



OFFICE OF JUSTICE PROGRAMS ANNUAL REPORT TO CONGRESS FISCAL YEAR 2008



U.S. Department of Justice
Office of Justice Programs
810 Seventh Street, NW
Washington, DC 20531

Eric H. Holder, Jr.
Attorney General
U.S. Department of Justice

David Ogden
Deputy Attorney General
U.S. Department of Justice

Thomas Perrelli
Associate Attorney General
U.S. Department of Justice

Laurie O. Robinson
Acting Assistant Attorney General
Office of Justice Programs

Office of Justice Programs
Innovation • Partnerships • Safer Neighborhoods
www.ojp.usdoj.gov

CONTENTS

INTRODUCTION	I
I OFFICE OF JUSTICE PROGRAMS OVERVIEW	3
OJP'S ORGANIZATION	3
BUREAUS	4
PROGRAM OFFICES	5
SUPPORT OFFICES	5
GRANT OVERSIGHT	7
GRANT MANAGEMENT AND OVERSIGHT	7
PROGRAM ASSESSMENT	8
AUDIT ACTIVITY	8
TRAINING	9
2 LAW ENFORCEMENT	11
BULLETPROOF VEST PARTNERSHIP PROGRAM	11
PUBLIC SAFETY OFFICER MEDAL OF VALOR	11
PUBLIC SAFETY OFFICERS' BENEFITS PROGRAM	12
WEED AND SEED	13
WEED AND SEED STRATEGY	13
TRAINING AND TECHNICAL ASSISTANCE	14
VOLUNTEER INCOME TAX ASSISTANCE	14
INDIVIDUAL DEVELOPMENT ACCOUNT DEMONSTRATION	15
PUBLIC HOUSING SAFETY INITIATIVE	15
INDIAN ECONOMIC DEVELOPMENT INITIATIVE	15
TRIBAL-CCDO ROUNDTABLES	16
EDWARD BYRNE MEMORIAL DISCRETIONARY GRANTS PROGRAM	16
TARGETING VIOLENT CRIME INITIATIVE	17
PREPARING FOR PANDEMIC AND OTHER PUBLIC HEALTH EMERGENCIES	17
NATIONAL MOTOR VEHICLE TITLE INFORMATION SYSTEM	18
HELPING WAR VETERANS RETURN TO LAW ENFORCEMENT	20
CONFRONTING MORTGAGE FRAUD, FORECLOSURES, AND VACANT HOMES	20
3 PROTECTING COMMUNITIES FROM DANGEROUS SEX OFFENDERS	21
PROJECT SAFE CHILDHOOD/INTERNET CRIMES AGAINST CHILDREN	
TASK FORCE PROGRAM	21
SEX OFFENDER REGISTRIES	22
DRU SJODIN NATIONAL SEX OFFENDER PUBLIC WEBSITE	22
INDIAN COUNTRY/TERRITORY CENTRALIZED SEX OFFENDER REGISTRY	22

	SEX OFFENDER REGISTRATION AND NOTIFICATION ACT (SORNA) INITIATIVES	23
	FINAL NATIONAL GUIDELINES ON SEX OFFENDER	
	REGISTRATION AND NOTIFICATION	23
	THE NATIONAL IMPLEMENTATION OF SORNA	23
	IMPLEMENTATION IN INDIAN COUNTRY—SORNA SECTION 127	24
	SORNA TRAINING AND TECHNICAL ASSISTANCE	25
	SORNA SOFTWARE RESOURCE DEVELOPMENT	26
	SMART OFFICE PROGRAMMING	26
	GRANT PROGRAMS	26
	WEB SITE RESOURCE DEVELOPMENT	27
	PARTNERSHIPS AND PROGRAM DEVELOPMENT	28
4	COURTS	29
	JUSTICE AND MENTAL HEALTH COLLABORATION PROGRAM/MENTAL	
	HEALTH COURTS PROGRAM	29
	COURT APPOINTED SPECIAL ADVOCATES PROGRAM	29
	TRIBAL COURTS ASSISTANCE PROGRAM	30
	CAPITAL LITIGATION	30
5	CORRECTIONS	31
	PRISONER REENTRY INITIATIVE	31
	BJA PROGRAMMING	31
	OJJDP PROGRAMMING	31
	CCDO PROGRAMMING	32
6	GANGS	33
	PROJECT SAFE NEIGHBORHOODS/DOJ ANTI-GANG INITIATIVE	33
	BJA INITIATIVES	33
	NIJ INITIATIVES	34
	OJJDP INITIATIVES	34
7	JUVENILE JUSTICE	37
	JUVENILE JUSTICE AND DELINQUENCY: FORMULA GRANTS PROGRAM	37
	TITLE V COMMUNITY PREVENTION GRANTS PROGRAM	38
	JUVENILE ACCOUNTABILITY BLOCK GRANT PROGRAM	39
	ENFORCING UNDERAGE DRINKING LAWS PROGRAM	40
	TRIBAL YOUTH PROGRAM	42
	CHILD PROTECTION PROGRAMS	43
	NATIONAL CENTER FOR MISSING AND EXPLOITED CHILDREN	43
	PREVENTING THE COMMERCIAL SEXUAL EXPLOITATION OF CHILDREN	45
	AMBER ALERT	45
	MENTORING PROGRAMS/FAITH-BASED AND COMMUNITY INITIATIVES	47
	MENTORING PROGRAMS	47
	FAITH-BASED AND COMMUNITY INITIATIVES	48
	HELPING AMERICA’S YOUTH INITIATIVE	50
	NATIONAL MISSING CHILDREN’S DAY 2008	50

8	VICTIMS OF CRIME	53
	CRIME VICTIM COMPENSATION	53
	CRIME VICTIM ASSISTANCE	53
	HELPING OUTREACH PROGRAMS TO EXPAND (HOPE)	53
	CRIME VICTIMS' RIGHTS AND PUBLIC AWARENESS OUTREACH	54
	MASS VIOLENCE RESPONSE	57
	INTERNATIONAL TERRORISM VICTIM EXPENSE REIMBURSEMENT PROGRAM (ITVERP) ..	58
	VICTIM REUNIFICATION TRAVEL PROGRAM	59
	HUMAN TRAFFICKING	60
	VICTIMS WITH DISABILITIES	61
	SEXUAL ASSAULT	62
	VICTIM ASSISTANCE IN THE FEDERAL SYSTEM	62
	TRIBAL VICTIM ASSISTANCE PROGRAMS AND INITIATIVES	63
	ROUNDTABLE DISCUSSIONS ON CHILD SEXUAL ABUSE IN INDIAN COUNTRY	63
	TRIBAL VICTIM ASSISTANCE PROGRAM (TVA)	63
	COUNSELING & FAITH-BASED SERVICES FOR CRIME VICTIMS IN	
	INDIAN COUNTRY	64
	CHILDREN'S JUSTICE ACT PARTNERSHIPS FOR INDIAN COMMUNITIES	
	GRANT PROGRAM	64
	IDENTITY THEFT	64
	OVC'S TRAINING AND TECHNICAL ASSISTANCE CENTER	65
	NATIONAL VICTIM ASSISTANCE ACADEMY	65
	VICTIM ASSISTANCE TRAINING ONLINE (VAT ONLINE)	65
	OVC TRAINING FOR VICTIM SERVICE PROVIDERS	65
	NEW ONLINE TRAINING SELF ASSESSMENT TOOL	65
9	SUBSTANCE ABUSE AND CRIME	67
	RESIDENTIAL SUBSTANCE ABUSE TREATMENT (RSAT) FOR STATE PRISONERS	
	FORMULA GRANT PROGRAM	67
	JUVENILE DRUG COURTS/RECLAIMING FUTURES PROGRAM	67
	ADULT DRUG COURT PROGRAM	69
	DRUG COURT COMMUNITY PLANNING AND DEVELOPMENT	69
	DRUG COURT DISCRETIONARY GRANT PROGRAM	69
	DRUG COURT TRAINING AND TECHNICAL ASSISTANCE	69
	DRUG COURT RESEARCH AND TECHNOLOGY	70
	INDIAN ALCOHOL AND SUBSTANCE ABUSE PROGRAM	70

IO	RESEARCH AND TECHNOLOGY TO FIGHT CRIME	71
	SOCIAL SCIENCE, RESEARCH, EVALUATION, AND DEVELOPMENT	71
	DNA	71
	PRISON RAPE	71
	EVALUATING CRIMINAL JUSTICE TECHNOLOGY	72
	EYEWITNESS IDENTIFICATION	72
	AMERICAN INDIAN/ALASKAN NATIVE RESEARCH	72
	NIJ EXECUTIVE SESSION ON POLICING	72
	INDEPENDENT EVALUATION OF NIJ	73
	ELDER MISTREATMENT AND ELDER FORENSICS	73
	TEEN DATING VIOLENCE	74
	INTERNATIONAL CRIME AND JUSTICE	74
	HUMAN TRAFFICKING	74
	AWARDS	75
	SCIENCE AND TECHNOLOGY PROGRAM	76
	FORENSIC SCIENCE RESEARCH AND DEVELOPMENT	76
	NON-FORENSIC SCIENCE RESEARCH AND DEVELOPMENT	76
	TECHNOLOGY ASSISTANCE AND CAPACITY BUILDING	77
	STANDARDS AND COMPLIANCE TESTING	78
	CRIMINAL INTELLIGENCE AND INFORMATION SHARING	79
	PRIVACY AND CIVIL LIBERTIES PROTECTION	79
	CRIMINAL RECORDS IMPROVEMENT	80
	NATIONAL INSTANT BACKGROUND CHECK SYSTEM IMPROVEMENT AMENDMENTS ACT	81
	TRIBAL CRIMINAL HISTORY RECORD IMPROVEMENT PROGRAM	81
	VIOLENCE AGAINST WOMEN ACT II STALKING DATABASES	81
	EVALUATION OF JUVENILE JUSTICE PROGRAMS	82
	REPLICATION AND EVALUATION OF PROMISING PROGRAMS FOR	
	SUBSTANCE ABUSE	82
	TRIBAL YOUTH RESEARCH	82
	OJJDP GIRLS STUDY GROUP	83
	DELINQUENCY RESEARCH STUDIES	84
II	CRIMINAL JUSTICE STATISTICS AND DATA COLLECTION	85
	CRIMINAL JUSTICE STATISTICAL PROGRAMS	85
	COURTS AND SENTENCING STATISTICS	85
	CORRECTIONS STATISTICS	86
	SEXUAL VIOLENCE IN CORRECTIONAL FACILITIES	88
	VICTIMIZATION STATISTICS	88
	LAW ENFORCEMENT AND FORENSIC STATISTICS	89
	HUMAN TRAFFICKING	90
	STATE JUSTICE STATISTICS PROGRAM	90
	JUVENILE JUSTICE STATISTICS	90
	APPENDIX: FISCAL YEAR 2008 AWARDS	93

INTRODUCTION

The Annual Report provides an overview of many of the projects undertaken by the Office of Justice Programs (OJP) in an effort to fulfill the vision of providing unparalleled resources to the justice community. The report is required pursuant to sections 102(b) and 810 of Public Law 90-351, the Omnibus Crime Control and Safe Streets Act of 1968 [42 U.S.C. 3712(b), 3789e]. OJP draws on a wealth of knowledge supported by research and many years of experience to ensure the funds allocated by Congress reach those programs most able to meet the needs identified by OJP. OJP employees collaborate extensively with criminal justice organizations to facilitate progress in the criminal justice field and make significant efforts to disseminate information on promising practices and proven approaches to increasing safety across the country.

The information contained in this report provides an accounting of many of these efforts to lead and support criminal justice programming around the country. Several OJP bureaus also submit Annual Reports to Congress that cumulatively provide a more comprehensive look at OJP programming. For additional information, contact OJP's Office of Communications at (202) 307-0703 or visit the OJP Web site at www.ojp.usdoj.gov. For ordering and other information about OJP publications, contact the National Criminal Justice Reference Service at (800) 851-3420 or www.ncjrs.gov.

OJP's VISION

OJP will be the premier resource for the justice community. We will do this by providing and coordinating information, research and development, statistics, training, and support to help the justice community build the capacity it needs to meet its public safety goals. These initiatives will be accomplished by embracing local decision-making while also encouraging local innovation through strong and intelligent national policy leadership.

1

OFFICE OF JUSTICE

PROGRAMS OVERVIEW

OJP is led by an Assistant Attorney General (AAG) who ensures OJP policies and programs reflect the priorities of the President, the Attorney General, and the Congress. The AAG provides leadership and promotes coordination among the major program offices within OJP. For more than 20 years, OJP has effectively provided federal leadership in developing the nation's capacity to prevent and control crime, improving the criminal and juvenile justice systems, increasing knowledge about crime and related issues, and assisting crime victims. OJP strives to be the premier resource for the nation's criminal and juvenile justice communities. OJP's role is to work in partnership with the justice community to identify challenges confronting the justice system and to provide state-of-the-art information, training, funding, and innovative approaches and strategies for addressing those challenges.

In Fiscal Year (FY) 2008, OJP made 3,590 grant awards to state and local law enforcement and community organizations, totaling more than \$1.8 billion. Over the past ten years, OJP has provided assistance to the criminal justice community through the award of more than 52,000 grants totaling more than \$26 billion. In addition, OJP has provided many hours of training and technical assistance, as well as insightful research, technology, and statistical information to law enforcement, criminal and juvenile justice practitioners, policymakers, and community organizations. OJP positively impacts communities across the country every day.

OJP's MISSION

To increase public safety and improve the fair administration of justice across America through innovative leadership and programs.

OJP's ORGANIZATION

OJP consists of the following bureaus and program offices:

- ▶ Bureau of Justice Assistance (BJA)
- ▶ Bureau of Justice Statistics (BJS)
- ▶ National Institute of Justice (NIJ)
- ▶ Office of Juvenile Justice and Delinquency Prevention (OJJDP)
- ▶ Office for Victims of Crime (OVC)
- ▶ Community Capacity Development Office (CCDO)
- ▶ Office of Sex Offender Sentencing, Monitoring, Apprehending, Registering, and Tracking (SMART)

Bureaus

The **Bureau of Justice Assistance (BJA)** supports law enforcement, courts, corrections, treatment, victims of human trafficking, technology, and prevention initiatives that strengthen the nation's criminal justice system. BJA provides leadership, services, and funding to America's communities by: emphasizing local control; building relationships in the field; developing collaborations and partnerships; promoting capacity building through planning; streamlining the administration of grant programs; increasing training and technical assistance; creating accountability of projects; encouraging innovation; and communicating the value of justice efforts to decision makers at every level.

The **Bureau of Justice Statistics (BJS)** is the primary statistical agency for the Department of Justice (DOJ). BJS collects, analyzes, publishes, and disseminates information on crime, criminal offenders, victims of crime, and the operation of justice systems at all levels of government. BJS provides the President, Congress, other officials, and the public with timely, accurate, and objective data about crime and the administration of justice. In addition, BJS provides financial and technical support to state, local, and tribal governments to develop their criminal justice statistical capabilities. This assistance targets the development of information systems related to national criminal history records, records of protective orders involving domestic violence and stalking, sex offender registries, and automated identification systems used for background checks.

The **National Institute of Justice (NIJ)** is the research, development, and evaluation component of DOJ. NIJ provides objective, independent, evidence-based knowledge and tools to meet the challenges of criminal justice, particularly at state, local, and tribal levels. NIJ's major program areas include: research on the causes and consequences of crime and ways to prevent it; research, development, and evaluation of technologies and practices to protect the safety and improve the effectiveness of law enforcement and corrections professionals; develop-

ment and evaluation of crime control and prevention initiatives at the federal, state, local, and tribal levels, and internationally; and activities to enhance the state of criminal justice procedure, such as the Department's DNA Initiative.

The **Office of Juvenile Justice and Delinquency Prevention (OJJDP)** supports state, tribal, and community efforts to prevent and respond to juvenile delinquency and child victimization. OJJDP sponsors numerous research, program, and training initiatives; develops priorities and goals and sets policies to guide federal juvenile justice issues; disseminates information about juvenile justice issues; and awards funds to states to support local programming nationwide. Major areas of emphasis include programming to address missing and exploited children and to enhance gang reduction efforts. OJJDP strives to improve the juvenile justice system through programs that incorporate proven prevention strategies, provide treatment and rehabilitation, and hold juvenile offenders accountable.

The **Office for Victims of Crime (OVC)** is committed to enhancing the nation's capacity to assist crime victims and to provide leadership in changing attitudes, policies, and practices to promote justice and healing for all crime victims. OVC administers programs authorized by the Victims of Crime Act of 1984, as amended, and the Crime Victims Fund authorized by this statute. The Fund is comprised of criminal fines and penalties, special assessments, and bond forfeitures collected from convicted federal perpetrators, as well as gifts and donations received from the general public. Money deposited in the Fund is used to support a wide range of activities on behalf of crime victims, including victim compensation and assistance services, training and technical assistance, and program evaluation and replication. OVC provides assistance and support to victims of crime in several areas including, but not limited to, the following: domestic and international terrorism; domestic violence; mass violence; identity theft; child sexual assault; and human trafficking.

Program Offices

The **Community Capacity Development Office (CCDO)** supports the Departmental objective of assisting state, local, and tribal efforts to prevent or reduce crime and violence. CCDO helps to develop the capacity of some of the country's most violent communities to not only address their crime problems, but also begin the process of converting these highly distressed areas into thriving neighborhoods. CCDO develops local capacity and promotes community participation which: (1) enables communities to reduce violent and drug crime, (2) strengthens community capacity to increase the quality of life, and (3) promotes long-term community health and vitality. CCDO, in FY 2008, provided direct Weed and Seed grant assistance; focused training and technical assistance; and/or access to CCDO initiated partnerships or model programs to hundreds of communities across the country.

The **Office of Sex Offender Sentencing, Monitoring, Apprehending, Registering, and Tracking (SMART)** is authorized by the Adam Walsh Child Protection and Safety Act (Public Law No.109-248) and began operations in early FY 2007. The SMART Office mission is to ensure that convicted sex offenders are prohibited from preying on citizens through a system of appropriate restrictions, regulations, and internment. The role of the SMART Office is to: (1) administer the standards for the Sex Offender Registration and Notification Program set forth in Title 1 of the Adam Walsh Act; (2) administer grant programs relating to sex offender registration and notification authorized by the Adam Walsh Act, as well as other grant programs authorized by the Adam Walsh Act as directed by the Attorney General; and (3) cooperate with and provide technical assistance to states, the District of Columbia, principal U.S. territories, units of local government, tribal governments, and other public and private entities involved in activities related to sex offender registration or notification, or to other measures for the protection of children or other members of the public from sexual abuse or exploitation.

