' BENEFITS PROGRAM

The Public Safety Officers' Benefits Act of 1976 authorizes the Department of Justice to pay a benefit of \$50,000 to the eligible survivors of state and local public safety officers who die as the result of a personal injury sustained in the line of duty.

Public safety officer is defined as a "person serving a public agency at the state and local level in an official capacity, with or without compensation, as a law enforcement officer or as a firefighter." Among those for whom coverage is intended are persons involved in crime and juvenile delinquency control or reduction, corrections, probation, parole, and judicial officers. Paid and volunteer firefighters also are covered.

The Act applies to death occurring from injuries sustained on or after September 29, 1976.

During Fiscal Year 1984, there were 259 claims filed under the Act. During the same time, 188 claims were determined to be eligible and 51 ineligible. This resulted in benefit payments of \$9.4 million. By the end of Fiscal Year 1984, 2,358 claims had been adjudicated under the Act.

## NATIONAL INSTITUTE OF JUSTICE

James K. Stewart, Director

The National Institute of Justice is the Federal Government's primary agency for research related to crime and justice. The Institute sponsors research and development to help solve criminal justice problems and evaluates new programs and approaches that can be used by state and local criminal justice systems. The Institute also has a small, in-house research capability which examines significant, emerging issues such as mandatory confinement of drunk drivers and the costs of "disincarceration." The Institute also tests the impact of innovations and disseminates research findings to key decisionmakers and practitioners.

During Fiscal Year 1984, the Institute continued its new emphasis on policy-relevant research. In establishing its agenda, the National Institute sought the views of criminal justice professionals and researchers, representatives of the community, and the private sector. It drew upon recommendations of its Advisory Board and such groups as the President's Task Force on Victims of Crime and the Attorney General's Task Force on Family Violence. Guided by these recommendations and priorities established by the Attorney General, the Institute designated these areas of emphasis:

- . Enhancing involvement of community resources and the private sector in controlling crime.
- . Assisting victims of crime.
- . Reducing violent crime and apprehending the career criminal.
- . Reducing delay and improving the effectiveness of the adjudication process.
- . Providing better and more cost-effective methods for managing the criminal justice system.
- . Alleviating jail and prison crowding.
- . Assessing the impact of probation and parole on subsequent criminal behavior.
- . Enhancing Federal, state and local cooperation in crime control.



The following highlights Institute research during FY 1984:

### Neighborhood Crime Control

Institute research is focusing on methods to promote the involvement of citizens and the private sector in maintaining community security. Research has demonstrated that fear of crime is influenced not only by actual crime rates but by other factors relating to the neighborhood environment. This fear alters citizen behavior and undermines the economic and social vitality of a community, which may in turn encourage more crime.

A major Institute experiment is under way in Newark and Houston to determine which neighborhood-police crime prevention techniques can be used to reverse this process. The Institute is evaluating the results of the experiment, which uses existing public, private sector and neighborhood resources in each city, without Federal assistance.

The Institute also is evaluating Crime Stoppers and Neighborhood Watch programs and a variety of innovative private sector initiatives to promote crime prevention.

### Victims of Crime

Victims and their treatment was another priority. The National Institute sponsored with the Office of Justice Assistance, Research, and Statistics a National Conference of the Judiciary on the Rights of Victims of Crime. It brought together judges from the 50 states, the District of Columbia and Puerto Rico. The judges adopted recommended practices for their counterparts throughout the country regarding fair treatment of victims and witnesses, victim participation in judicial proceedings, victim and witness protection from intimidation and harm, and judicial training on the needs, concerns and legal interests of crime victims. This conference already has resulted in major changes in the way victims are treated by the courts in some states. For example, South Carolina judges now require victim impact statements at sentencing and Oregon is devoting its annual judicial education sessions to crime victim issues.

In addition, the Institute has begun development of a manual of techniques to reduce trauma to child victims and witnesses in criminal prosecution. The study is examining and documenting court reforms such as videotaping the child's testimony, closing the courtroom, creating a "children's courtroom," and appointing a special advocate.

### Drugs and Crime

Institute research continues to probe the link between drug abuse and crime. Research on the career criminal, for example, found that a majority of the violent predators among a sample of prison inmates had histories of drug abuse. Another study found that addicts committed six times more crime when actively using drugs than when they were drug-free.

Other NIJ-funded research has found a greater-than-expected tendency toward violent crimes among drug abusers. Heroin-using offenders are just as likely to commit violent crimes such as murder or sexual assault than non-drug users and even more likely to commit robbery and weapons offenses.

During the year, the Institute launched a field test in New York City and the District of Columbia, using urinalysis to detect drug use among arrestees. Preliminary findings showed that 62 percent showed use of one or more serious, illegal drugs at the time of their arrest. The field test will assess the degree of risk posed by drug abusers while on pretrial release and will compare the effectiveness of surveillance and treatment policies as deterrents to drug usage and subsequent rearrest.

### School Crime

In response to a recommendation of the Attorney General's Task Force on Violent Crime, the Institute developed and launched a school crime reduction project. The program is being carried out in conjunction with the Department of Education. Now under way in 44 secondary schools, the program emphasizes clarifying the rights and responsibilities of school officials regarding criminal incidents and applying law enforcement crime analysis techniques within the school setting. School districts in Jacksonville, Florida; Anaheim, California; and Rockford, Illinois, are participating in the program.

### Domestic Violence

Disputes involving spouses or family members often pose severe problems for law enforcement authorities. Although mediation is the usual procedure by the police, the results of an experiment by the Police Foundation raised questions about the effects of that approach. Conducted in Minneapolis, the experiment found that arrest was twice as effective in preventing future assaults than either mediation or ordering the assaulter from the premises.



The Institute also is producing a report on the criminal justice response to spouse abuse, describing the case processing alternatives available from initial arrest through case disposition. The report also will review victim services and outreach activities.

#### Career Criminals/Violent Crime

A key area of research for the Institute is the career criminal. One major effort by a National Academy of Sciences panel is assessing the current knowledge about the evolution of criminal careers. A national conference of researchers and policymakers will be convened to examine the results and determine how the findings can improve current crime control policies.

In a major cooperative project with the FBI, the Institute and OJARS are providing support to the National Center for the Analysis of Violent Crime, which will focus on serial murderers. The Violent Criminal Apprehension Program (VICAP) will analyze unsolved murders reported by local authorities and provide information to local investigators on similarities and patterns in cases.

#### Corrections

Institute research is exploring private sector involvement in corrections. One effort is examining how the private sector can aid in creating what Chief Justice Burger has called "factories with fences." The study is expected to provide guidelines for developing and operating prison industries. The Institute also is exploring how private corporations might be used to build, staff, and operate prisons on a contract or lease-back basis.

#### Jailing Drunk Drivers

Statutes mandating jail confinement for drunk driving convictions recently have been enacted by a number of jurisdictions. Institute staff studied the effects of these laws on the criminal justice system in jurisdictions in four states. Arrest rates and jail confinements rose under the statutes, the study found, exerting strains on correctional resources. Although a direct cause and effect relationship could not be established, in general, the jurisdictions studied experienced a decrease in traffic fatalities following adoption of mandatory jailings.

#### Research Utilization

To make sure research is useful -- and used -- the Institute transmits important information to practitioners and policymakers through conferences, special reports, research summaries, policy papers and seminars. Among the reports completed in 1984 were Vehicle Theft Prevention, Managing Correctional Resources, Compensating Victims of Crime, and Partnerships for Neighborhood Crime Prevention.

Research in Brief, a new series, highlights findings in a succinct, easy-to-read format. Among the Briefs published in 1984 were Jailing Drunk Drivers, The Growing Role of Private Security, Incapacitating Criminals, Assessing Criminal Justice Needs, Drug Use and Pretrial Crime in the District of Columbia, and Privatization of Corrections.

National conferences were held on neighborhood crime prevention, sentencing, and policing. Professional seminars were scheduled in such areas as coping with budgetary constraints, improving police management, costing police services, and preventing spouse abuse.

These dissemination activities were augmented by the National Criminal Justice Reference Service. NCJRS has a computerized data base of more than 75,000 books, reports, articles, and audiovisual materials on all aspects of criminal justice. NCJRS also issues a bimonthly journal, NIJ Reports, to keep 50,000 registered users abreast of new research reports and findings. It also maintains or supports special data bases for other Justice Department agencies. These include the Juvenile Justice Clearinghouse, with funding from the National Institute for Juvenile Justice and Delinquency Prevention; the Dispute Resolution Center, for the Federal Justice Research Program; and the National Victims Resource Center, located within the Office for Victims of Crime.

## BUREAU OF JUSTICE STATISTICS

Steven R. Schlesinger, Director

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

In the four years since its creation, the Bureau has developed a program that responds to the diverse requirements of the Justice System Improvement Act and recently passed criminal justice legislation. The Act addressed more than half a century of recommendations calling for an independent and objective national center to provide basic information on crime to the President, the Congress, the judiciary, state and local governments, the general public, and the media.