Support Offices

The following offices within OJP provide agency-wide support:

- ▶ Office of Administration (OA)
- ▶ Office of Audit, Assessment, and Management (OAAM)
- ▶ Office of the Chief Financial Officer (OCFO)
- ▶ Office of the Chief Information Officer (OCIO)
- ▶ Office for Civil Rights (OCR)
- ▶ Office of Communications (OCOM)
- ▶ Office of General Counsel (OGC)
- ▶ Equal Employment Opportunity Office (EEO)

The **Office of Administration (OA)** is responsible for overseeing the administrative management services for OJP. This includes human resources recruitment and management; labor relations; contracting and procurement; property and space management; controlled correspondence; and maintenance, safety, and security of facilities.

The **Office of Audit, Assessment, and Management (OAAM)** ensures financial grant compliance and auditing of OJP's internal controls to prevent waste, fraud, and abuse; conducts programmatic assessments of DOJ grant programs, and acts as a central source for grant management policy. OAAM accomplishes its mission through the Audit and Review Division, the Program Assessment Division, and the Grants Management Division.

The **Office of the Chief Financial Officer (OCFO)** serves as the principal advisor on matters involving fiscal policy guidance and control to the OJP AAG. OCFO develops innovated funding solutions and strategies that allow OJP and the Department to meet leadership goals,

provides support to OJP customers, and maintains control over resources. OCFO is accountable for an appropriated budget of \$2.2 billion and is also responsible for the stewardship of more than \$6.6 billion in assets.

The **Office of the Chief Information Officer (OCIO)** provides information technology (IT) leadership, guidance, and support services that improve OJP's mission, management, and internal controls, and deliver timely IT solutions to OJP, its constituency, and U.S. citizens. OCIO has five core directorates: Enterprise Architecture, Enterprise Applications Support, Information Technology Security, Business Support, and Enterprise Applications Development.

The **Office for Civil Rights (OCR)** is responsible for ensuring that recipients of federal financial assistance comply with federal civil rights laws that prohibit discrimination in employment practices and in the delivery of services or benefits on the basis of race, color, national origin, sex, religion, disability, and age. OCR enforces the civil rights laws within its jurisdiction by: (1) investigating administrative complaints filed with OCR that allege discrimination in funded programs; (2) conducting OCR-initiated compliance reviews of funded programs to ensure that employees and beneficiaries are treated equitably; (3) reviewing Equal Employment Opportunity Plans which show underutilization in major job categories by race, national origin, and sex; and (4) providing technical assistance to state administering agencies and their sub recipients on compliance with the applicable federal civil rights laws. OCR conducts compliance reviews of: (1) law enforcement agencies to see that they are providing adequate services to their limited English proficient populations and (2) state administering agencies to evaluate their compliance with the Justice Department's Equal Treatment Regulation regarding funded faith-based organizations. OCR also provides legal staffing support to the Review Panel on Prison Rape.

The **Office of Communications (OCOM)** handles all OJP's congressional, legislative, and media-related activities to ensure effective com-

munications with Congress, the news media, and the public.

OCOM works with members of Congress, congressional committees, and congressional staff on legislation, policies, and issues that affect OJP, its bureaus and program offices, and the criminal justice community. This includes tracking legislation, responding to congressional requests, and providing guidance to the Department of Justice and OJP regarding pending legislation.

OCOM publishes news releases and other information and also works with the news media to keep them informed about OJP programs and activities. The staff also responds to media requests, arranges interviews with OJP officials, and news conferences to announce important programs or research findings..

The **Office of the General Counsel (OGC)** provides legal assistance and advice to OJP's bureaus and offices on all legal issues arising from OJP's role in providing 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. OGC advises on legal questions, problems and issues of nationwide concern, as well as provides legal advice and guidance on all agency operations. OGC is also responsible for administering the Freedom of Information Act and the Privacy Act for OJP bureaus and offices.

The **Equal Employment Opportunity Office (EEO)** advises management and employees of their rights and responsibilities under the various laws, statutes, Executive Orders, and regulations relating to equal employment opportunity. The EEO Office also processes complaints alleging employment discrimination, analyzes employment data, and prepares reports on those areas as required by regulation. The office is staffed with a manager, an EEO specialist, an EEO assistant, and a Human Resources staff person on detail. There are five collateral duty special emphasis program manager positions that also report to the EEO manager.

Support office accomplishments are generally not included in this report, as they support other accomplishments detailed in the report. This year, however, it is important to note the significant role played by OAAM in enhancing OJP's accountability and oversight capabilities for its grant programs. These accomplishments are described in the following section on grant oversight.

GRANT OVERSIGHT

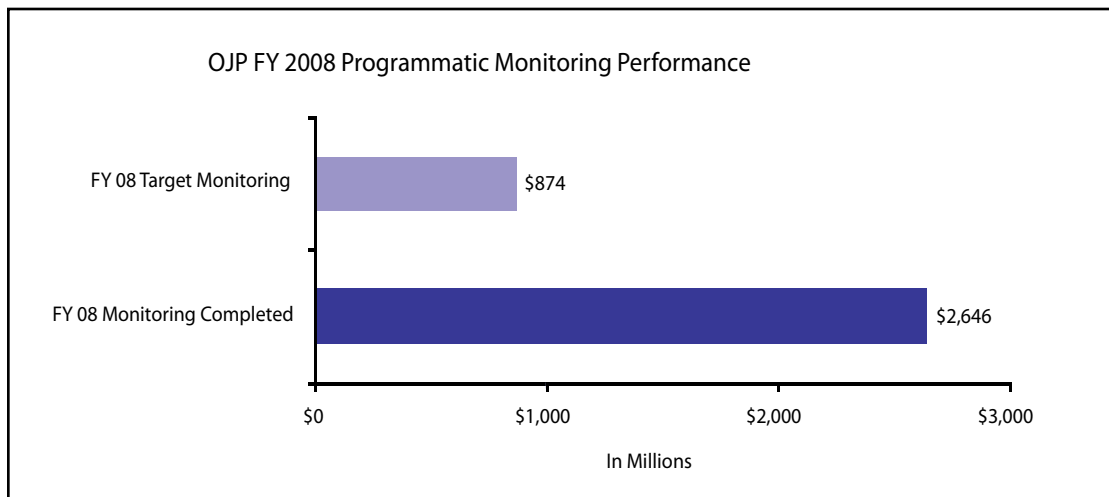
Grant Management and Oversight

OAAM oversees the programmatic monitoring activities of all OJP bureaus and program offices by setting standard monitoring policies and procedures and assessing the quality of monitoring activities and documentation. In this capacity, OAAM has:

- ▶ Completed and distributed a formal report of OJP and Office of Community Oriented Policing Services (COPS) monitoring efforts, documenting both the level and the quality of monitoring activities in FY 2007.
- ▶ Released the Grant Monitoring Tool (GMT) for use among all OJP bureaus and program offices on October 1, 2007.

The GMT helps ensure that program managers conduct site visits using standard policies and procedures so that all on-site monitoring includes a review of financial and administrative compliance, as well as grant performance. OAAM also operated a GMT help desk for program managers throughout the year and achieved a 90 percent usage rate by the third quarter of FY 2008.

- ▶ Tracked, reviewed, and reported quarterly on grant monitoring accomplishments across OJP and COPS. OJP and COPS are required to monitor 10 percent of open, active awards. In FY 2008, they exceeded their target by conducting programmatic monitoring site visits on 30 percent of open, active award dollars, or \$2.65 billion, as shown in the following figure.
- ▶ Published a consolidated programmatic grant monitoring plan for OJP and COPS. The plan was generated using OAAM's newly-developed Grant Assessment Tool, which allows program offices to assess their grants against several standard criteria to develop a quantitative score, indicating that grant's monitoring priority. More than 4,000 grants were assessed in the development of the FY 2008 Monitoring Plan.



- ▶ Completed a FY 2008 update to the Grant Manager's Manual to reflect new tools and advanced monitoring guidelines.
- ▶ Consolidated OJP's peer review management services under one umbrella contract to ensure peer reviews are rigorous, cost-effective, consistent, and transparent across program offices. OAAM also published an accompanying OJP-wide peer review policy order and a procedures document.

OAAM supports OJP's efforts to streamline and standardize grant management policies and procedures across the agency by coordinating the design and enhancement of OJP's Grants Management System (GMS). As the owner of GMS, OAAM, under the direction of the Deputy AAG, oversees the grant management process for OJP. OAAM forwards monthly metric reports covering award acceptance, budget clearance, grant adjustments, progress reports, and closeouts to the program offices for review.

In FY 2008, OAAM helped OJP program offices continue to improve its grant management efficiency. OJP approved or denied grant adjustment notices in an average of 8 days, which is a significant decrease from 17 days in FY 2007. Additionally, on average, OJP closed its grants 156 days after the end of the grant.

In FY 2008, OAAM made the following improvements to GMS:

- ▶ Deployed an enhancement to the GMS Closeout Module in February. The enhancement automatically generates closeout packages 91 days after the end date of the grant. In addition, any remaining grant funds are frozen 91 days after the end date of the grant. GMS generated approximately 1,900 closeout packages since the addition of the closeout module.
- ▶ Integrated the Web-based grantee financial reporting system into GMS so that grant recipients have one place to submit financial and program progress reports.

Approximately 13,000 financial reports were submitted in GMS in FY 2008.

- ▶ Launched an enhanced peer review module in GMS. In FY 2008, OJP peer reviewed approximately 4,800 applications.
- ▶ Developed functional requirements for an improved grant monitoring module in GMS, which will capture improved grant monitoring documentation.

Program Assessment

In FY 2008, OAAM created the program assessment function to examine and report on the compliance and performance of OJP grant recipients and grant programs. Program assessment is a systematic, methodological approach to collecting, integrating, and analyzing programmatic information to measure performance and assess compliance with applicable regulations. In FY 2008, OAAM:

- ▶ Developed an infrastructure to conduct assessments, which included hiring six qualified program analysts, creating standard operating procedures, and drafting core program assessment methodologies.
- ▶ Completed an assessment of NIJ's Grant Progress Assessment Program and drafted a report, which included recommendations to streamline monitoring processes, improve federal oversight of the program, and eliminate the potential for conflicts of interest.
- ▶ Completed an assessment of BJA's Prescription Drug Monitoring Program. BJA agreed with the findings and is implementing recommendations in FY 2009 that will enhance their ability to document and analyze grantee and program performance.

Audit Activity

OAAM conducts internal reviews of OJP processes and makes recommendations to enhance and strengthen internal controls as

required by Office of Management and Budget (OMB) Circular A-123, "Management's Responsibility for Internal Control." OAAM also coordinates all activity related to audits of OJP operations and OJP grants and coordinates the process for grantees designated as high-risk. In FY 2008, OAAM:

- ▶ Streamlined and improved audit coordination activities related to the resolution of single grant audits and OIG grant audit report recommendations. During FY 2008, OAAM closed 159 single and OIG grant audit reports, which included 444 recommendations and \$18.4 million in questioned costs to various DOJ grant recipients.
- ▶ Worked closely with OCIO to strengthen internal controls related to information technology. As a result, the independent financial auditors closed all prior-year information technology deficiencies and weaknesses.
- ▶ In compliance with OMB Circular A-123, completed internal control reviews of OJP's significant financial management, grants management, and information technology business processes. The reviews resulted in several recommendations to improve OJP's internal control environment. OAAM's OMB Circular A-123 process is viewed as a best practice in DOJ.

Training

OAAM creates and maintains tools, policies, and practices to support OJP staff and ensure that they are managing their grants effectively. OAAM communicates these policies and procedures through intensive grant manager training. In FY 2008, OAAM:

- ▶ Conducted follow-up training on effective grant monitoring practices and use of the GMT for more than 100 grant managers.
- ▶ Sponsored a training session for nearly 40 OJP grant managers on "Accountability for Federal Grants: Planning, Measuring, and Reporting Grant Performance." The course focused on developing measurable objectives and assigning performance measures; reviewing a project application for measurable objectives, meaningful measures, and achievable targets; reporting on project performance; analyzing progress reports; and developing technical assistance plans for improving performance.
- ▶ Sponsored a Post Award Grant Management Training for 156 OJP grant managers. The course focused on the grant manager's role in approving changes to grants, reviewing progress reports and financial reports, and monitoring as well as closing grants.

2

LAW ENFORCEMENT

BULLETPROOF VEST PARTNERSHIP PROGRAM

BJA administers the Bulletproof Vest Partnership (BVP) Program. The BVP program helps protect the lives of public safety officers by assisting state, local, and tribal governments in equipping their officers with armor vests. The program pays up to 50 percent of the cost of each vest purchased by applicants. Eligible law enforcement officers include police officers, sheriff's deputies, correctional officers, parole and probation agents, prosecutors, and judicial officials. Applicants can select and purchase any ballistic- or stab-resistant vest that meets applicable NIJ standards. For information regarding the NIJ standard, Ballistic Resistance of Personal Body Armor, see "Standards and Compliance Testing," under the Science and Technology Program section of Chapter 10.

- ▶ In FY 2008, BJA, through the Bulletproof Vest Partnership (BVP) program, made more than \$20.6 million in payments to almost 4,484 agencies, supporting the purchase of more than 190,515 vests for law enforcement officers across the country. This includes funds for the replacement of currently deployed Zylon® vests, which may not provide the intended level of ballistic resistance.
- ▶ Of the total amount, approximately \$6.3 million in payments was made to large jurisdictions, and approximately \$14.3 million to smaller jurisdictions.

PUBLIC SAFETY OFFICER MEDAL OF VALOR

The Public Safety Officer Medal of Valor Act, enacted on May 30, 2001, created the Public Safety Officer Medal of Valor as the highest national award for valor by a public safety officer. It is awarded by the President to public safety officers cited by the Attorney General and recommended by the Medal of Valor Review Board. BJA works closely with the Office of the Assistant Attorney General at OJP to coordinate this effort.

A "public safety officer" is defined as a person (living or deceased) who serves(d) in a public agency, with or without compensation, as a firefighter, law enforcement officer (including a corrections or court officer or a civil defense officer), or emergency services officer, as determined by the Attorney General. An act of valor is defined as an act: (1) performed above and beyond the call of duty; and (2) in which the officer exhibited exceptional courage, extraordinary decisiveness and presence of mind, and/or unusual swiftness of action, regardless of his or her personal safety, in an attempt to save or protect human life.

On October 22, 2008, then President Bush and the former Attorney General recognized five men who received the Medal of Valor for their extraordinary work. All five men demonstrated extraordinary bravery in incidents involving the exchange of gunfire. Each of the five men were wounded, one of whom

subsequently succumbed to his gunshot wound. The recipients of the 2006-2007 Medal of Valor are Commander Miguel G. Galvez, Opa-Locka Police Department, FL; Officer David C. Goitia, Glendale Police Department, AZ; Detective Raymond Robertson, Miami-Dade Police Department; Special Agent William Sentner, III (deceased), DOJ, Office of the Inspector General, Investigations Division, Miami Field Office, FL; and Lieutenant Carlos J. Thompson, Mobile County Sheriff's Office, AK.

PUBLIC SAFETY OFFICERS' BENEFITS PROGRAM

BJA administers the Public Safety Officers' Benefits (PSOB) Program. PSOB was designed to offer peace of mind to men and women seeking careers in public safety and to make a strong statement about the value American society places on the contributions of those who serve their communities in potentially

dangerous circumstances. The PSOB Program consists of:

- ▶ A one-time financial benefit to eligible survivors of public safety officers whose deaths were the direct or proximate result of injury incurred in the line of duty on or after September 29, 1976. The USA PATRIOT Act increased the base PSOB benefit to \$250,000. The FY 2008 benefit amount is \$315,746.
- ▶ A one-time financial benefit to eligible public safety officers who were permanently and totally disabled as a result of injury incurred in the line of duty on or after November 29, 1990 (injuries must permanently prevent officers from performing any gainful work in the future).
- ▶ Financial support for higher education to eligible spouses and children of public safety officers who have received the death benefit or whose spouse or parent received the disability benefit.



Education funds can be used for tuition and fees, room and board, books, supplies, and other education related costs.

A total of 315 death claims, 50 disability claims, and 261 claims for educational assistance were filed in FY 2008. The total number of PSOB death claims paid in FY 2008 was 377. This number may include claims filed in prior years.

WEED AND SEED

Weed and Seed Strategy

CCDO administers a discretionary grant program to support the Weed and Seed Initiative. The goals of the Weed and Seed strategy are to prevent, control, and reduce violent crime, criminal drug related activity, and gang activity. The Weed and Seed strategy is a community-based, comprehensive multiagency approach which brings together federal, state, and local crime-fighting agencies, social service providers, representatives of the public and private sectors, prosecutors, business owners, and neighborhood residents under the common goals of crime reduction, enhanced social services provision, and economic revitalization.

Approximately 320 active Weed and Seed sites are implementing the initiative at some level across the country. In FY 2008, more than \$28 million was allocated to 189 Weed and Seed sites. Weed and Seed designation is given after a strategy is prepared locally and approved by the local U.S. Attorney and CCDO. Every Weed and Seed strategy must address the following elements: law enforcement; community policing; prevention; intervention; treatment; and neighborhood restoration. To the right, members of a Tuscan, AZ Community Policing Unit are shown distributing crime prevention information at a local community event.

- ▶ Fifty-six sites competed for funding under the FY 2008 Weed and Seed Communities Competitive

Program Guideline and Application Kit, resulting in 16 sites (at \$175,000 each) being designated a Weed and Seed Community. Communities are encouraged to better define their problems and program responses, use existing public and private resources and evidence-based programs, and become problem-solving prototypes for future intervention efforts in other high-crime neighborhoods.

- ▶ During 2008, CCDO and the U.S. Navy Drug Education for Youth (DEFY) sponsored a number of summer camps for youth in Weed and Seed sites to build protective factors and reduce risk factors that contribute to substance abuse, school failure, delinquency, and violence. Sites can use up to \$10,000 of grant funds for DEFY. Eighty Weed and Seed sites are participating in Phase I or Phase II of the DEFY Program.
- ▶ CCDO conducts a Graduated Site Annual Certification program for Weed and Seed communities wishing to continue the benefits of official affiliation in implementing self-sustaining operations. CCDO issued 46 new certifications during 2008, bringing the total to 88 certified graduated sites across 25 states and the U.S. Territory of the Virgin Islands.
- ▶ Weed and Seed sites served as effective platforms for Department initiatives,





such as Project Safe Neighborhoods (PSN); reentry programming; and collaborations with the Department of Housing and Urban Development (HUD), the Internal Revenue Service (IRS), and the Department of Health and Human Services (HHS).

Pictured above is a bike patrol preparing for duty in the Bristol, PA Weed and Seed Community.

Training and Technical Assistance

In an effort to support sustainability and resident involvement across Weed and Seed sites, CCDO coordinates training and technical assistance efforts with various organizations such as NeighborWorks America and the Community Anti-Drug Coalition of America (CADCA). Training and technical assistance topics include sustainability, economic development, youth and resident leadership, and reentry.