### Data Analysis and Dissemination

The Bureau maintains on ongoing internal analytic capability to provide the Administration, the Congress, and the public with timely and accurate data concerning problems of crime and the administration of justice in the Nation. The Bureau prepared and disseminated 27 reports during the year.

During Fiscal Year 1984, the first edition of Report to the Nation on Crime and Justice was issued. This report has been a major effort of the Bureau over the past two years. It is a landmark document in that it is the first attempt to describe comprehensively crime and the justice system in a nontechnical format. The report is now in its second printing, with nearly 75,000 copies sold or distributed; a second edition will be released in 1986.

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

The Special Reports, begun in February 1983, also are written in nontechnical language and are aimed at a broad audience. During 1983, they were produced periodically; in mid-1984 the Special Reports became monthly publications. Each is devoted to a topic of current public interest and policy debate.

### Victimization Data

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

In May 1984, the Bureau released, for the fourth year, the findings of an NCS indicator measuring the proportion of American households touched by crime; it has revealed that victimization by crime is one of the most common negative life events that a family can suffer.

In June 1984, the Bureau released findings that showed a general downturn in victimization rates in 1983 that was sharper and more widespread than occurred in 1982. This annual report was released three months earlier than in the previous year as a result of methodological work aimed at producing the data as close to the end of the reference period as possible.

Topical NCS studies released during Fiscal Year 1984 included the severity of crime, family violence, and the economic cost of crime to victims.

### Law Enforcement Statistics

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

### Adjudication Statistics

The Adjudication Program produces statistics on felony prosecution, public defense, and state court caseloads that can be used to evaluate established methods and to develop new mechanisms for increasing efficiency and fairness in the adjudication process. These statistics also are used for special studies on topics such as career criminal programs, crime while

on bail, comparative systems of indigent defense, and the impact of court structure on case processing.

During Fiscal Year 1984, the Bureau continued collection and publication of data on state court caseload statistics, including a Special Report covering the period between 1978 and 1983.

The Prosecution of Felony Arrests Project collects and analyzes case processing data from PROMIS jurisdictions. During the year, The Prosecution of Felony Arrests, covering 14 jurisdictions, was published and a document containing 1980 case processing data for 28 jurisdictions was completed.

In August 1984, BJS released the findings from the first survey of indigent defense services since 1973. Criminal Defense Systems presented national and state-level data on public defense system types, funding sources, cost, and caseloads.

Very little data are available about the pretrial phase of the judicial process. To fill this void, BJS funded a study to determine the feasibility of developing a national pretrial data base. Twenty states were surveyed to investigate the feasibility of data collection, and a survey instrument was developed and tested in three jurisdictions. A second phase of this effort is refining procedures and forms and selecting a sample of 15 sites for which data will be collected and analyzed.

#### Correctional Statistics

This program provides systematic data on correctional populations and agency workloads, covering probation, local jails, state and Federal prisons, and parole. A total of five statistical reports were produced under the corrections program in Fiscal Year 1984.

The National Probation Reports series provides annual data, by state, on the number of admissions to probation supervision and the year-end total of persons under such supervision. The Uniform Parole Reports Program, begun in 1965, provides data on the populations and characteristics of persons admitted to and released from parole supervision. The program also gathers information from states annually on legislative and administrative changes likely to affect the time sentenced and served in correctional institutions. Probation and Parole 1983 provided state-by-state data on admissions to and exits from probation and parole.

During 1984, analysis began of data from the 1983 National Jail Census and National Jail Inmate Survey. Publication of data will begin in early FY 1985. Additional analyses and publication will take place in 1985 and 1986. During 1984, the Census of State Correctional Facilities was conducted, and planning was completed for the 1985 Survey of Prison Inmates.

The National Prisoner Statistics series dates back to 1926. It provides year-end and mid-year counts, by jurisdiction, of prisoners confined in state and Federal institutions. In July 1983, a new program to gather information on the characteristics of offenders admitted to or released from prisons was initiated--the National Corrections Reporting Program (NCRP). This series will provide information on demographic characteristics, offenses, sentences, and time served.

The NCRP will be integrated with the Uniform Parole Reports to provide a complete overview of sanctioning across the states from prison entry through termination of parole. The first release of data under this new program occurred in September 1984. The National Prisoner Statistics Series also reports separately on state prisoners sentenced to and awaiting execution.