- ▶ CCDO delivered six on-site (place-based) training sessions through NeighborWorks America, which focused on enhancing the capacity of local residents in Weed and Seed Communities. Through CADCA, CCDO supported additional regional workshops with a focus on sustainability and reentry initiatives. These trainings were coordinated with the local U.S. Attorneys' Offices. In FY 2008, more than 200 local residents, site coordinators, and Weed and Seed partners participated in the place-based

trainings and technical assistance initiatives offered by CCDO.

- ▶ CCDO hosted its bi-annual Strategy Development Workshop March 3-6, 2008, in Portland, OR, which was designed for Weed and Seed sites in various stages of planning and implementing their strategic plan. Six hundred forty-six registered participants included representatives from U.S. Attorneys' Offices, city and county governments, law enforcement agencies, and non-profit organizations, as well as community residents, Weed and Seed site coordinators, and American Indian representatives.
- ▶ The workshop consisted of 7 plenary sessions and more than 45 workshop sessions addressing the 4 elements of a Weed and Seed strategy and administrative management. The agenda also provided participants with a range of 10 pre-conference learning labs and informational tools for implementation of community-based crime prevention strategies.
- ▶ CCDO also partnered with Southern New Hampshire University to provide advanced training that equips Weed and Seed Site Coordinators with the knowledge, skills, and abilities to effect and sustain positive community change. Eleven competitively selected site coordinators participated in a 20-month training program which they completed in May of FY 2008; with a second cohort of 11 site coordinators, to begin the program in September.

Volunteer Income Tax Assistance

Since 2005, CCDO and the IRS have partnered to launch Volunteer Income Tax Assistance (VITA) Centers in Weed and Seed sites to promote a national tax assistance program that can assist low-income individuals and families with asset development. The centers help people learn about the Earned Income Tax Credit (EITC), which can help Weed and Seed families receive as much as \$4,500 per year. If Child Tax

Credits are added, a working family with two children can receive up to \$6,400 annually as a tax credit. The EITC and other programs can help a family open a bank account, purchase a car, or make a down payment on a house.

This partnership promotes asset building as a fundamental strategy for the neighborhood restoration component of individual Weed and Seed sites, while emphasizing greater coordination and leveraging of existing services. It encourages community collaboration to assist low-income families living in Weed and Seed communities in meeting their tax obligations by providing educational outreach, free tax preparation, and free electronic filing of federal tax returns. It also provides an avenue for financial literacy and asset building training.

- In 2008, 107 VITA Center locations were operated at Weed and Seed sites.
- Over 34,000 returns were processed, yielding more than \$44.5 million in disposable income to Weed and Seed residents and an approximate savings of \$10 million in tax preparation fees.
- Additional collaboration with OJJDP led to the operation of six tribal VITA sites.

Individual Development Account Demonstration

CCDO and HHS's Office of Community Services (OCS) implemented a joint effort to develop a national Individual Development Account (IDA) demonstration initiative in Weed and Seed sites. This effort is aimed at further sustaining neighborhood restoration and public safety in Weed and Seed communities by ensuring residents benefit from comprehensive, coordinated asset building strategies that support working families and individuals.

CCDO coordinated with the National Federation of Community Development Credit Unions (NFCDCU) to provide pre-application technical assistance for Weed and Seed sites to help develop IDA infrastructure and submit

Assets for Independence (AFI) IDA grant applications to OCS. Under the partnership agreement, Weed and Seed residents will use the accumulated savings from the IDA accounts to become homeowners.

CCDO also has worked with NFCDCU to provide technical assistance and training to 20 Weed and Seed sites across the country. As a result of these efforts, 10 Weed and Seed sites have developed fully funded homeownership AFI IDA projects, which comprise the Weed and Seed IDA Demonstration Project. Based on the results to date, the 10 sites participating in the Demonstration Project could generate home purchases with an estimated value of more than \$20 million over the next 5 years.

Public Housing Safety Initiative

In FY 2008, DOJ and HUD's Office of Public and Indian Housing assisted in the investigation, prosecution, and prevention of violent crimes and drug offenses in public and federally assisted housing, including Indian housing. This crime prevention effort, known as the Public Housing Safety Initiative (PHSI), has been executed since FY 2004 through USAOs in cities around the country and Weed and Seed sites. Through strong partnerships and federal-local cooperation, PHSI succeeded in generating numerous federal indictments, disrupting gang networks, and taking narcotics and guns off the streets in and around public housing. The program has now concluded as funding is no longer available.

Indian Economic Development Initiative

CCDO and Treasury Department's Community Development Financial Institutions (CDFI) Fund are partnering on the Indian Economic Development Initiative to strengthen and foster economic development in native communities. This initiative increases access to financing for existing businesses, creates new businesses, increases housing opportunities, and strengthens legal infrastructure.

The economic development projects take place in the Weed and Seed sites of the Leech Lake Band of the Ojibwe Indian Community in Cass Lake, MN, and the Keweenaw Bay Indian Community of Baraga, MI. The sites participate in community planning, commercial code development, and business development. CCDO activities dovetail with the CDFI Fund resources provided to native organizations. CDFI technical assistance focuses on creating new Native CDFIs and strengthening the operational capacity of existing ones, including asset development activities for native individuals and families.

Tribal-CCDO Roundtables

In FY 2008, CCDO hosted tribal roundtable discussions with tribal representatives to educate Indian country representatives on Weed and Seed, streamline guidelines and technical assistance, and identify other issues which impair access, competition, and participation by Indian tribes and native communities. CCDO continues to clarify guidelines, identify Indian country expertise to deliver technical assistance, and consider tribal concerns in development and implementation of other programmatic products and services.

Roundtable discussions were held in Portland, OR and Billings, MT. Participants included current tribal Weed and Seed grant recipients or grant recipients with a significant tribal resident population (e.g., urban Indians); tribes interested in Weed and Seed; USAO representatives; and representatives from the Drug Enforcement Agency, CDFI, the Substance Abuse and Mental Health Services Administration (SAMHSA), and the Bureau of Indian Affairs. During FY 2008, CCDO conducted an assessment to determine economic conditions and potential areas for future tribal economic development.

EDWARD BYRNE MEMORIAL DISCRETIONARY GRANTS PROGRAM

The Edward Byrne Memorial Discretionary Grants Program is administered by BJA and helps improve the capacity of local adult criminal justice systems and provides for national support efforts such as training and technical assistance projects that strategically address local needs. In FY 2008, a total of \$14,899,959 was awarded under the Byrne program. The funding was allocated to the following five categories and related initiatives:

Category I: Preventing Crime and Drug Abuse

Funding supports a statewide implementation guide for improving law enforcement-community responses to people with mental illness, a national training on the Domestic Violence Lethality Assessment Program for First Responders, an advanced crime prevention campus course, the Children and Youth Safety Campaign, and the Volunteers in Policing Program.

Category II: Enhancing Local Law Enforcement

Funding supports field testing of police performance indicators, training and technical assistance for Targeting Violent Crime Initiative (TVCI) Task Forces, the Center for Task Force Management, law enforcement suicide prevention training and support, National Motor Vehicle Title Information System (NMVTIS) implementation, a resource center on contract law enforcement, and programming to prevent and investigate motor vehicle cloning.

Category III: Enhancing Local Courts

Funding supports the Tribal Drug Court Project, the Rural Court Managers Project, the Criminal Courts Technical Assistance Project, a pretrial helpdesk, Justice and Mental Health Collaboration Program onsite technical assistance and learning tools, the Cultural Proficiency for Drug Court Practitioners Training Program, the Advanced Science and Technology Adjudication Resource Project, an elder

abuse toolkit for courts, and community prosecution programming.

Category IV: Enhancing Local Correction and Offender Reentry

Funding supports evidence-based practices in reentry regarding smarter sentencing, the publication “Pretrial Justice and Jail Management: A Guide for County Officials,” a justice reinvestment program to reduce jail populations and improve communities, intensive technical assistance for policymakers pursuing justice reinvestment, training for correctional agencies on strategies for successful offender reentry, the Reentry is Relational Program, and crime scene management in correctional facilities.

Category V: Facilitating Justice Information Sharing

Funding supports tribal crime reporting improvement utilizing the Justice Information Exchange Model and outreach development, a national training and technical assistance program, Justice Information Exchange Model tool development and training, privacy policy development and technical assistance, the BJA Center for Program Evaluation and Performance Measurement, practitioner support in information sharing, the National Information Exchange Model Policy Academy, the Privacy 101 course to support intelligence and 28 CFR 23 training, community corrections exchange development, the U.S./Mexican border open source knowledgebase, privacy and security models for justice reference architecture and the courts community, and the Internet Crime Complaint Center Management and Investigative System.

TARGETING VIOLENT CRIME INITIATIVE

In response to an increasing need for law enforcement agencies to develop strategies to address spikes or increases in violent crime, BJA worked with law enforcement organizations to develop a new model of law enforcement task force support that improves upon historical outcomes and challenges in task

force operations. Specifically, TVCI assists law enforcement in developing or maintaining a multijurisdictional, intelligence-led policing approach to violent crime in coordination with a federal law enforcement agency or agencies.

- ▶ In late FY 2007, BJA awarded approximately \$75 million to 106 local law enforcement agencies. In February of 2008, these agencies began reporting outcomes of their TVCI efforts. As of September 2008, TVCI outcomes include more than 10,000 violent felony arrests, more than 29,000 non-violent felony arrests, and more than 600 gangs disrupted.
- ▶ The TVCI is supported by all three units within BJA; guided by the Policy Office, supported by the Programs Office, and measured by the Planning Office.

PREPARING FOR PANDEMIC AND OTHER PUBLIC HEALTH EMERGENCIES

BJA co-chaired two series of national meetings to examine and respond to the lack of planning, coordination, and readiness with regard to public health emergencies such as pandemic influenza or a bioterrorism event. The first series of meetings was co-chaired by the Director of the Center for Disease Control and Prevention’s (CDC) Public Health Law Program and brought together an even number of public safety professionals and public health leaders. The meetings examined the extent to which U.S. communities are prepared to respond to a public health emergency and what would be needed within those communities to enable public health and public safety to work together in response. Specific scenarios explored included a pandemic influenza and a bioterrorism event. As a result of these meetings, three documents were prepared, including “A Framework for Improving Cross-Sector Coordination for Emergency Preparedness

SAN FRANCISCO, CA, TVCI SITE

The San Francisco Police Department (SFPD) based its TVCI strategy on research that indicated that 45–50 percent of violent crime in San Francisco was clustered within 2 percent of its neighborhoods and that a limited number of offenders were responsible for a majority of the gun violence. Based on these findings, the SFPD targeted 5 narrowly-defined areas and more than 50 offenders for a wide range of enforcement and prevention measures. The SFPD conducted frequent buy/bust operations (167 arrests) in the areas where drug trafficking was prevalent. Other tactics included uniform patrol (foot, vehicle, and motorcycle), warrant service, parole and probationer compliance visits, traffic enforcement, and civil anti-gang orders. The deployments were carefully orchestrated in two-week schedules to ensure officer safety, maintain constant law enforcement pressure, and avoid compromising undercover operations.

These efforts appear to have achieved impressive violent crime reductions. After 6 months, the SFPD reported that homicides (compared to the same time last year) are down 23 percent in the target areas (11 percent citywide); drug-related homicides are down 89 percent; and non-fatal shootings are down 36 percent (24 percent citywide).

and Response,” a model Memorandum of Understanding (MOU) for community mitigation strategies, and a model MOU for joint investigation of bioterrorism incidents. BJA has published the Framework document and both MOUs are being disseminated in web-based form.

BJA also co-chaired quarterly meetings of the BJA Pandemic Consortium. These meetings involve all of BJA’s national partners in law enforcement, courts, crime prevention, and corrections and are meant to examine pandemic preparedness and coordinate justice system efforts to prepare for a possible pandemic event. As a result of these meetings, several publications are being reviewed or disseminated for law enforcement and courts, as are public service announcements to engage communities in preparedness.

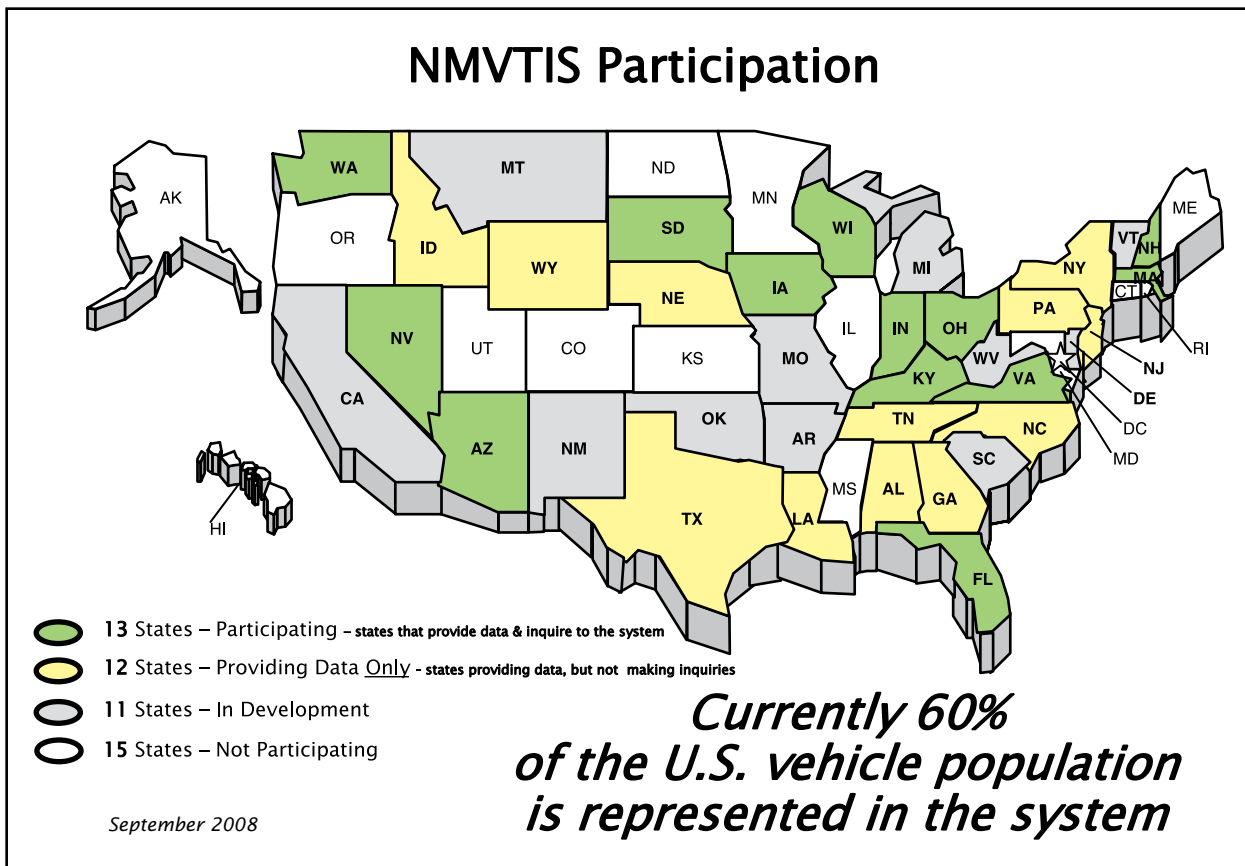
NATIONAL MOTOR VEHICLE TITLE INFORMATION SYSTEM

Administered by BJA in partnership with the Federal Bureau of Investigation’s (FBI’s) Major Theft Unit and other organizations in law enforcement and consumer protection, the National Motor Vehicle Title Information System (NMVTIS) provides an electronic means to verify and exchange titling, brand, and theft data among motor vehicle administrators, law enforcement officials, prospective purchasers, and insurance carriers. NMVTIS allows state titling agencies to verify the validity of ownership documents before they issue new titles. NMVTIS also checks to see if the vehicle is reported “stolen”—if so, the states do not issue the new titles. Brands are not lost when the vehicle travels from state to state, because NMVTIS keeps a history of all brands ever

applied by any state to the vehicle. NMVTIS is a powerful tool that allows for:

- ▶ State titling agencies to do their jobs to prevent fraudulent use of the title document by verifying the vehicle and title information, information on all brands ever applied to a vehicle, and information on whether the vehicle has been reported stolen—all prior to the titling jurisdiction issuing a new title.
- ▶ Law enforcement to create lists of vehicles by junk yard, salvage yard, or insurance carrier that are reported as junk or salvage. The Anti-Car Theft Improvements Act of 1996 requires junk yards, salvage yards, and insurance carriers to report monthly to NMVTIS on all junk and salvage vehicles obtained. Law enforcement's inquiries will allow it to use NMVTIS to further its investigations of vehicle theft and fraud.

- ▶ Consumers to access information on the vehicle's current title, including brands and odometer, prior to purchasing the vehicle. This allows the consumer to make a better-informed purchase.
- ▶ Since 1997, BJA has provided more than \$15 million in support of NMVTIS implementation, which also has funded state connectivity. As of September 2008, 25 states were involved in the program (60 percent of the U.S. vehicle population) and 11 states were in development.
- ▶ In FY 2008, BJA awarded funds to states to begin their participation and to the American Association of Motor Vehicle Administrators (AAMVA) to assist with administration and to supplement state participation fees received by AAMVA, as authorized under the Anti-Car Theft Act.



HELPING WAR VETERANS RETURN TO LAW ENFORCEMENT

Recognizing the need to appropriately reintegrate law enforcement officers returning from military duty, BJA led efforts to identify a successful training and peer support program that had been designed by the Prince George's County Police Department in Maryland. BJA worked directly with the Police Psychological Services Section of that department to further refine the initiative and supported statewide training to launch the effort. As a result of this training, peer support leaders were identified for several Maryland law enforcement agencies to provide peer support to officers returning from military duty and newly recruited officers from the military. In every case, the peer support leaders are sworn officers who have also served in the armed forces. This peer support model was well received throughout Maryland and has been disseminated to other states through professional conferences and meetings.

Under BJA's leadership, a larger initiative with the International Association of Chiefs of Police to identify other successful models of supporting veterans in law enforcement has been launched. Planning for a national summit on these efforts and related efforts to assist returning veterans occurred in FY 2008. BJA will document and disseminate information from the summit to the justice community on the issues with, and success stories related to, working with returning veterans in law enforcement.

CONFRONTING MORTGAGE FRAUD, FORECLOSURES, AND VACANT HOMES

BJA is responding to growing community concerns about mortgage fraud, foreclosures, and vacant homes that may be contributing to crime or contributing to community blight, a precursor to criminal activity. In 2008, BJA led efforts to reach out to national partners such as the National Sheriffs' Association and its USAonWatch Initiative, and the National Crime Prevention Association and its Neighborhood Watch efforts. BJA staff met with local officials in Indianapolis, IN; Prince William County, VA; and Miami-Dade County, FL to assess the extent of the problem and to identify successful models of intervention. In Indianapolis, through the BJA-supported TVCI and the police department's crime prevention efforts, city agencies are reaching out to homeowners and communities to ensure vacant properties are protected and maintained.