#### Federal Statistics

A major priority during Fiscal Year 1984 was the continued development of the Federal Justice Statistics Data Base tracing offenses from investigation through prosecution, adjudication, and corrections. By the end of FY 1984, the data base included input from the FBI, DEA, U. S. Attorneys, U. S. Courts, and Bureau of Prisons. This represents the first time that Federal justice data have been incorporated in a single data series. Several publications were released under the Federal Justice Statistics Program in Fiscal Year 1984. These include Federal Drug Law Violators and Bank Robbery: Federal Offenses and Offenders. Additional reports were issued on Habeas Corpus and Electronic Fund Transfer and Crime.

#### Privacy, Confidentiality, and Information Policy

The Bureau continued activities to ensure the confidentiality of statistical data and the privacy and security of criminal history information. During the year, a publication on information policy and crime control strategies was released.

#### State Statistical and Systems Programs

Through the Bureau's support, 44 state statistical analysis centers for criminal justice data have been established. They provide statistical services and policy guidance to the Governors, executive branch agencies, legislators, state and local criminal justice agencies, the judiciary, the press, and the public. In addition, these centers provide data for statistical compilations being developed by the Bureau.

During Fiscal Year 1984, grants were awarded to continue the development of statistical analysis centers in six states where they had been established recently. In addition, the Bureau entered into cooperative agreements with 31 state statistical analysis centers for the performance of specific tasks in accordance with programs developed by the Bureau. These included clearinghouses for criminal justice statistics, analysis of issues of critical importance to the state, and development of analytic methodology and techniques.

The Bureau also supports the operation of State Uniform Crime Reporting systems in more than 40 states to facilitate the submission and improve the quality of data submitted by local police agencies to the Federal Bureau of Investigation. During the year, awards were made to five states to assist them in continuing the effective operation of systems already in place, but which were in danger of deteriorating or being abandoned because of the lack of adequate state funding.

A significant recent program development is BJS analysis of state-supplied data to address issues of current interest and policy debate. During the fiscal year, two such reports were issued: Tracking Offenders and Time Served in Prison.

#### Methodological Evaluation

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

The NCS redesign project is a total reassessment of the objectives, administration, design and potential uses of the survey and implementation of improvements in the definition of criminal victimization, sample design, survey instrument and estimation procedures. The NCS redesign work is nearing completion; the remaining work consists of deciding which recommended design changes to make and implementing those changes. The changes will be implemented in two stages: July 1985 and late 1987.

During 1984, the study of the UCR Program, undertaken in cooperation with the FBI, began its second phase. In the first phase, the history and evolution of the program were documented and an exhaustive set of issues was identified by police, researchers, planners and the media. The second phase has produced a preliminary set of recommendations that will culminate in a proposed blueprint for a redesigned UCR to be reviewed by the Attorney General.

#### OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

Alfred S. Regnery, Administrator

#### SPECIAL EMPHASIS DIVISION

The Special Emphasis Division began and continued several significant programs in FY 1984, as follows:

The National Center for Missing and Exploited Children was established to provide, collect and disseminate information about this issue; assist searching parents and law enforcement agencies; and organize, assist and coordinate private action groups and volunteers. The Center is a professionally staffed national resource office, and has a toll-free number for the collection and coordination of information about missing children.

The Habitual Serious and Violent Juvenile Offender Program was continued in Fiscal Year 1984. This prosecutorial program is an experimental attempt to target youth who exhibit a repetitive pattern of serious delinquency behavior for more intensive prosecutorial and correctional intervention, thereby reducing their propensity to sustain a criminal life-style while also increasing public safety. The program has both a rehabilitation and reintegration component, and also provides for the participation of victims in the prosecutorial process.

A Habitual Serious Offender/Drug Involved Program also was continued in 1984. The program is designed to establish a structured law enforcement focus on serious crime perpetrated by juvenile drug users, to reduce crime frequency and drug procurement by juveniles, and to increase the identification, arrest, conviction and incarceration of drug pushers whose clients are primarily juveniles.

The Violent Juvenile Offender Program, a two-part research and development effort, continued during the year. Part I tests program models for the treatment and reintegration of violent juvenile offenders that are designed to reduce violent crimes committed by the youth. Part II tests the capability of indigenous organizations to reduce violent and serious crime by mobilizing residents and influencing response patterns of local socializing institutions.

## CONCENTRATION OF FEDERAL EFFORT

**OJJDP-ADAMHA Joint Effort.** During 1984, the Concentration of Federal Effort Program supported an important inter-agency effort in the substance abuse area. The Office of Juvenile Justice and Delinquency Prevention and the Alcohol, Drug Abuse, and Mental Health Administration joined to sponsor two conferences on the subject of the juvenile offender with substance abuse and/or mental health problems.