Property owners who contribute to crime by allowing their properties to be used for prostitution, drug, and gang activity are being targeted for prosecution as are those who obtain mortgages fraudulently. In Miami-Dade County, the police department has formed a public-private task force and has successfully sought changes in the state legislature to make mortgage fraud a state felony that local law enforcement can investigate and prosecute, instead of waiting on the FBI to investigate unlawful mortgage practices under federal statutes. The private partners of the task force work to clean up vacant properties and to ensure lawful real estate/mortgage business practices in the community to prevent the situation from worsening.

These efforts are now being examined in light of other economic crimes, including the growing problem of metal theft. A meeting of local leaders from these communities will enable BJA to document the challenges and successes to date within these communities and disseminate the information to other communities.

3

PROTECTING COMMUNITIES FROM DANGEROUS SEX OFFENDERS

PROJECT SAFE CHILDHOOD/ INTERNET CRIMES AGAINST CHILDREN TASK FORCE PROGRAM

In February 2006, the Department announced the creation of Project Safe Childhood (PSC), an umbrella initiative that would coordinate federal, state, and local efforts to combat the exploitation of children by Internet predators. The initiative calls for U.S. Attorneys to organize local task forces to investigate and prosecute Internet crimes against children in cooperation with state and local Internet Crimes Against Children (ICAC) task forces. The ICAC program provides training and technical assistance to local PSC task forces.

In 2008, OJJDP took a lead role in the development and expansion of PSC through the following activities:

- ▶ In September, OJJDP sponsored the Third National Project Safe Childhood Conference in Columbus, OH. Approximately 1,500 participants, including U.S. Attorneys from all 93 districts, Assistant U.S. Attorneys, ICAC task force commanders and officers, local PSC task force members, and state and local law enforcement officers, attended the conference. The conference focused on legal, technical, investigative, prosecution, management, and victim protection training. At the conference, the Attorney

General announced a new MOU among federal law enforcement agencies to share case information to improve the coordination of investigations.

- ▶ In FY 2007, OJJDP provided \$2.5 million in support of a PSC national media campaign that targets parents and potential child sexual predators. Throughout FY 2008, OJJDP partnered with the Self Reliance Foundation, the Hispanic Communications Network, the INOBTR Foundation, and the IKeepSafe Coalition to develop four Public Service Announcements (PSAs), one three-part Webisode, Web banners, and print materials. The four PSAs include two campaigns aimed at parents (one in English and one in Spanish) and two targeting potential predators (also in English and Spanish). The parental PSAs advise parents to monitor their children's Internet and cell phone use and their use of other related technologies. The predator PSAs warn low-level predators or potential predators who have not yet committed crimes that their intended actions are serious federal offenses with serious consequences. The national media plan includes television, radio, print media, movie theatres, and online placements in FY 2009, to include a national campaign launch event in Washington, DC, followed by the airing of PSAs on national media outlets, and by local media events in Seattle, WA; San Diego, CA; St. Louis, MO; and Miami, FL.

- ▶ OJJDP awarded more than \$17 million in continuation funding to support the ICAC task forces and to provide training and technical assistance to state and local law enforcement investigating and prosecuting child exploitation cases.
- ▶ As of September 7, 2008, a total of 1,658 victims of child pornography crimes had been identified since the launch of PSC, through the efforts of the National Center for Missing & Exploited Children's Child Victim Identification Program, which uses a software program matching pictures of missing children with pornography images found on the Internet.
- ▶ In FY 2008, ICAC task forces received more than 32,000 complaints of technology-facilitated child sexual exploitation. Investigations initiated from these complaints led to more than 3,047 arrests, forensic examinations of more than 13,800 computers, and more than 6,000 case referrals to non-ICAC law enforcement agencies. During FY 2008, almost 29,000 law enforcement officers and prosecutors received ICAC training.
- ▶ The ICAC Training and Technical Assistance Program delivered regional PSC trainings to a total of almost 800 participants in Houston, TX; Cleveland, OH; Boston, MA; Seattle, WA; Albuquerque, NM; Minneapolis, MN; Annapolis, MD; Little Rock, AR; and Columbia, SC.
- ▶ Since the program's inception in 1998, the ICAC task forces have reviewed almost 100,000 complaints, resulting in the arrest of almost 11,000 individuals across the country intent on sexually abusing children.

SEX OFFENDER REGISTRIES

Dru Sjodin National Sex Offender Public Website

In July 2005, then Attorney General Gonzales launched the National Sex Offender Public Registry, later renamed the Dru Sjodin National Sex Offender Public Website (NSOPW). The SMART Office administers the NSOPW, which is a searchable Web site that links state and territory sex offender public registries, allowing access to public information about sex offenders throughout the country. All 50 states, the District of Columbia, Guam, and Puerto Rico are linked to the site.

NSOPW allows states and territories to participate in this unprecedented public safety resource by sharing comprehensive, free-of-charge public sex offender data with citizens nationwide without relinquishing local control of their data. During FY 2008, NSOPW has received almost 8.3 million hits, and averages more than 2.3 million hits per day.

Indian Country/Territory Centralized Sex Offender Registry

In FY 2008, the SMART Office developed and provided an Indian Country/Territory Centralized Sex Offender Registry. This tool was created to provide the Indian tribes and remaining territories with a full-functioning sex offender registry system. Each tribe/territory that elects to use the centralized registry will have its own public Web site, private administrative Web site, and database that will make up its sex offender registry system. The public Web site will be available on the Internet so that the general public can search for sex offenders within the registry, register a physical address on the territory or tribe's reservation so they are notified about sex offenders who move near them, and search for e-mail addresses that belong to registered sex offenders. The private administrative site will be a secure Web site that is used by vetted territorial and tribal

members to add, edit, and delete registered sex offender information and manage the design of the public Web site. The database will store the information about the territory's/tribe's registered sex offenders. Additionally, the territories/tribes that elect to use the centralized sex offender registry will automatically participate with the NSOPW, which is another requirement of SORNA.

To establish the Territory/Indian Country Centralized Sex Offender Registry as efficiently as possible, the systems that make up the sex offender registry will be hosted in a central location, relieving participating territories and tribes from the responsibility of purchasing or managing any new hardware. Furthermore, the territories and tribes will need only a single computer with Internet access in order to use this system and manage their own sex offender registries.

SEX OFFENDER REGISTRATION AND NOTIFICATION ACT (SORNA) INITIATIVES

Final National Guidelines on Sex Offender Registration and Notification

Since the enactment of the Jacob Wetterling Crimes Against Children and Sexually Violent Offender Registration Act in 1994, all states, the District of Columbia, and two territories currently have some form of a sex offender registration and notification program. On July 27, 2006, then President Bush signed into law the Adam Walsh Child Protection and Safety Act (AWA) which dramatically enhanced the effectiveness of current programs by establishing a new comprehensive set of minimum standards for sex offender registration and notification throughout the United States.

As directed by section 112(b) of SORNA, on May 17, 2006 the SMART Office issued Proposed National Guidelines for Sex Offender

Registration and Notification, and provided for a public comment period extending through August 1, 2007. More than 275 comments were received from criminal justice professionals, sex offender registration officials, state and local governments, tribal communities, Congress, and the general public. On July 1, 2008, the Final National Guidelines on Sex Offender Registration and Notification were published. The Final Guidelines provide general principles for jurisdictions working to implement SORNA and further clarification on several topics, including the treatment of juveniles, retroactivity, tribal issues, information subject to Web site posting, and duration of registration. The Final Guidelines provide direction and assistance to all jurisdictions in their efforts to meet the minimum standards of AWA.

In developing the Final Guidelines, efforts were made to respond to the concerns of tribal leaders. For example, tribes and tribal organizations objected to the uniform treatment of tribal sex offense convictions as supporting only "tier I" classification for SORNA purposes, no matter how severe the crime. (This results from the Indian Civil Rights Act limitation of tribal court jurisdiction to misdemeanor penalties, though the underlying sex offense may be serious and would result in felony penalties if prosecuted in a state or federal jurisdiction.) However, the Final Guidelines make clear that all jurisdictions can require enhanced registration requirements based on tribal convictions, taking into account the substantive nature of the offenses. The Final Guidelines also expressly permit tribes to enter into cooperative agreements to carry out their registration and/or notification duties. These cooperative agreements can be with states, with other tribes, or with both.

The National Implementation of SORNA

The SMART Office is responsible for administering the standards for the sex offender registration and notification program set forth in Title 1 of the AWA. During FY 2008, the SMART Office provided reviews of proposed

legislation, preliminary and final review of substantial compliance package submissions, statutory SORNA tiering compliance reviews, and requests for extensions for substantial implementation pursuant to SORNA section 124(b). Approximately 25 registration jurisdictions have submitted material to the SMART Office for review.

Implementation in Indian Country—SORNA Section 127

A significant change under SORNA is that certain federally recognized Indian tribes are now included within the definition of registration “jurisdiction.” Earlier laws did not include sex offenders convicted in tribal courts or those entering tribal lands following a conviction elsewhere. Some sex offenders considered tribal reservations to be safe havens. Through the tools provided by SORNA, the SMART Office is working with tribes to change this. Per SORNA, non-Public Law 280 tribes could elect to function as sex offender registration jurisdictions or delegate this responsibility to the state. The deadline for this decision was July 27, 2007. Out of 212 eligible tribes, 197 elected to take on the sex offender registration responsibilities. All registration jurisdictions have until July 27, 2009, to comply with SORNA’s requirements; however, the Act does provide for up to two one-year extensions.

The SMART Office is working to ensure that all registration tribes have the tools and resources available to fully and timely implement SORNA. The ability for Native American communities to know if convicted sex offenders are living on the reservation is critical. Indian communities suffer violent crime, particularly sexual assault, at a rate far greater than any other demographic group in the United States. According to congressional findings, one out of every three Indian (including Alaska Native) women is raped. Moreover, Indian women experience 7 sexual assaults per 1,000, compared with 4 per 1,000 among black Americans, 3 per 1,000 among Caucasians, 2 per 1,000 among Hispanic women, and 1 per 1,000 among Asian women.

SORNA implementation has raised many legitimate issues for the tribes: information technology capacity; financial resources; jurisdiction; enforcement responsibility; federal/state/tribe relationships; and the development of tribal codes, MOUs, and cooperative agreements. The SMART Office has been working with leadership from federal agencies, state agencies, and tribes in an effort to resolve these issues.

Financial Resources

In FYs 2007 and 2008, under the AWA Implementation Solicitation the SMART Office funded 16 tribes for an amount totaling \$1,685,900. Under the FY 2008 AWA Implementation solicitation, the SMART Office funded 11 tribes for an amount totaling \$1,251,273. Under the FY 2008 Comprehensive Approaches to Sex Offender Management solicitation, the SMART Office funded 1 tribal grantee for \$112,594.

Training

In FY 2008, the SMART Office hosted two Indian Country-focused national conferences. The first session was on November 30, 2007 at the Santa Ana Pueblo in New Mexico. This training was for tribal leaders and criminal justice and social service providers concerning implementation of SORNA and sex offender registry development. The training was repeated on March 6, 2008 in Washington, DC. Approximately 300 people from around the country attended each session. The SMART Office provided scholarships covering travel and lodging costs for the majority of participants. Given the limited resources in many tribal communities, conference scholarships allowed for maximum attendance.

In FY 2008, the SMART Office hosted the 2008 National Symposium on Sex Offender Management and Accountability in Baltimore, MD. The symposium provided a unique opportunity for tribal government officials to convene with state and federal lawmakers, policy advisors, law enforcement officials, prosecutors, and frontline professionals on emerging issues and topics related specifically to sex offender management in Indian Country and tribal governments. Once again, the SMART Office covered the travel and lodging costs for the tribal

participants. In addition, SMART staff regularly provide training and technical assistance at numerous national, regional, and local tribal trainings and meetings.

Legal Issues

The SMART Office is convening a working group of Indian country experts to discuss the complex issues of law raised in the implementation of SORNA in Indian country. In addition, the SMART Office is working with a number of respected Indian lawyers from around the country on model codes, memorandums of agreement, and cooperative agreements.

and Accountability. These SMART Office national workshops and symposiums serve as a resource for jurisdictions and frontline sex offender management professionals regarding compliance issues as well as sex offender management. Symposium topics include: SORNA requirements and compliance; residency restrictions and community notification; sex offender management; legal updates; and Indian country implementation of SORNA.

- ▶ In FY 2008, the Workshop and Symposium welcomed more than 900 frontline professionals. At both

SORNA Training and Technical Assistance

SORNA section 146(c)(3) requires that the SMART Office cooperate with and provide technical assistance to states, units of local government, tribal governments, and other public and private entities involved in activities related to sex offender registration and notification or to the protection of children or other members of the public from sexual abuse or exploitation.

- ▶ To assist jurisdictions with compliance, the SMART Office has implemented an annual National Workshop and Symposium on Sex Offender Management

Workshops and Symposiums the SMART Office has made scholarships available to ensure jurisdictions receive accurate and substantive information and assistance so they may implement SORNA appropriately. In 2007, the SMART Office offered scholarships to all states, territories, and the District of Columbia. In 2008, all 197 SORNA registration Indian country tribes were offered 2 scholarships each.

- ▶ SMART Office staff have presented dozens of speeches and training throughout the United States on the implementation of SORNA, interpretation of Title 1, and the Final National Guidelines. Presentations have included state, tribal, and local trainings, congressional meetings and caucuses, and national conferences.
- ▶ The SMART Office has established a Web site and general e-mail account (GetSMART@usdoj.gov) to educate jurisdictions and the general public about SORNA and compliance issues. The Web site and e-mail address work to facilitate the provision of technical assistance. Through September 25, 2008, the SMART Office responded to almost 900 technical assistance requests concerning implementation of SORNA. Technical assistance topics included: compliance deadlines; juvenile sex offender registration; SORNA tier categories; grant funding; guidelines; software; retroactivity; and tribal implementation.

SORNA Software Resource Development

A critical element in achieving substantial compliance with the Sex Offender Registration and Notification Act (SORNA) is the necessity of a public registry in all mandated jurisdictions. Section 123 of SORNA directs that the Attorney General “develop and support software to enable jurisdictions to establish and operate uniform sex offender registries and Internet sites.” The SMART Office initiated the development of this software by entering into

an interagency agreement with BJA in June 2006. Congress provided for a deadline of July 27, 2008 to provide a complete edition of the software to registry jurisdictions. On July 25, 2008, the SMART Office made available to all registry jurisdictions the completed edition of software resources free-of-charge as required by Congress.

These comprehensive software resources included: a secure communication system to allow all jurisdictions to immediately transfer sex offender information in accordance with SORNA requirements; community notification to allow for the public to be made aware of sex offenders living, working, or attending school nearby; mapping and geo-coding of sex offender locations; and geographical radius searches to identify sex offenders present nearby. Additionally, an e-mail notification system is currently under construction that will allow members of the public to submit a particular e-mail address to a national database that is part of the NSOPW to identify whether an address belongs to a registered sex offender.

SMART OFFICE PROGRAMMING

Grant Programs

During FY 2008, the SMART Office released two competitive grant solicitations and made grant awards for applications submitted during FY 2007 under two separate solicitations. The SMART Office awarded 114 discretionary grants in FY 2008, which totaled \$23.8 million.

- ▶ **SMART FY 2008 Support of Adam Walsh Act Implementation Grant Program:** The SMART Office received FY 2008 funding to support SORNA implementation efforts under the COPS appropriation. It awarded 27 grants totaling \$3.9 million. Jurisdictions funded included 11 federally recognized Indian tribes, 5 states, 10 localities, and 1 territory. These awards support vari-

ous projects involving efforts such as enhancement of information technology programs, support of sex offender registration and notification, address verification and implementation of sex offender registration programs, and multiagency task force operations targeting noncompliant sex offenders.

- ▶ **SMART FY 2008 Comprehensive Approaches to Sex Offender Management (CASOM) Training and Technical Assistance Program:** The SMART Office assumed responsibility for the CASOM Program from BJA in FY 2008 and revised this program to more closely align it with the legislative authorization and to maximize resources available for SORNA implementation. A focus of the program now includes supporting SORNA-compliant training and technical assistance for jurisdictions. The SMART Office awarded 7 grants totaling \$3.1 million. Two awards were made to support national training and technical assistance and five awards were made to SORNA jurisdictions, including Hawaii, Indiana, Ohio, Florida, and the Cheyenne-Arapaho Tribes of Oklahoma.
- ▶ **SMART Office Support for Adam Walsh Act Implementation FY 2007 Competitive Grant Program:** The SMART Office Support for Adam Walsh Act Implementation Grant Program received funding through the FY 2007 Byrne appropriation. In FY 2008, the SMART Office awarded 72 grants under this solicitation totaling \$11.8 million. Jurisdictions funded included 16 federally recognized Indian tribes, 28 states, and 39 localities. These awards support various projects involving efforts such as enhancement of information technology programs, support of sex offender registration and notification, address verification and implementation of sex offender registration programs, and multi-agency task force operations targeting noncompliant sex offenders.

- ▶ **SMART FY 2007 Juvenile Sex Offender Treatment and Capacity Building Competitive Grant**

Program: In FY 2007, OJP designated \$5 million of the Byrne appropriation to support juvenile sex offender treatment grants. In FY 2008, eight juvenile sex offender treatment grants were made to programs in Indiana, Kansas, Louisiana, Maine, Michigan, New York, Ohio, and Oregon. Grant funding ranged from \$256,000 to \$975,000.

Web Site Resource Development

As part of the SMART Office's duty to provide technical assistance, the SMART Web site has been populated with a number of valuable and substantive resources created by the SMART Office in FYs 2007 and 2008.

Case Law Update

During FY 2008, the SMART Office began Web publication of the *Case Law Update*. This resource tracks significant SORNA and failure to register litigation around the country. The Web site has almost 3,700 subscribers and almost 18,000 hits.

Compliance Checklist

The requirements to meet the minimum compliance standards of SORNA are extensive. Accordingly, the SMART Office created a compliance checklist that outlines the individual requirements. This checklist is designed to assist jurisdictions with dissecting the items required for substantial compliance.

Frequently Asked Questions

The Final National Guidelines are approximately 60 pages in length. In order to provide enhanced assistance, nearly 50 frequently asked questions relevant to the final guidelines and SORNA are posted on the SMART Office Web site at www.ojp.usdoj.gov.

Juvenile Fact Sheet

Under the Wetterling Act, juvenile sex offenders were not mandatorily included on the public sex offender registries. SORNA does require certain older juveniles who commit

particularly aggravated sex offenses to register and be part of the public registry. The juvenile fact sheet explains the intricacies of this new registration requirement.

SMART Watch

In FY 2008, the SMART Office's first official newsletter was e-published. This newsletter contains useful information regarding the final guidelines, including implementation of SORNA in Indian country, the two national sex offender management and accountability symposiums, development of a Web-based template system for sex offender registries, and software resources available to all registration jurisdictions.