## TRAINING AND DISSEMINATION DIVISION

The major FY 1984 activities of the Training and Dissemination Division were as follows:

**The Restitution Education, Specialized Training, and Technical Assistance Program.** This new program is providing education, training, and technical assistance to key juvenile justice system personnel to inform them of the range of successful juvenile restitution programs. The program was designed not only to provide training but also to increase the use of restitution and to refine the approaches to restitution as one of the dispositions available in the juvenile courts.

**National School Safety Center.** A National School Safety Center has been established that provides a national focus on school safety by making the Nation aware of the magnitude of school crime and violence, by identifying the ways and means to diminish crime and violence, and by promoting innovative workable campus crime prevention and school discipline restoration programs. In addition, the Center operates a national clearinghouse; conducts statutory and case law research of the rules and procedures governing school discipline and campus crime prevention; and sponsors a National School Safety Network to inform participants of pertinent issues and recommend strategies for responses to school crime and violence.

**Permanent Families for Abused and Neglected Children.** This program focuses national attention on the need for providing permanent homes for abused and neglected children. It is coordinated by the National Council of Juvenile and Family Court Judges. To aid judges in their decisions in child abuse and neglect cases, the program recruits and trains volunteers who serve as Court-Appointed Special Advocates. This partnership of juvenile and family court judges, volunteers, and others interested in the welfare of children is expected to reduce the number of children in foster care, prevent juvenile delinquency, and greatly enrich the lives of the Nation's abused and neglected children.

**Other Training Programs.** During FY 1984 the Office supported several other training programs. These included the following: The National Council of Juvenile and Family Court Judges continued to provide training in a wide range of areas for juvenile and family court judges and court-related personnel. The Office's Law-Related Education Program was continued. It helps youth understand the processes of the juvenile justice system and the application of law in everyday life. A new training program was established for police executives and personnel at the Federal Law Enforcement Training Center in Glynco, Georgia. This program is designed to increase police effectiveness in providing juvenile services. Another training program for police was provided for experienced investigators in state-of-the-art techniques for investigating cases involving child abuse, sexual exploitation of children and "kiddie" pornography.

## RESEARCH AND PROGRAM DEVELOPMENT DIVISION

The Research and Program Development Division supports a comprehensive program of research addressing three major areas: Delinquency Behavior and Prevention; the Juvenile Justice System; and Alternatives to the Juvenile Justice System. Highlights of results from several major projects completed during FY 1984 follow:

**The Young Criminal Years of the Violent Few.** This study, conducted in Columbus, Ohio, addressed the issue of whether youth arrested for violent crime persisted in criminal activity into early adulthood. This follow-up study of a cohort of 1,222 violent juvenile offenders found a clear continuity between their juvenile and adult criminal careers: 59 percent were arrested at least once for a felony before they reached their mid-twenties.

**Delinquency in a Birth Cohort.** This study compared findings from an examination of school, police and juvenile court records of males and a small number of females born in Philadelphia in 1945 and 1958. In the 1945 sample, 6 percent of the cohort and 18 percent of the delinquents were chronic offenders who accounted for 52 percent of all delinquent acts. In the 1958 sample, 7.5 percent of the cohort and 23 percent of the delinquents were responsible for 61 percent of all offenses. The study also showed that chronic delinquents in the 1958 cohort committed more crimes and more serious crimes than the 1945 cohort.

**Evaluation of School Crime Reduction Initiative.** This evaluation studied the implementation and effectiveness of teacher team interventions in schools to help reduce crime, fear of crime, and disruptive behavior. Teacher teams were established in over 200 elementary, middle, and high schools located in 47 cities throughout the country. Interventions judged to be "most effective" in reducing crime were identified.

FORMULA GRANTS AND TECHNICAL ASSISTANCE DIVISION

**Formula Grant Program.** Among the total of 57 states and territories eligible to participate in the formula grant program, 53 were participating during FY 1984. These received formula grant awards totaling \$42,195,000. State and territorial allocations were based on the population of juveniles (under 18 years of age). The minimum allocation to each state was \$225,000 and to each territory, \$56,250.

**Non-Participating States Training Program.** The four non-participating states were awarded funds in FY 1984 (North Dakota, South Dakota, Wyoming and Nevada) for two types of training: to send key juvenile justice personnel and law enforcement leaders to existing national and regional training courses offered by OJJDP for the purpose of convening workshops and seminars to deal with specific in-state problems and issues related to the deinstitutionalization, separation, and jail removal mandates of the Act.

**Technical Assistance.** A major new technical assistance program was started to benefit juvenile courts. Through it, juvenile courts were provided information and consultation with the aim of improving the effectiveness of their practices.



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**END**