Partnerships and Program Development

International Working Group on Sex Offender Management

SORNA section 128 directs the Attorney General, in consultation with the Secretary of State and the Secretary of Homeland Security, to establish and maintain a system for informing the relevant jurisdictions about persons entering the United States who are required to register under SORNA. In September of 2008, the SMART Office lead the initial interagency meeting regarding the international tracking of

sex offenders. Approximately 10 federal agencies attended the meeting, including DOJ, the Federal Bureau of Investigation (FBI), Immigration and Customs Enforcement, the Department of Defense (DOD), the Bureau of Prisons, the Department of Homeland Security (DHS), Interpol, and the United States Marshals Service (USMS). Issues included identifying foreign convicted sex offenders entering the United States; identifying sex offenders deported from the United States who are identified as either legally or illegally reentering the United States; and identifying sex offenders departing the United States for a foreign country.

Department of Defense Sex Offender Registry

The SMART Office worked in an advisory capacity to assist the Army, which was tasked by DOD to create a sex offender registry for DOD employees or dependents of DOD employees living abroad as a result of DOD service.

United States Marshals Service

Members of the SMART Office staff routinely lectured at USMS trainings held at the National Center for Missing and Exploited Children. USMS representatives from around the country were in attendance. The presentations focused on the legal aspects of SORNA and Indian country implementation.

4

COURTS

JUSTICE AND MENTAL HEALTH COLLABORATION PROGRAM/MENTAL HEALTH COURTS PROGRAM

The Justice and Mental Health Collaboration Program (JMHCP) was created by the Mentally Ill Offender Treatment and Crime Reduction Act of 2004 (Public Law 108-414) in response to requests from state government officials to recommend improvements to the criminal justice system's response to people with mental illness. The purpose of the program is to increase public safety by facilitating collaboration among the criminal justice, juvenile justice, mental health treatment, and substance abuse systems that will increase access to treatment for this unique group of offenders.

In FY 2008, BJA partnered with OJJDP, the National Institute of Corrections, and SAMHSA to plan, coordinate, and share the design and implementation of interagency efforts that will improve the response to people with mental health, substance abuse, or co-occurring disorders who are involved or at risk of involvement with the criminal and juvenile justice systems.

In FY 2008, BJA funded 23 awards under the JMHCP and worked with the Council of State Governments (CSG) Justice Center to provide resources and technical assistance.

COURT APPOINTED SPECIAL ADVOCATES PROGRAM

OJJDP administers funding to the National Court Appointed Special Advocates (CASA) Association. The CASA program ensures that abused and neglected children receive high quality, culturally sensitive, effective, and timely advocacy in dependency court hearings, ultimately resulting in their placement in safe permanent homes. CASA is authorized by the Victims of Child Abuse Act of 1990, as amended, which directs that a "court-appointed special advocate shall be available to every victim of child abuse or neglect in the United States that needs such an advocate." OJJDP partners with National CASA in providing funding for state CASA organizations and new program development as well as expansion and training and technical assistance for CASA programs, volunteer advocates, child welfare professionals, attorneys, judges, and social workers. National CASA also helps state CASA organizations build their capacity to provide services to local programs. The program makes subgrant funds available to local programs to support court appointed special advocates who provide advocacy for abused and neglected children in the court system. These trained volunteers, also known as *guardians ad litem*, serve as fact finders, monitors, facilitators, and advocates in cases where there are charges of child abuse and neglect in dependency proceedings. The National CASA Association serves as a resource center, providing support and information dissemination services.



TRIBAL COURTS ASSISTANCE PROGRAM

BJA administers the Tribal Courts Assistance Program (TCAP). This program helps develop new tribal courts, improves the operations of existing tribal courts, and provides funding for technical assistance and training of tribal court staff.

FY 2008 funding for the national grants program was almost \$8.5 million, and almost \$4 million was allocated for training and technical assistance. A network of more than 59,000 volunteers served 243,000 abused and neglected children through more than 900 local program offices nationwide. Through CASA's annual training efforts, a total of 4,100 volunteers, program staff, board members, judges, attorneys, court personnel, social service workers, child advocates, and community volunteers attend conferences, workshops, seminars, and individual or small group sessions.

The CASA program also provided a variety of training and technical assistance activities on topics such as program development, management, volunteer recruitment and supervision, resource development, public relations, child advocacy, court practices, legal and liability issues, case management, and data collection. In FY 2008, CASA completed more than 33,355 requests for technical assistance, including 74 onsite consultations. The National CASA Web site recorded more than 1.7 million visitors.

In FY 2008, BJA awarded more than \$5.5 million in grant funding to 38 tribal communities and delivered technical assistance and training resources to grantees and non-grantees.

CAPITAL LITIGATION

In 2005, DOJ launched the Capital Case Litigation Initiative to improve the quality of representation and the reliability of verdicts in local and state capital cases through training for prosecutors, defense counsel, and trial judges. DOJ has led an effort to develop curricula for the key constituencies and provide technical assistance to practitioners in the field trying capital cases.

In FY 2008, BJA worked with the following national partners to provide capital litigation training:

- ▶ the National Judicial College trained 255 judges;
- ▶ the National District Attorneys Association trained 57 prosecutors; and
- ▶ the National Association of Criminal Defense Lawyers trained 70 defense attorneys.

5

CORRECTIONS

PRISONER REENTRY INITIATIVE

As part of a multiagency effort to support successful reentry of prisoners to their home communities, OJP administers several prison and jail reentry programs and the development of practical resources that help local jurisdictions address this pressing issue.

BJA Programming

- ▶ In FY 2008, BJA, in coordination with a companion U.S. Department of Labor grant program, awarded more than \$10 million in Prisoner Reentry Initiative (PRI) grants to 20 states. The PRI grants fund pre-release services for nonviolent inmates, including, but not limited to, assessment, employment assistance, educational assistance, substance abuse treatment, cognitive restructuring, motivational interviewing, mental health and health services, and mentoring.
- ▶ BJA funds several other prison and jail reentry initiatives and programs, including:
 - ❖ the Urban Institute, John Jay College of Criminal Justice (City University of New York), and Montgomery County (Maryland) Department of Correction and Rehabilitation partnership, which addresses jail reentry;
 - ❖ the Center for Effective Public Policy, which provides reentry-related training and technical assistance to grantee

sites, as well as to selected states that applied for more intense reentry training on collaboration and partnerships;

- ❖ the American Probation and Parole Association (APPA), which aims to determine the supervision and service needs of methamphetamine-addicted released offenders; and
- ❖ the Institute for Intergovernmental Research, APPA, and the Association of State Correctional Administrators partnership, which addresses gang member reentry and focuses on information sharing between corrections and law enforcement agencies.

OJJDP Programming

In FY 2008, OJJDP managed 19 reentry grants that assisted the adolescent population. The High Risk Youth Offender and Reentry Family Strengthening Initiative provides funding to state juvenile correctional agencies to develop, implement, enhance, and evaluate reentry strategies that both preserve public safety and reduce serious and violent juvenile delinquency. The focus is on increasing the number of targeted offenders who are successfully reintegrated into their communities following an extended period of secure confinement in a juvenile correctional facility or other institution for adolescents.

CCDO Programming

- ▶ FY 2008 marked the beginning of a new partnership effort between the Community Capacity Development Office and the Center for Community Safety (CCS) of Winston-Salem State University (WSSU) to support reentry public safety initiatives and projects in eight selected Weed and Seed communities beset by high numbers of returning ex-offenders, high recidivism rates, and challenges in coordinating resources and services to achieve safer, more stable communities.
- ▶ The 2008 Reentry Public Safety Initiative Technical Assistance Project provides in-depth reentry training and technical assistance over 15 months to help sites determine and address their most pressing reentry public safety needs in

the community and ensure that their programs are sustainable and effective. The project also helps selected entities explore federal and state funding options for their reentry programs. Program design provides for structured opportunities for sharing of information, insights, and strategies for implementation among the sites to highlight the full range of ways that reentry programs and activities can be most successful.

- ▶ CCS and expert trainers work directly with participants from each of the Weed and Seed sites via visits, conference calls, and electronic communication to assist them in initiating and/or developing their reentry programs. Participating cities are Clifton, NJ; Indianapolis, IN; New Bedford, MA; Palm Beach, FL; Pawtucket, RI; Phoenix, AZ; San Antonio, TX; and St. Louis, MO.



6

GANGS

PROJECT SAFE NEIGHBORHOODS/DOJ ANTI-GANG INITIATIVE

Created in 2001, PSN is a nationwide commitment to reducing gun crime. PSN links existing local programs and provides them with necessary tools. PSN: (1) takes a hard line against gun criminals, using every available means to create safer neighborhoods; (2) seeks to achieve heightened coordination among federal, state, and local law enforcement; and (3) emphasizes tactical intelligence gathering, more aggressive prosecutions, and enhanced accountability through performance measures. The United States Attorney in each federal judicial district leads the effort. The fiscal agent, in coordination with the PSN Task Force, allocates funds throughout the community.

In FY 2008, DOJ dedicated more than \$13.5 million to fund current and expanded comprehensive gun crime reduction strategies. DOJ also dedicated additional funding of approximately \$10 million under the PSN Six City Comprehensive Anti-Gang Initiative to fund new and expanded anti-gang prevention and enforcement efforts under PSN. FY 2008 PSN and Anti-Gang Initiative funding was allocated using a formula based on the population and crime of each U.S. Attorney's district.

BJA Initiatives

PSN/Anti-Gang Awards and Training

In addition to awarding more than \$13.5 million to 94 communities in 2008 for PSN activities, BJA recognized the growing need of many communities to identify promising strategies and approaches to address chronic gang violence problems as well as violence associated with drug markets. In response, BJA took the lead in developing the first ever cross-component DOJ-wide anti-gang training, which is currently being delivered across the U.S. This training assists law enforcement and other community agencies in enhancing their PSN anti-gang strategies with cutting edge enforcement and prevention tactics presented by multiple components of DOJ, including OJP, the FBI, the Bureau of Alcohol, Tobacco, Firearms, and Explosives; USMS, GangTECC, and the National Gang Intelligence Center (NGIC). Never before have all of these DOJ components been brought together in one coordinated curriculum delivered nationwide.

This training initiative has set the standard for DOJ-wide training for state and local law enforcement and others. BJA identified the needs and requirements of the Deputy Attorney General's Office as the lead office supporting PSN, developed the partnerships and coalitions with other DOJ components, and executed a sound curriculum development strategy. The training program has been an overwhelming success, with more than 2,000 state and local justice professionals trained in less than one year of operation. BJA has plans for several

additional training locations, and several U.S. Attorney's offices have requested to be added.

Drug Market Intervention Initiative

In FY 2008, BJA aligned DOJ's PSN Initiative with the promising BJA Drug Market Intervention (DMI) Initiative. The BJA DMI is based on the approach used in High Point, NC to address areas of violence associated with drug market activity. BJA identified the methods by which it could support DMI development and expansion and helped fund the DMI expansion to the PSN sites. BJA led the identification of expansion strategies and mechanisms and recently posted a "Call for Commitments" from communities and districts interested in becoming part of BJA's DMI expansion. The plans are to expand the initiative to up to 10 additional sites and to provide these sites with intensive technical assistance and training. BJA identified PSN sites as the most appropriate places to integrate the DMI strategies and worked with the Executive Office of United States Attorneys (EOUSA) and Department leadership to facilitate the alignment. This approach will result in a more effective PSN initiative as well as the furtherance of the BJA DMI initiative.

Gang Resistance Education and Training Program

An important component of DOJ's anti-gang strategy is the Gang Resistance Education And Training (G.R.E.A.T.) program, a school-based, law enforcement officer-instructed classroom curriculum. The program's primary objective is prevention and is intended as an immunization against delinquency, youth violence, and gang membership.

In FY 2008, 86 local law enforcement agencies, school districts, and cities received more than \$7.6 million in funding to implement the G.R.E.A.T. program, which is administered by BJA. These local programs are now serving tens of thousands of youth in high-risk rural, suburban, and urban communities nationwide, helping them to reduce their risk of crime victimization, increase their negative views about gangs, and improve their attitudes towards police.

In 2008, five G.R.E.A.T. regional conferences were held across the country. An additional 703 officers were certified to teach G.R.E.A.T., and 279 G.R.E.A.T. officers were certified to facilitate the G.R.E.A.T. Families component. During FY 2008, more than 134,000 elementary school and more than 273,000 middle school students were trained.

NIJ Initiatives

NIJ supports the Comprehensive Anti-Gang Initiative Evaluation, which is an independent evaluation of the implementation and impact of these programs, started in FY 2007. The evaluation is being conducted by Michigan State University and includes an in-depth comprehensive evaluation of at least one of the sites. Results of the evaluation are anticipated in late 2009.

Michigan State University continued its work in 2008 to provide research-based training and technical assistance in support of PSN. The final evaluation report for PSN is anticipated in FY 2009.

OJJDP Initiatives

Gang Reduction Program

OJJDP's Gang Reduction Program (GRP) is designed to compliment PSN efforts to reduce gang activity in targeted neighborhoods. GRP incorporates a broad spectrum of research-based interventions to address the range of personal, family, and community factors that contribute to juvenile delinquency and gang activity. The program integrates local, state, and federal resources to incorporate state-of-the-art practices in prevention, intervention, and suppression. GRP was launched as a demonstration project in 2003 and continues in Los Angeles, CA; North Miami Beach, FL; and Richmond, VA. All sites are implementing and coordinating multiple anti-gang strategies, and the Urban Institute is collecting evaluation data. Preliminary final findings reveal significant reductions in both crime rates and violence in some of the target areas. Furthermore, local governance and communication have steadily improved among members within the local partnerships, and GRP implementation has improved communication

about gang issues within the target areas and among participating organizations. The final evaluation report is expected in early 2009.

Gang Prevention Coordination Assistance Program

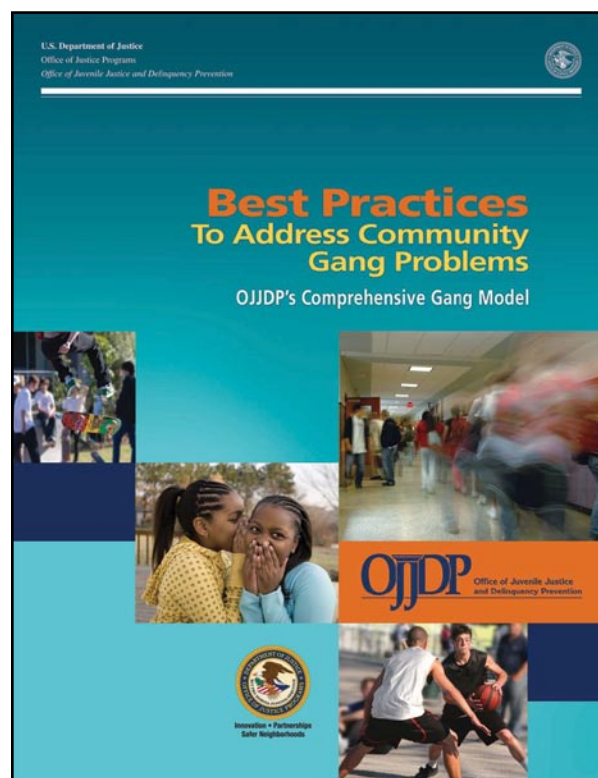
In June 2008, OJJDP released the Gang Prevention Coordination Assistance Program solicitation. The program provides funding to enhance coordination of local, state, and federal resources in support of community partnerships implementing two or more of the following anti-gang strategies: primary prevention; secondary prevention; gang intervention; and gang enforcement. OJJDP received approximately 250 applications and made 12 awards of up to \$200,000 each for the 24-month project period.

Training

- ▶ OJJDP played a significant role in the delivery of several PSN Anti-Gang Trainings in 2008. The PSN Anti-Gang Training pilot was held in Dover, DE. Approximately 160 law enforcement officers and criminal justice practitioners attended this training, which was delivered by DOJ law enforcement agencies and other criminal justice professionals. OJJDP also supported the PSN Anti-Gang Trainings in Chapel Hill, NC; Nashville, TN; Oklahoma City, OK; Birmingham, AL; Salt Lake City, UT; Chicago, IL; Spokane, WA; and Rochester, NY. Several hundred law enforcement officers and criminal justice practitioners attended these trainings. Intervention, prevention, suppression, and reentry strategies were presented, as was a briefing on national and regional gang trends, a community gang problem assessment, and tips for working with cooperating witnesses and confidential informants.
- ▶ OJJDP continues to provide technical assistance and training in the areas of prevention and intervention for all 12 of the Comprehensive Anti-Gang Initiative sites. OJJDP staff participated in the application review process of the two new sites to receive funding in 2008—Detroit, MI and Chicago, IL.

Grant awards of \$2.5 million were made to each district.

- ▶ The 2008 OJJDP National Youth Gang Symposium was held in June in Atlanta, GA. Top national experts offered innovative and successful gang prevention and intervention programs and strategies and provided the latest information on youth gang activities and trends. Cosponsors of the event included Boys & Girls Clubs of America and OJJDP's National Youth Gang Center. More than 1,200 people attended the conference, including school personnel, law enforcement personnel, researchers, prosecutors, youth leaders, elected officials and government agency personnel, community-based organizations' staff, and others involved in addressing the nation's youth gang issues. Sessions covered a variety of topics such as school-based prevention and intervention programs, female gangs, gangs in Indian country, alternatives to incarceration, and targeted reentry.



Publications and Studies

- ▶ At the June symposium, OJJDP released *Best Practices To Address Community Gang Problems: OJJDP's Comprehensive Gang Model*. The guide provides communities responding to a present or potential youth gang problem with guidance in implementing OJJDP's Comprehensive Gang Model. It describes the research informing the model, notes findings from evaluations of several programs demonstrating the model, and outlines best practices derived from practitioners with experience in planning and implementing the model in their communities.
- ▶ In June, OJJDP published a fact sheet summarizing the findings from the 2006 National Youth Gang Survey. The fact sheet provides information on the number of gangs, gang members, and gang-related crime. Survey data was collected from police departments that serve larger cities, suburban counties, smaller cities, and rural counties.
- ▶ In addition to ongoing evaluation activity of OJJDP's Gang Reduction Program, in FY 2007 OJJDP also competitively funded a new study by the Urban Institute, entitled, "Norms and Networks of Latino Gang Youth." This study is utilizing a social network framework to understand the patterns of relations among Latino gang/group members and the nature of the links binding these groups to their social contexts. The study will fill an important gap in the growing body of gang literature regarding how interpersonal relationships and networks shape social interaction, and, in turn, individual level pro- or anti-social behavior (e.g., group-based criminal behavior). The study is underway and results are anticipated in 2010.

7

JUVENILE JUSTICE

JUVENILE JUSTICE AND DELINQUENCY: FORMULA GRANTS PROGRAM

Congress established OJJDP and created the Formula Grants program in 1974 to support local and state efforts to prevent delinquency and improve the juvenile justice system. Congress appropriates formula grant funds, and OJJDP awards them to the 50 states, 5 territories, and the District of Columbia on the basis of their proportionate population younger than age 18. The Formula Grants program provides funds directly to states to help implement comprehensive juvenile justice plans based on detailed studies of needs in their jurisdictions. States must use at least two-thirds of their awards for programs operated by local public and private agencies and eligible American Indian tribal programs. In Fiscal Year 2008, OJJDP awarded more than \$63 million in formula grants funds.

To receive a formula grant from OJJDP, a state must address the four core requirements of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 2002. It must:

- ▶ deinstitutionalize status offenders (DSO);
- ▶ separate juveniles from adults in secure facilities (separation);
- ▶ remove juveniles from adult jails and lockups (jail removal); and

- ▶ reduce disproportionate minority contact (DMC) with the juvenile justice system.

These core requirements were designed to ensure the appropriate treatment of juvenile offenders within the juvenile justice system. All states that receive full federal formula grants allocations use the funds to maintain compliance with the JJDP Act core requirements and to implement prevention and intervention programming for juveniles. If a state fails to comply with any of the four core requirements, the JJDP Act requires OJJDP to reduce that state's subsequent fiscal year formula grant by 20 percent for each requirement of noncompliance. States must use 50 percent of their remaining allocations for that fiscal year to achieve compliance.

In 2008, states and territories reported data for a total of 1,775 sub grants across more than 900 separate organizations. This represents more than \$98 million in funded activities. Funds were allocated to activities across many program areas, and the activities with the largest funding allocations included:

- ▶ delinquency prevention (29 percent);
- ▶ disproportionate Minority Contact (10 percent); and
- ▶ juvenile justice system improvement (9 percent).

Formula Grants programs served more than 518,000 youth during the reporting period. Of these youth:

- ▶ 77 percent completed program requirements;
- ▶ 75 percent exhibited a desired change in the targeted behavior (targeted behaviors differed, depending on the youth's specific program goals); and
- ▶ 9 percent offended or reoffended during the program period.

Forty percent of the formula grants-funded programs reported implementing at least one evidence-based program.

OJJDP has seen a growing momentum and focus on DMC at the state and local levels. For example, during FY 2008 the number of states with DMC coordinators was 38, and the number of states with targeted local DMC reduction sites was 34. Thirty-seven states have DMC subcommittees under their state advisory groups. This progress can be attributed in part to OJJDP-sponsored training and technical assistance efforts, which emphasize the importance of designating state and local DMC coordinators, forming DMC subcommittees for enhanced and sustained state and local leadership, and selecting appropriate local sites to invest DMC reduction resources and efforts. OJJDP's review of the states' latest comprehensive three-year plans indicates that all states but one are in compliance with the DMC core requirement.

Other DMC accomplishments in FY 2008 include:

- ▶ The "Disproportionate Minority Contact New Coordinator Training of the Trainers," held in January in New Orleans, LA, focused on enabling participants to communicate effectively about DMC (overrepresentation of minority youth in the juvenile justice system at all points in the juvenile justice process), measure the problem, and design data-based DMC reduction strategies. The

training also concentrated on enhancing participants' group facilitation skills to help community groups and their state advisory groups work collaboratively toward DMC reduction. The training included DMC coordinators from Florida, Utah, Arkansas, Michigan, Hawaii, Iowa, Tennessee, and South Carolina.

- ▶ The OJJDP State Relations and Assistance Division 2008 National Conference, "Charting the Course: Developing Effective Plans for the Future," held in August in Nashville, TN, provided guidance on the three-year planning process, strategies to address DMC, compliance monitoring guidance, and training and technical assistance. State advisory group (SAG) members (including youth SAG members), compliance monitors, Juvenile Accountability Block Grants (JABG) coordinators, Title V coordinators, and DMC coordinators from the 56 states and territories attended the conference.

TITLE V COMMUNITY PREVENTION GRANTS PROGRAM

The Title V Community Prevention Grants Program supports a comprehensive research-based approach to delinquency prevention among youth through reducing the risk factors and enhancing the protective factors in their schools, communities, and families. Extensive research has shown that risk factors are associated with the likelihood that a youth will engage in delinquent behavior, and protective factors help prevent or reduce that likelihood. The Title V program provides funds that enable communities to address these factors in a locally suitable and sustainable manner. The program encourages local leaders to initiate multidisciplinary needs assessments of the risks and resources in their communities and develop locally relevant prevention plans that simultaneously draw on community resources, address

local gaps in services or risks, and employ evidence-based or theory-driven strategies.

In FY 2008, OJJDP awarded a total of \$2.56 million. All 50 states, the District of Columbia, and Puerto Rico received \$48,360 each. Guam, American Samoa, Northern Mariana Islands, and the Virgin Islands received \$12,099 each. The JJDP Act requires Title V grantees to garner a 50-percent funding match from the state and/or localities, thereby maximizing the chance of success for Title V-funded programs.

In 2008, states and territories reported data for a total of 288 sub grants. This represents more than \$15 million in funded activities. Funds were allocated to activities across many program areas, and the activities with the largest funding allocations included:

- Delinquency prevention (80 percent);
- School programs (8 percent); and
- Mental health services (3 percent).

Title V programs served more than 56,000 youth during the reporting period. Of these youth:

- 82 percent completed program requirements; and
- 46 percent exhibited a desired change in the targeted behavior (targeted behaviors differed, depending on the youth's specific program goals; in the majority of cases, programs targeted a reduction in antisocial behavior, school attendance, or social competence of youth).

Of the Title V grant-funded programs, more than half

(54 percent) reported implementing at least one evidence-based program.

JUVENILE ACCOUNTABILITY BLOCK GRANT PROGRAM

The JABG program provides funds to the states and territories to support programs that promote juvenile offender and system-based accountability. For the juvenile offender, accountability means facing individualized consequences through which he or she is made aware of and held responsible for the loss, damage, or injury that the victim experiences. For the juvenile justice system, accountability means developing an increased capacity to enhance youth competence, to efficiently track juveniles through the system, and to provide options such as restitution, community service, victim-offender mediation, and other restorative justice sanctions.

The long-term goals of the JABG program are:

- by 2013, to process 77 percent of youth using graduated sanctions approaches



(the baseline is 71 percent, and the annual goal is a 1-percent increase; the 5-year goal is a 5-percent increase); and

- ▶ by 2013, to reduce the reoffending population to no more than 29 percent of program youth (this rate is based on research of other intervention programs and no baseline is currently available: the annual goal is a 1-percent decrease in rates of offending; the 5-year goal is a 5-percent decrease.)

States can use their JABG funds for 17 purpose areas, including developing graduated sanctions and implementing accountability-based programs for juveniles, hiring additional prosecutors and probation officers, and establishing juvenile drug and gun courts. All 50 states, the District of Columbia, and the U.S. territories of American Samoa, Guam, Northern Mariana Islands, Virgin Islands, and Puerto Rico, are eligible for JABG funds. In FY 2008, grant awards totaled more than \$46 million.

For 2008, states and territories reported data for a total of 1,552 sub grants across more than 900 separate organizations. This represents more than \$79 million in funded activities. While funds were allocated to activities across all 17 JABG program areas, the activities with the largest funding allocations included:

- ▶ accountability-based programs (22 percent);
- ▶ court/probation programming (13 percent); and
- ▶ information sharing (10 percent).

JABG programs served more than 215,000 youth during the 2008 reporting period. Of these youth:

- ▶ 16 percent reoffended during the program period; and
- ▶ 62 percent exhibited a desired change in the targeted behavior (targeted behaviors differed, depending on the youth's

specific program goals; in the majority of cases, JABG programs targeted a reduction in antisocial behavior, school attendance, or social competence of youth).

Of the JABG-funded programs, about one-fifth (18 percent) were implementing at least one evidence-based program.

From April 1, 2007 to March 31, 2008 (the 2008 JABG reporting year), OJJDP provided 30 JABG training and technical assistance events to 625 individuals from 20 states. Participants included probation officers, substance abuse treatment providers, family advocates, judges, clerks and court staff, juvenile justice residential and detention staff, community organizations, and juvenile justice coalition members. OJJDP offered JABG trainings in the areas of mental health in detentions and corrections, law enforcement training, and conference funding support to the Hispanic National Bar Association.

In FY 2008, OJJDP developed performance measures for the upcoming Juvenile Accountability Block Grant Program Assessment Rating Tool review, scheduled for 2010.

ENFORCING UNDERAGE DRINKING LAWS PROGRAM

OJJDP has administered the Enforcing Underage Drinking Laws (EUDL) Program since Congress created the program in 1998. Through grants, training, and technical assistance, the EUDL program helps states and the District of Columbia prevent underage drinking by emphasizing enforcement. The program is implemented at state and local levels through a governor-designated agency in each of the 50 states, the District of Columbia, and the territories of American Samoa, Guam, Northern Mariana Islands, Virgin Islands, and Puerto Rico. As a result, OJJDP works with 56 multidisciplinary agencies, creating an opportunity for diverse, multilevel collaboration on a single issue.

EUDL's four programmatic elements are:

- ▶ annual block grants to each state, the District of Columbia, and the territories to fund the establishment of a statewide task force and innovative programs to prevent underage drinking, with a strong emphasis on law enforcement;
- ▶ discretionary grants to selected states to fund the demonstration of best or most promising strategies at the local level;
- ▶ training and technical assistance to guide states and communities in their efforts; and

- ▶ an evaluation of the EUDL program.

In FY 2008, OJJDP allocated \$350,000 in block grants to each state and territory. The block grants support statewide task forces of state and local law enforcement and prosecutorial agencies to target establishments suspected of a pattern of violations of state laws governing the sale and consumption of alcohol by minors. The grants also support public advertising programs to educate establishments about statutory prohibitions and sanctions. OJJDP encourages innovative programs to prevent and combat underage drinking.

EUDL FY 2008 SUCCESS STORIES

South Carolina has implemented Alcohol Enforcement Teams (AET), multi-jurisdictional partnerships that use best practice enforcement to reduce underage drinking. In 2006, the state used EUDL funds to expand the number of counties involved in the AET program, and in 2007 the state allocated \$1.6 million to expand the program to all of South Carolina's 16 counties. AETs in each county were active by October 2007. By the end of February 2008, state totals for underage drinking enforcement activities had surpassed those for all of FY 2007. Compliance checks—visits by law enforcement to ensure that merchants are complying with laws banning the sale of alcohol to minors—had increased 90 percent to a total of 2,559; 185 public safety checkpoints had been operated; and more than 11,500 citations were issued for various alcohol-related offenses. One county developed an educational program that was presented to more than 1,200 merchants.



Early in FY 2008, three Minnesota towns passed “social host” ordinances, laws that hold hosts of parties in which alcohol is available to minors liable for the underage drinking on their property. Although the specifics of each law vary by municipality, they typically require jail time and a fine for adults who knowingly provide alcohol to minors or the space in which to consume it. As of August 2008, 11 Minnesota municipalities have passed social host laws.

OJJDP also awarded three states EUDL discretionary grants in FY 2008 for up to \$900,000 for a 3-year period. The grants aim to reduce the availability of alcoholic beverages to and the consumption of alcoholic beverages by university and college students younger than 21 years old in Illinois, Nevada, and South Carolina.

The OJJDP-sponsored Underage Drinking Enforcement Training Center (UDETTC) provides science-based, practical, and effective training and technical assistance services to the states in support of their efforts to reduce underage drinking. In 2008, the Center conducted a total of 97 trainings, reaching 3,195 individuals in 29 states. The Center's Web site confirmed 4.4 million successful requests for information. The Center disseminated more than 19,000 training publications, which can be downloaded from the Center's Web site.

Researchers from Wake Forest University are conducting the evaluation of the Community Trials Initiative, and those results are expected to be released in FY 2009. Researchers funded by the National Institute on Alcohol Abuse and Alcoholism are evaluating the EUDL rural communities' programs and a partnership with the Air Force.

In August, OJJDP sponsored the tenth anniversary EUDL National Leadership Conference attended by more than 2,000 participants.

TRIBAL YOUTH PROGRAM

OJJDP's Tribal Youth Program (TYP) supports and enhances tribal efforts to prevent and control delinquency and improve the juvenile justice system for American Indian and Alaska Native (AIAN) youth. Many AIAN communities face chronic under-funding for their justice systems, lack access to meaningful training for law enforcement and justice personnel, and lack comprehensive programs that focus on preventing juvenile delinquency, providing intervention services, and imposing appropriate sanctions. Since FY 1999, OJJDP has awarded 321 grants to 299 federally-recognized

tribes to help them develop and implement culturally sensitive prevention programs that address risk factors for delinquency, intervene with court-involved tribal youth, improve the tribal juvenile justice system, prevent alcohol and drug abuse, and provide mental health services. Specific examples of OJJDP support for tribal youth programming in FY 2008 are described below:

- ▶ In FY 2008, OJJDP made 18 awards of \$300,000 to \$500,000 each, totaling \$8 million to federally-recognized tribes in 15 states. OJJDP revamped its FY 2008 program solicitation to encompass a 5-year grant period which includes a planning year. OJJDP also provided extensive training to the FY 2008 grant recipients, including training that focused on successful community planning.
- ▶ In FY 2008, OJJDP also made awards under the Tribal Juvenile Accountability Discretionary Grants Program (T-JADG). The T-JADG program provides funds for program reform to hold AIAN youth accountable for their offenses. In FY 2008, OJJDP awarded a total of \$1.1 million in T-JADG grants to the Coquille Indian Tribe in Oregon, the Chippewa Cree Tribe in Montana, and the Fallon Paiute Tribe in Nevada.
- ▶ OJJDP also made grant awards in FY 2008 under the Mentoring Program for At-Risk Tribal Youth, a newly funded program. OJJDP provided \$2 million in funding to the Boys and Girls Clubs of America and \$2 million to Big Brothers Big Sisters for mentoring programs for at-risk Native American youth.
- ▶ Consulting Services & Research, Inc. is conducting a process evaluation of all Tribal Youth Program projects from FY 2003 to FY 2008. For further details on this and other tribal evaluation projects, please refer to chapter 10 under the Evaluation of Juvenile Justice Programs section.

During FY 2008, OJJDP supported several tribal youth training efforts as described below:

- ▶ A continuation cooperative agreement was awarded to the Education Development Center, Inc. to fund a Tribal Youth Training and Technical Assistance Center that provides culturally sensitive training and technical assistance to all federally-recognized tribes and TYP grantees. The technical assistance provided included access to professional staff with expertise in developing culturally based approaches to prevention and intervention, capacity building, strategic planning, program implementation, program evaluation, and program sustainability.
- ▶ In addition, TYP joined the One OJP Tribal Justice, Safety, and Wellness Training and Technical Assistance initiative launched by OJP. This initiative provides training and information to tribal leaders, administrators, program managers, and grant writers about resources available from the OJP AAG. In FY 2008, OJJDP coordinated its regional training schedule to coincide with the One OJP sessions.
- ▶ During OJP's Session VII held in Billings, MT, in FY 2008, OJJDP facilitated a Juvenile Justice Issues consultation session to encourage dialog among tribal leaders and OJJDP program representatives and other federal agency representatives. The OJP AAG participated in the full session. Results of the consultation are part of the OJP record and will include recommendations for future federal efforts to assist tribes. The results of the consultation are expected in the near future.
- ▶ OJJDP staff participated in the development of a training module, "Working Effectively with Tribal Governments" which is available on www.GoLearn.gov as a tool for federal employees who work directly with tribal governments. The workshop taught specific skills to repre-

sentatives of the federal government who oversee Native American programs. The training provided the participants with the opportunity to examine the complex issues involved in working with diverse tribal communities in a culturally sensitive manner.

- ▶ In addition to the activities listed above, OJJDP staff also are working with the National Center for Juvenile Justice to develop a report entitled, *Juvenile Offenders and Victims: 2008 American Indian/Alaskan Native Report*. This report will be modeled on OJJDP's *National Report on Juvenile Offenders and Victims* and will focus specifically on AIAN youth.

CHILD PROTECTION PROGRAMS

OJP supports several national initiatives aimed at reducing the incidence of, and improving the responses to, missing and exploited children. One of the major initiatives OJP is involved with is Project Safe Childhood and the Internet Crimes Against Children Task Force Program, described in the chapter on Law Enforcement. Other significant initiatives include collaborating with the National Center for Missing and Exploited Children, preventing the commercial sexual exploitation of children, and coordinating the AMBER (America's Missing: Broadcast Emergency Response) Alert program. These initiatives are described below. The chapter on Research, Statistics, and Evaluation describes OJJDP and NIJ support of child exploitation research.

National Center for Missing and Exploited Children

The National Center for Missing and Exploited Children (NCMEC) is a private, nonprofit corporation that provides 24-hour services and support to families, children, law enforcement agencies, and federal agencies on all aspects involving missing and exploited children. In partnership with OJJDP, NCMEC supports law

enforcement at the federal, state, and local levels in cases involving missing and exploited children. NCMEC operates a 24-hour hotline (800-843-5678 or 800-THE-LOST) that has received more than 2.3 million calls since October 19, 1984.

- ▶ During FY 2008, NCMEC received almost 98,000 calls on its hotline and assisted in the recovery of 13,590 missing children.
- ▶ Both private citizens and Internet service providers use NCMEC's online reporting system, www.cybertipline.com, to report child pornography on the Internet. Leads are referred to law enforcement for investigation. In FY 2008, NCMEC received approximately 109,000 reports on the CyberTipline regarding potential child exploitation/online harm to children. Since the beginning of operations in 1998, the CyberTipline has processed approximately 629,000 online reports.
- ▶ In FY 2008, NCMEC, through its Child Victim Identification Program (CVIP), a software program that matches pictures of missing children with pornographic images found on the Internet, and with the help of others, identified more than 520 children found in pornographic images and videos. As of September 7, 2008, a total of 1,658 child victims of pornography crimes were identified through CVIP.
- ▶ In FY 2008, 338 child-pornography series were identified as "Be On The Lookout" in the Child Recognition and Identification System.
- ▶ NCMEC works with the private sector to distribute photos of missing children and provides other direct services to help recover missing children. During FY 2008, 317 children were recovered as a direct result of this program, with an overall recovery rate of 96.8 percent at the end of FY 2008.
- ▶ NCMEC uses computer technology and graphic artists to age progress photos of long-term missing children. In FY 2008, 79 missing children whose photographs were computer age-enhanced were located or their case was closed, and 5 previously unidentified deceased children were identified as a result of NCMEC's imaging specialists' work on facial reconstructions.
- ▶ In 2008, Team Adam, a group of retired law enforcement officers with experience with missing children cases, was available to assist local law enforcement at NCMEC's expense. During FY 2008, Team Adam members participated in 33 cases and helped to recover 38 children.
- ▶ In 2008, Team HOPE, a group of parent volunteers who have experienced child abductions, was available to assist families faced with the tragedy of child abductions. In FY 2008, Team Hope members provided assistance in 4,927 missing child cases.
- ▶ The Victim Reunification Travel program returns American child victims of international parental abduction from overseas and facilitates the reunification process. See chapter 8 for additional information about this program.
- ▶ In partnership with NCMEC and Fox Valley Technical College, OJJDP supported more than 160 training programs for law enforcement in 2008. More than 17,500 law enforcement officers and prosecutors participated in specialized courses, including seminars titled "Chief Executive Officer," "Protecting Children Online for Investigators," "Protecting Children Online for Unit Commanders," "Protecting Victims of Child Prostitution," and "Responding to Missing and Abducted Children."

Preventing the Commercial Sexual Exploitation of Children

The commercial sexual exploitation of children (CSEC) involves crimes of a sexual nature committed against juvenile victims for financial or other economic reasons. These crimes include trafficking for sexual purposes, prostitution, sex tourism, mail-order-bride trade and early marriage, pornography, stripping, and performing in sexual venues such as peep shows or clubs.

OJJDP supports several programs to combat CSEC:

- ▶ OJJDP supports agencies that serve commercially sexually exploited children: Standing Against Global Exploitation in San Francisco, CA, which provides outreach and comprehensive health, legal, advocacy, and other support services to these youth; Girls Educational and Mentoring Services, based in Harlem, NY, which provides short- and long-term residential services and counseling to girls ages 12–21 who have experienced sexual exploitation and domestic trafficking to help them exit the industry; the Paul & Lisa Program, headquartered in Westbrook, CT, which helps children, teens, and women escape from prostitution and establish positive and productive lives; and Boston-based Home for Little Wanderers' My Life My Choice Project, which is a prevention initiative aimed at reaching adolescent girls most vulnerable to sexual exploitation.
- ▶ In its ongoing effort to educate community agencies and the public about this serious issue, OJJDP conducted a two-part workshop in July on its Commercial Sexual Exploitation of Children Community Intervention Project at the annual Multidisciplinary Conference on Child Abuse in Orlando, FL, sponsored by the Florida Network of Children's Advocacy Centers in collaboration with the Florida Department of Law Enforcement, among other groups. OJJDP's Intervention Project is expand-

ing the capacity of communities to address CSEC.

- ▶ Also, in FY 2008, OJJDP saw two of its research studies completed:
 - ❖ The Illinois Criminal Justice Information Authority's study on the prostitution of children has helped to develop a deeper understanding of child sexual exploitation and made several recommendations on ways to aid children in one of the most neglected forms of child abuse.
 - ❖ The Urban Institute completed a longitudinal analysis of federal prosecutions to determine how prosecutions influence both CSEC service providers and victims. This was the first analysis conducted since the Trafficking of Persons Protection Act was passed in 2000.
 - ❖ In January 2008, the OJJDP Administrator addressed the Anti-Commercial Sexual Exploitation of Children Community Intervention Project's Training the Trainer Institute. The Institute, sponsored by OJJDP and held in Washington, DC, trained individuals from nongovernmental, law enforcement, and prosecutorial agencies in the Washington, DC metropolitan area.

AMBER Alert

AMBER Alert creates voluntary partnerships between law enforcement agencies, public broadcasters, and transportation agencies to notify the public when a child has been abducted and is in imminent danger. The broadcasts include information about the child and the abductor that could lead to the child's recovery, such as a physical description of each and a description of the abductor's vehicle. In addition to AMBER Alert plans in all 50 states, the District of Columbia, and 2 territories, 63 regional and/or local plans have been established.

- ▶ There have been over 400 successful AMBER Alert recoveries since the program became a nationally coordinated effort in 2002.
- ▶ The 2008 National AMBER Alert Conference was held in Orange County, CA. It included a Family Victim Roundtable and an AMBER Alert in Indian Country meeting. Tribal nations are working to develop their own plans tailored to their specific needs. In September 2007, OJP announced the selection of 10 tribal sites to serve as pilot communities to expand the AMBER

Alert program into Indian Country and bridge the gap between tribal communities and state and regional programs. To date, 9 of the 10 pilot tribes have passed tribal resolutions adopting AMBER Alert and have created AMBER Alert plans for their communities.

- ▶ Due to the interest and attendance at AMBER Alert trainings on the part of the tribes, five tribes have created Child Abduction Response Team (CART) programs (a description of the CART program follows), with more under development. Each of the pilot communities

AMBER ALERT FY 2008 SUCCESS STORIES:

In Lancaster, SC, a 2-year-old girl was taken from her grandparents' residence by her biological father, who was in a psychotic state and not taking prescribed medication. Authorities issued an AMBER Alert, and the child was safely rescued in Florida after an individual who was aware of the AMBER Alert told law enforcement that the suspect and child were en route to the residence of the suspect's girlfriend in Florida.



In Palmdale, CA, the Los Angeles County Sheriff's Department (LASD) activated an AMBER Alert for two siblings, ages 5 and 9, who were taken from their custodial grandparents by their non-custodial mother. The LASD believed the children to be in danger due to past incidents. A Sacramento County Sheriff's Deputy who was aware of the AMBER Alert located the suspect's vehicle, which was parked at a motel. The suspect was later identified and arrested, and both children were safely rescued.



In Racine, WI, an 11½-month-old child was taken by force from an apartment by an ex-boyfriend of the child's mother. The abductor took the child and left a note indicating she would get her child back when she repaid the \$2,000 that the abductor claimed was owed to him. Authorities issued an AMBER Alert. The abductor heard the Alert and gave the child to a third party. The child was safely rescued.

received an equipment allocation to help in the procurement of technology to aid in the implementation of AMBER Alerts. Allocations were based on several characteristics, including community needs assessments, tribal population, adoption of a tribal resolution to create an AMBER Alert plan, and participation at AMBER in Indian Country trainings and meetings. To date, five of the tribes have started the purchase and reimbursement process for their approved equipment. Finally, through a generous donation NCMEC has furnished each of the tribes with a computer, printer, fax machine, and camera dedicated to finding missing children on Indian lands. The interest in AMBER Alert in Indian Country continues to grow and is reflected in the approximately 50 requests for technical assistance received from native communities for FY 2009.

- ▶ OJP launched the CART initiative in November 2005 to provide a quick and coordinated response to incidents of missing and abducted children. The teams include law enforcement personnel, forensic experts, AMBER Alert coordinators, search and rescue professionals, policy makers, legal personnel, school officials, victim service providers, and other interagency resources. CART can be used for all missing children's cases as part of an AMBER Alert or when a child is abducted or missing but the abduction/disappearance does not meet the AMBER Alert criteria.
- ▶ In 2008, under a cooperative agreement with Fox Valley Technical College, OJJDP provided 11 CART training and technical assistance programs to 596 participants. Participating agencies were encouraged to review existing policies and practices and ways interagency and regional cooperation could improve missing and abducted children casework. Participants received guidance on creating memorandums of understanding, resource inventories, and action plans to use to guide

them through the development of a CART, thereby building a foundation for improving response capacity, resource coordination, and child recovery capabilities in their jurisdictions.

MENTORING PROGRAMS/ FAITH-BASED AND COMMUNITY INITIATIVES

Since 1994, OJJDP has received appropriations of more than \$200 million to support juvenile and youth mentoring programs. In FY 2008, OJJDP awarded more than \$60 million to support community-mentoring programs, including funding that addressed the needs of underserved, at-risk youth populations in tribal communities and Latino communities with youth gang problems. These initiatives promote collaboration among faith-based and community agencies and organizations that support mentoring services. Such support includes assisting with mentoring recruitment and mentor retention, mentor training, mentor matching, developing and implementing evaluation plans, data collection and analysis, developing action plans and strategic plans, cultural competence, developing mentoring partnerships and coalitions, and educating community members.

Mentoring Programs

Descriptions of several mentoring programs supported by OJJDP in FY 2008 are provided below. A complete listing of FY 2008 OJJDP discretionary grant awards, including those related to mentoring, can be found in the OJJDP section of the OJP Web site.

- ▶ Mentoring Programs for At-Risk Tribal Youth supports national organizations that provide mentoring activities in tribal communities. OJJDP made two awards to organizations that are strengthening and expanding existing mentoring activities in tribal communities. These programs will increase participation of tribal youth in activities with adult mentors. OJJDP

made awards totaling \$4 million under this program.

- ▶ The National Mentoring Program supports organizations that have programs ready for implementation to strengthen and expand existing mentoring activities. OJJDP was especially interested in programs that seek to increase participation of mentors by underrepresented groups (e.g., Hispanic and African-American adult males), programs that target children of single-parent families, and organizations that focus on making truancy prevention a priority in improving school attendance. OJJDP made awards totaling more than \$53 million under this program.
- ▶ The Community-Partnership mentoring program encourages collaboration among nontraditional partners. Nontraditional partners are those that may not have mentoring as their primary mission but have areas of common or overlapping interest that include providing services and support to at-risk youth. These may include community and/or faith-based organizations, nonprofits, health and mental health organizations, substance abuse prevention organizations, social services and early childhood/elementary educational systems, educational/vocational entities, universities/colleges, and other governmental or tribal units and agencies. The goal of the partnerships is to develop the community's capacity to provide new and existing mentoring services for at-risk youth and to facilitate the communication, collaboration, and delivery of mentoring services among service providers, community stakeholders, and governmental partners. OJJDP made awards totaling more than \$5.3 million under this program.
- ▶ The Latino Mentoring program: (1) offers at-risk Latino youth an alternative to gang participation and violence that fulfills their developmental adolescent needs and leaves them with no desire to affiliate with gangs; and (2) helps reduce

and prevent delinquency, violence, dropping out of school, and truancy. OJJDP sought applicants that would establish a school-based peer-mentoring program (a mentoring club) for high school youth. Mentors are adolescents already acclimated to high school and the surrounding community who serve as peer mentors to new students and incoming ninth graders. Identified by school staff, these incoming students are recruited to join this after school program. OJJDP made awards totaling more than \$1.6 million under this program.

- ▶ The Mentoring for System-Involved Youth program supports organizations that implement initiatives to develop new mentoring approaches or strengthen and expand existing mentoring programs. Examples include support to address new mentoring approaches in underserved communities, such as public housing or tribal reservations and efforts to recruit mentors from underserved groups, such as college students, youth groups, and fraternal organizations. This initiative also promotes collaboration among community agencies and organizations committed to supporting mentoring services. OJJDP made awards totaling more than \$2 million under this program.

Faith-based and Community Initiatives

In December 2002, President Bush signed Executive Order 13279, which called for the creation of the White House Office of Faith-Based and Community Initiatives and Centers for Faith-Based and Community Initiatives in 11 federal agencies. The Initiative supports policy development that removes obstacles to faith-based and community organizations' ability to compete for federal grants and expands the funding opportunities that are open to these organizations. Activities OJJDP has undertaken to advance the Initiative in 2008 include the following:

- ▶ In FY 2007, OJJDP funded Pittsburgh Leadership Foundation of America's (PLFA) Three-City Demonstration Project, which concluded successfully May 30, 2008. The project provided training and technical assistance to strengthen and expand 63 small faith-based and community organizations that serve at-risk youth in targeted neighborhoods in Pittsburgh, PA; Dallas, TX; and Minneapolis, MN. PLFA and its partners in each city worked to expand the program and the organizational capabilities of participating groups and build stronger collaborative efforts to prevent and address delinquency and other related problems, such as substance abuse, school failure, truancy, and teen pregnancy, among participating youth.
- ▶ A 12-page report on this Three City Project showed that 300 agency staff and 115 volunteers in the three cities received 2,973 hours of technical assistance and coaching from three Leadership Foundations and their partners through a 1-year OJJDP grant. The report summarizes the project evaluation, which found that over the course of the year, these 63 groups expanded their services by 22 percent and increased their funding by 12 percent, while 84 percent formed new service partnerships. The report provides specific examples of the expanded services and the new resources tapped in each city. The report also shares proven methods that may be replicated in similar projects.
- ▶ OJJDP supports Amachi Pittsburgh with a 3-year, \$1 million grant that was awarded in FY 2007. Amachi Pittsburgh is a faith-based mentoring Initiative of the Pittsburgh Leadership Foundation that provides mentors for children of prisoners in Allegheny County, PA. Amachi Pittsburgh and its community partners develop programs that target children and youth ages 4 to 18 residing in neighborhoods with high rates of incarceration, poverty, unemployment, and crime. This initiative promotes collaboration among community agencies and organizations that support mentoring services. Amachi Pittsburgh is establishing fully functional satellite mentoring programs in 32 additional locations for a total of 52 satellites, each providing mentors to a minimum of 10 children of prisoners each year.
- ▶ Major focus areas of the outcomes the Amachi team has chosen are school performance, development of a positive attitude toward learning, school attendance, academic performance, appropriate behavior, and self-confidence and social skills. Other outcomes selected include improved coping and conflict management skills. To date, the program has served 251 youth with 187 matches and 20 home visits. The program has established partnerships with 30 congregations throughout Allegheny County who assist program staff in recruiting, supervising, and supporting mentors and eligible families. In August 2008, Amachi Pittsburgh celebrated its fifth annual "Hands Across Pittsburgh" event, a providers' fair featuring 12 organizations that attracted nearly 600 participants. The event received considerable media coverage, including television and radio.
- ▶ OJJDP, in its annual training conferences for state formula grant recipients in Nashville, TN and Denver, CO, featured a workshop presentation by the DOJ Director of the Task Force for Faith-Based and Community Initiatives. The presentation provided practical information on what a state needs to know about how to treat religious non-profits seeking federal funding.
- ▶ OJJDP held two training conferences titled "Navigating the Future: Accessing and Sustaining Resources for Community and Faith-based Organizations," to provide attendees with training on organizational development and sustainability. These trainings were held in

Philadelphia, PA and Los Angeles, CA in the spring of 2008 and were attended by more than 500 representatives from faith-based and community groups from across the country.

- ▶ OJJDP has incorporated language in all of its solicitations for grant applications (both formula/block grant and discretionary) encouraging state and local units of government to consider faith-based and community organizations for sub grant funding and inviting faith-based organizations to apply for funding or to seek membership in local partnerships or coalitions, where appropriate.

HELPING AMERICA'S YOUTH INITIATIVE

Helping America's Youth (HAY) was a Presidential Initiative led by former First Lady Laura Bush to raise awareness about the challenges facing the nation's youth, particularly at-risk boys, and to motivate caring adults to connect with youth in three key areas: family, school, and community. Through its collaboration with nine other federal agencies in supporting the HAY Initiative, OJJDP helps to ensure that gang prevention is a significant focus of this effort by promoting awareness of gang prevention at a senior level within the administration and disseminating information to gang prevention practitioners. Specific accomplishments for 2008 include the following:

- ▶ On February 7, 2008, President Bush signed an Executive Order establishing the Interagency Working Group on Youth Programs, a coalition of federal agencies that will support communities and organizations working on behalf of our nation's youth. The order builds on the success of HAY.
- ▶ As the leader of the Initiative, Mrs. Bush has hosted a national conference and 5 regional conferences and participated in 125 other HAY activities in 24 states and

the District of Columbia to promote the efforts of youth-serving organizations.

- ▶ OJJDP served as the Department's liaison for the Initiative. OJJDP compiled nominations for community coalitions to attend the HAY regional conference training in February in Portland, OR. OJJDP also compiled a list of law enforcement representatives in the region to attend the conference.
- ▶ OJJDP funded and supported the HAY Web site, which housed the *Community Guide to Helping America's Youth*. OJJDP reviewed, edited, and facilitated enhancements to the *Community Guide in 2008*, ensuring that both the HAY Web site and the *Community Guide* were compatible in design and features. Significant enhancements included making the Community Guide more user-friendly and highlighting the benefits and resources of the *Community Guide* more prominently.

NATIONAL MISSING CHILDREN'S DAY 2008

President Reagan proclaimed the first National Missing Children's Day in May 1983. Since that time, family members, friends, public agencies, and private organizations have gathered throughout the country to rededicate their efforts to find the nation's missing children, celebrate stories of recovery, and honor those who can only be present in their hearts and memories. DOJ commemorated the 25th anniversary of National Missing Children's Day on May 21, 2008 at DOJ's Great Hall in Washington, DC. The ceremony re-emphasized the Department's commitment to bring missing children home safely and highlighted progress made and initiatives to protect children. It began with a video presentation highlighting the achievements and developments of child protection during the past eight years. At the ceremony, the Attorney General recognized the following awardees:

- ▶ Two detectives, Justin Spence, Florida Internet Crimes Against Children (ICAC) Task Force, and Sgt. Jay Poupard, Michigan ICAC Task Force, each received the Attorney General's Special Commendation Award for their prompt actions and information sharing, which saved the life of an eight-year-old girl. Their actions also prevented the further distribution of pornographic images of children.
- ▶ Lt. Jessica Farnsworth from the Utah Attorney General's Office of Investigations received the AMBER Alert Law Enforcement Award for her efforts in the creation of the Utah Attorney General's Child Abduction Response Team, where she successfully recruited dedicated federal, state, and local investigators and highly skilled support staff.
- ▶ Two radiological technicians from Norfolk, VA, Lisa Ahlbrandt and Sue Midgett, were presented the AMBER Alert Citizen Award for their intuitive actions and fortitude in safely recovering an abducted infant who was the subject of an AMBER Alert.
- ▶ Trooper First Class Becky North, a Maryland State Police Officer, received the Child Protection Award for her efforts in investigating a child abuse case in which a sex offender was charged with more than 100 criminal charges and received a 99-year prison sentence.

- ▶ Doyoun Park, a fifth grader from Quail Hollow Elementary School in Sandy, Utah, was selected as winner of the 2008 National Missing Children's Day Art Contest. Her artwork will be used as the logo for next year's Missing Children's Day festivities.

The release of a new OJJDP publication, *You're Not Alone: The Journey From Abduction to Empowerment*, also was announced during the ceremony. *You're Not Alone* was written by and for survivors of abduction and offers shared experience on the process of recovering. For more information on this publication and others, see www.ojjdp.ncjrs.gov/childabduction.html. Pictured below are four of the five authors of *You're Not Alone*, who were recognized at the Missing Children's Day Ceremony.

The ceremony also highlighted the second anniversary of the Department's PSC initiative, which brings together federal, state, and local investigators and prosecutors to combat online child exploitation crimes. The ceremony concluded with a performance from the Benjamin Orr Elementary School Choir of Washington, DC. OJP has had a relationship with the Orr School since 1991 as part of DOJ's volunteer outreach program.



8

VICTIMS OF CRIME

CRIME VICTIM COMPENSATION

OVC awards funding authorized by the Victims of Crime Act (VOCA) of 1984 to state crime victim compensation programs in all 50 states, the District of Columbia, the U.S. Virgin Islands, and Puerto Rico to cover crime-related expenses incurred by citizens who suffer physical and psychological injuries as a result of crime. These programs reimburse victims of crime for expenses such as medical costs, mental health counseling, funeral and burial costs, and lost wages or loss of support.

Although each state compensation program is administered independently, most programs have similar eligibility requirements and offer comparable benefits. Maximum awards generally range from \$10,000 to \$50,000, with the median at \$25,000. The average payout per claim is approximately \$3,000. Compensation is paid only when other financial resources, such as private insurance and offender restitution, do not cover the loss. Some expenses are not covered by most compensation programs, including theft, damage, and property loss. In FY 2008, OVC awarded more than \$180 million to state crime victim compensation programs.

CRIME VICTIM ASSISTANCE

OVC awards VOCA funds to states to support community-based organizations that serve crime victims. Some 5,000 grants are made annually to domestic violence shelters, rape crisis centers, child abuse programs,

and victim service units in law enforcement agencies, prosecutors' offices, hospitals, and social service agencies. These programs provide services, including crisis intervention, counseling, emergency shelter, criminal justice advocacy, and emergency transportation. States and territories are required to give priority to programs serving victims of domestic violence, sexual assault, and child abuse. Additional funds must be set aside for underserved victims, such as survivors of homicide victims and victims of drunk drivers. In FY 2008, OVC awarded \$309,054,463 to state crime victim assistance programs.

HELPING OUTREACH PROGRAMS TO EXPAND (HOPE)

OVC administers the HOPE I and HOPE II grant programs. In 2008, OVC provided grants of up to \$10,000 to 47 community and faith-based victim service organizations and coalitions through the HOPE I Grant Program. HOPE I provides grants to grassroots, non-profit, community, and faith-based victim service organizations and coalitions that are not linked to mainstream victim service programs and that do not have access to traditional funding sources for direct services, outreach, and networking. HOPE I funds were awarded to improve outreach and services to crime victims and support such program development activities as internal capacity strengthening,

U.S. Department of Justice
Office of Justice Programs
Office for Victims of Crime



Helping Outreach Programs to Expand



community networking, and coalition building. Funds were also used to develop program literature, train advocates, produce newsletters, and recruit volunteers.

Faith-based and/or community-based organizations have a long history of helping victims. Victims often seek the comfort, guidance, and assistance of faith- and/or community-based

organizations because these organizations are trusted members of the community. To promote greater participation of faith- and/or community-based organizations in criminal justice programs that are supported by DOJ, and to increase the development and capacity of faith- and community-based organizations' response to underserved victims in high-crime urban areas, OVC has allocated funds to the HOPE II Grant Program.

In 2008, OVC, through a cooperative agreement with the Maryland Crime Victims' Resource Center, provided grants of up to \$50,000 to 28 community and faith-based victim service organizations through the HOPE II Grant Program. Activities supported with HOPE II funds included:

- ▶ recruitment and use of volunteers to provide services to victims of crime (e.g., the training of victim advocates) and management of volunteers and nongovernmental support;
- ▶ provision of services to victims (e.g., transportation to and from criminal justice proceedings and advocacy before the criminal justice system);
- ▶ promotion within the community served of a coordinated public and private sector effort to aid victims (e.g., program literature, newsletters, and victim outreach efforts);
- ▶ purchase of program equipment and technology improvements; and
- ▶ assistance for victims in obtaining available victim compensation benefits through state or local government agencies.

CRIME VICTIMS' RIGHTS AND PUBLIC AWARENESS OUTREACH

OVC supports crime victims' rights through law-related grant programs and through an extensive outreach program aimed at raising

public awareness of victims' rights and services for crime victims. The following two law-based grant programs were funded by OVC in FY 2008:

- ▶ Under the Crime Victims' Rights Enforcement Project, OVC supports the advancement of crime victims' rights laws at the federal, state, and tribal level. In FY 2008, with earmarked Byrne funding transferred from BJA, OVC awarded a grant to the National Crime Victim Law Institute (NCVLI), which will allow it to expand and enhance the work it is doing under grants awarded in FY 2006 and FY 2007. Under these various grants, several victim legal clinics have provided, and will continue to provide, direct representation to victims in criminal court in the enforcement of their rights. Additional FY 2008 funding will support up to four new competitively selected legal clinics to provide direct services to victims. Intensive technical assistance, training, and support to all the clinics will be provided by NCVLI. In addition, NCVLI works to build a pro bono network of attorneys to represent victims in the enforcement of their rights in criminal court and provides education, training, and technical assistance on victims' rights issues nationally.
- ▶ In 2007, with OVC funding, the National Center for Victims of Crime (NCVC) launched *VictimLaw*, a comprehensive, online database of federal, state, and tribal victims' rights laws available at www.victimlaw.info/victimlaw. In FY 2008, OVC awarded a continuation grant to NCVC to continue to operate, update, and expand *VictimLaw*, as well as provide training and market *VictimLaw* to potential users. Between the April 2007 release and June 30, 2008, the database received 8,867 hits and 946 user accounts were created.

VictimLaw is a unique and groundbreaking resource that offers user-friendly access to more than 15,000 victims'

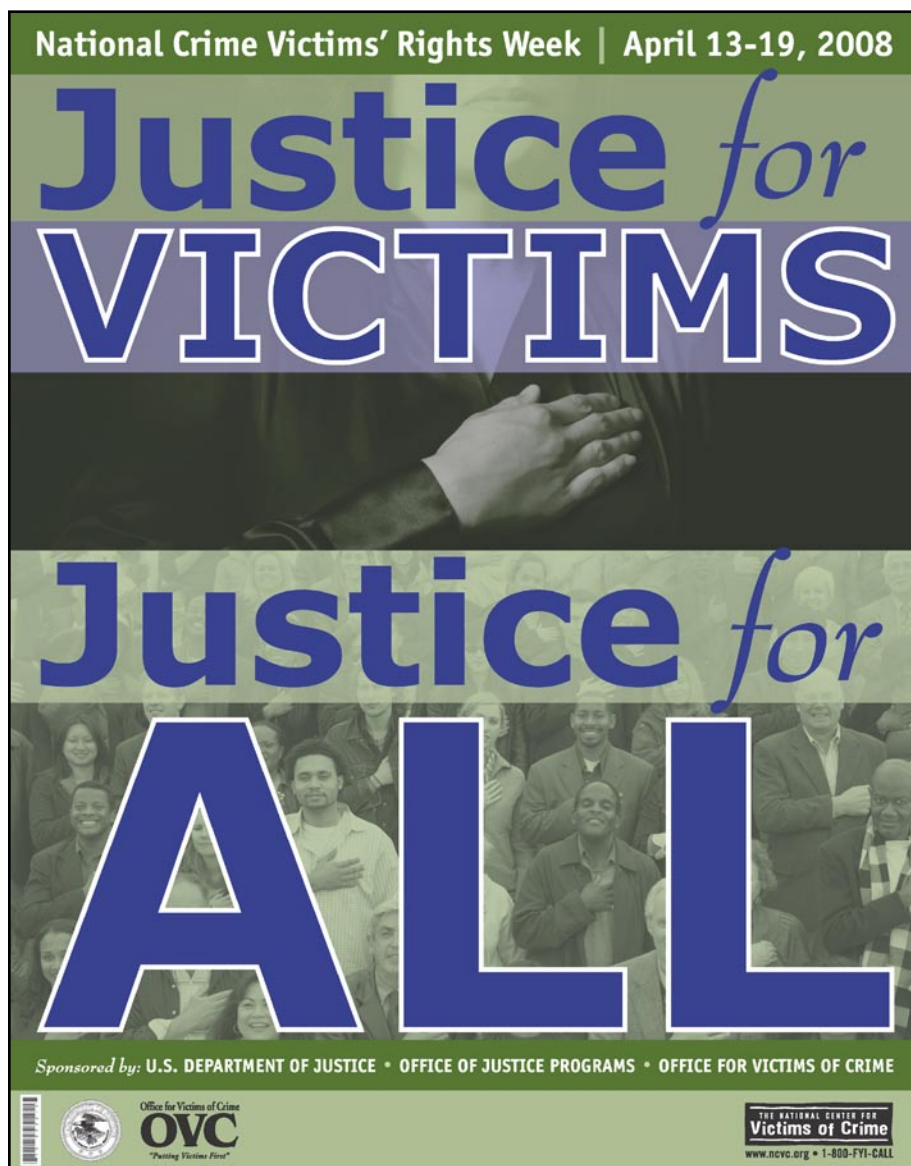
rights statutes (state and federal), tribal laws, constitutional amendments, court rules, and administrative code provisions. Future additions to the database will include state attorney general opinions and summaries of court decisions related to victims' rights. *VictimLaw* provides instant access to a wide range of previously hard-to-find legal information. Although all states have extensive bodies of legal rights for victims of crime (and nearly two-thirds of the states have adopted constitutional amendments guaranteeing rights to victims), locating this information was previously arduous and time-consuming.

Each April, America recognizes National Victims' Rights Week (NCVRW), which honors victims, survivors, allied practitioners, and dedicated service providers. In FY 2008, OVC continued to raise awareness of victims' rights and services through the following efforts related to NCVRW:

- ▶ OVC developed and disseminated 13,000 NCVRW Resource Guides to national, state, and local victim service providers. OVC helps communities organize activities and initiatives during the week-long celebration by supporting the development and dissemination of the NCVRW Resource Guide—a collection of national statistics on crime and victimization, sample press releases, camera-ready artwork, sample speeches and proclamations, and a short introductory theme DVD for use at NCVRW events and throughout the year.
- ▶ OVC created and distributed a new Public Service Announcement (PSA) to more than 13,000 local, state, and national crime victim assistance organizations. The PSA was downloaded 2,152 times, and the theme video was downloaded 1,515 times. Internet activity continues to increase each year for NCVRW products serving the field.

► In 2008, Dominick Dunne was the featured keynote speaker at the National Observance and Candlelight Ceremony. Dominick Dunne is an accomplished author, investigative journalist, and co-victim and homicide survivor of his beloved daughter, actress Dominique Dunne. The Attorney General attended the 2008 NCVRW Awards Ceremony and presented awards to 11 recipients in 8 award categories. The NCVRW Awards are the most prestigious federal honors bestowed to outstanding victim advocates and allied practitioners, many of whom are victims who offer inspiration to others in the crime victim services field.

► The Department, through OVC, collaborated with the U.S. Postal Inspection Service to devise a public awareness campaign targeting customers frequenting post offices around the nation during the month of April 2008 to help raise awareness of victims' rights and available services. Posters highlighting NCVRW were displayed in more than 15,000 post offices throughout the country, which serve 8 million customers each week. In addition, counter displays containing take-away cards highlighting how to "Get Help or Help Out" and toll free numbers of national victim assistance organizations were made available to



post office customers. Take-away cards were mailed to customers using the Postal Service's postal stamp delivery service with each order during April 2008. The Rape, Abuse, and Incest National Network, an OVC grantee and one of the national organizations listed on the take-one card, reported an increase in telephone hotline use of 11.5 percent in April 2008 and a 13 percent increase in online hotline use in March 2008, attributed to the NCVRW postal campaign.

Additional OVC public outreach to crime victims in FY 2008 is described below:

- ▶ In 2008, OVC reimbursed more than 55 communities across the United States for expenses associated with public awareness events. Every year beginning in 2004, OVC has competitively selected 50-60 communities from across the United States to implement public awareness projects. The 2008 Community Awareness Projects used innovative and collaborative approaches to promoting community-wide awareness. For example, in North Haven, CT the Mothers Against Drunk Driving (MADD) Connecticut advertised MADD's services and NCVRW on two billboards in Fairfield County. They held a centrally located public event called "Justice for All," which included a keynote speaker. The event focused on the impact of crime and offered tools to deal with it. In Richmond, IN, the YWCA of Richmond held its 4th Annual "Walk Against Violence," followed by a cookout and a balloon release. They also held a candle-light vigil and a self-defense workshop and advertised NCVRW events on two billboards, in the newspapers, on the radio, and on public access television.
- ▶ Through a grant to the National Organization of Parents of Murdered Children, OVC supported the second National Day of Remembrance for Murder Victims on September 25, 2008 at the National Press Club. In May of

2007, the House of Representatives unanimously passed a resolution introduced by representatives John Shadegg (R-AZ) and Steve Chabot (R-OH), establishing September 25th as the National Day of Remembrance for Murder Victims. This day honors the memories of murder victims and recognizes the impact of homicide on surviving family members and loved ones. The event continues to provide comfort and support to Americans who have lost a loved one to murder.

MASS VIOLENCE RESPONSE

OVC is uniquely positioned to provide a timely response to incidents of mass violence such as school and shopping mall shootings and to further efforts to be responsive to victims of terrorist attacks. In FY 2008, OVC provided the following support:

- ▶ OVC made two awards to Virginia Polytechnic Institute through the Antiterrorism and Emergency Assistance Program (AEAP), totaling more than \$3 million for a two-year period. These awards supported the University Office of Recovery and Support, which is the entity assigned responsibility for dealing with the aftermath of the April 2007 campus shootings.
- ▶ In March 2008, OVC began initial discussions with military leaders from DOD to determine how to best serve the victims of 9/11 during the trials being held at Guantanamo Bay, Cuba. On July 29, 2008, a reimbursable agreement in the amount of \$4,568,977 was executed between DOJ, OVC, and the Office of Military Commissions (OMC) in DOD. The purpose of the agreement is to support the OMC in its effort to provide closed circuit television (CCTV) coverage of the military commission trial proceedings occurring at Guantanamo Bay, Cuba (GTMO) for the victims of the September 11, 2001, terrorist attacks.

- ▶ On December 5, 2007, a mass shooting occurred at the Westroads Mall in Omaha, NE. OVC reached out to VOCA Administrators and service providers in Omaha. On August 26, 2008, an AEAP award in the amount of \$90,000 was made to the Nebraska Commission on Law Enforcement and Criminal Justice. The award is intended to reimburse up to 60 people for counseling or group therapy for those who witnessed the December 5, 2007, mass shootings.
- ▶ On February 14, 2007, a lone gunman opened fire in a classroom on the campus of Northern Illinois University. OVC staff met with University officials and law enforcement to discuss the needs of the victims and provide support to the University. In September 2008, OVC awarded \$1,682,225 to Northern Illinois University to assist the University in dealing with the aftermath of the mass shootings.

INTERNATIONAL TERRORISM VICTIM EXPENSE REIMBURSEMENT PROGRAM (ITVERP)

ITVERP was created under the Victims of Trafficking and Violence Protection Act and is administered by OVC. The program is committed to assisting and reimbursing eligible victims (U.S. nationals or U.S. Government officers or employees) for expenses incurred as a result of acts of terrorism occurring outside the United States. In FY 2008, OVC continued efforts to implement ITVERP:

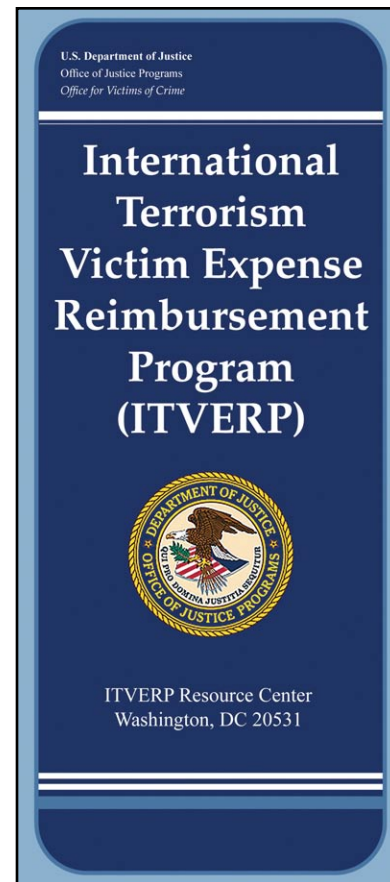
- ▶ In FY 2008, nine events were designated as having a reasonable indication that the act was one of international terrorism for the purposes of ITVERP. Reimbursement to claimants meeting program eligibility requirements totaled \$186,301 for FY 2008. Since the program became

operational in October 2006, ITVERP has provided approximately \$211,562 in reimbursement assistance to victims of terrorism and their families.

- ▶ In March 2008, OVC staff attended the Standards for Victims of Terrorism Conference sponsored by the International Victimology Institute Tilberg (INTERVICT), at Tilburg University in Tilburg, the Netherlands. The conference examined standards for victims of terrorism in the European Union (EU). EU member states examined the role of compensation programs in assisting terrorism victims and looked to ITVERP as a possible model. Conference presenters and participants included academics, embassy ministers, and United Nations officers. The international contacts established at the Conference help to support ITVERP by providing a platform for outreach and the dissemination of ITVERP and OVC resource materials.
- ▶ Throughout the fiscal year, OVC staff provided several trainings and briefings as part of OVC's outreach strategy. OVC staff held workshops at the National Association of Crime Victim Compensation Boards VOCA conference and the National Organization for Victim Assistance's annual North American Victim Assistance Conference. Briefings for international visitors from the Northern Ireland and British embassies and representatives from the FBI's Office of International Operations were conducted during FY 2008.
- ▶ OVC fulfilled the legislative requirement for an annual report on the activities of ITVERP. During FY 2008, OVC compiled program information and data to report on the program's first full year of implementation. The 2007 OVC ITVERP Report to Congress provides information on the following:

- ❖ an explanation of the procedures for filing and processing applications for reimbursement;
- ❖ a description of the procedures and policies instituted to promote public awareness about the program;
- ❖ a complete statistical analysis of the victims assisted under the program including:
 - ❖ the number of applications for reimbursement submitted;
 - ❖ the number of applications approved and the amount of each award;
 - ❖ the number of applications denied and the reasons for the denial;
 - ❖ the average length of time needed to process an application for reimbursement;
 - ❖ the number of applications for reimbursement pending and the estimated future liability of the program; and
 - ❖ an analysis of future program needs and suggested program improvements.

OVC will focus on several areas in the upcoming year and the next annual report, including ongoing efforts to assist multiple victims in the event of a large-scale terrorist act and to coordinate victim assistance activities with organizations that offer support to these victims. The agency is expanding its outreach initiatives to include greater levels of coordination with other governmental and professional organizations that work with victims of terrorism. In continuing to refine its program, OVC will strive to avoid duplication of efforts among agencies by developing a process for ongoing communication.



VICTIM REUNIFICATION TRAVEL PROGRAM

OVC also supports the Victim Reunification Travel Program (VRT) to assist left-behind parents in cases of international child abduction. VRT serves victims by helping to return children who are victims of international parental abduction to their custodial parent. The International Parental Kidnapping Act of 1993 makes international parental kidnapping a federal felony offense and authorizes criminal fines or prison terms for anyone who illegally removes a child from the United States or unlawfully retains a visiting child in a foreign country. Support under this program is provided via an intra-agency authorization with OJJDP and an OJJDP grant to NCMEC.

- In FY 2008, OVC assistance led to the reunification of 44 children with their left-behind parent. OVC processed 32 Victim

Reunification Assistance Requests, with 29 meeting all the requirements for approval.

- ▶ NCMEC submitted requests totaling \$100,209, with actual expenses of \$67,926 being reported as of August 31, 2008. Since its last report, NCMEC has submitted additional requests for assistance to OVC, with an estimated total of \$14,862.
- ▶ The most recent recoveries include a young boy who was taken to Venezuela and returned to his mother on September

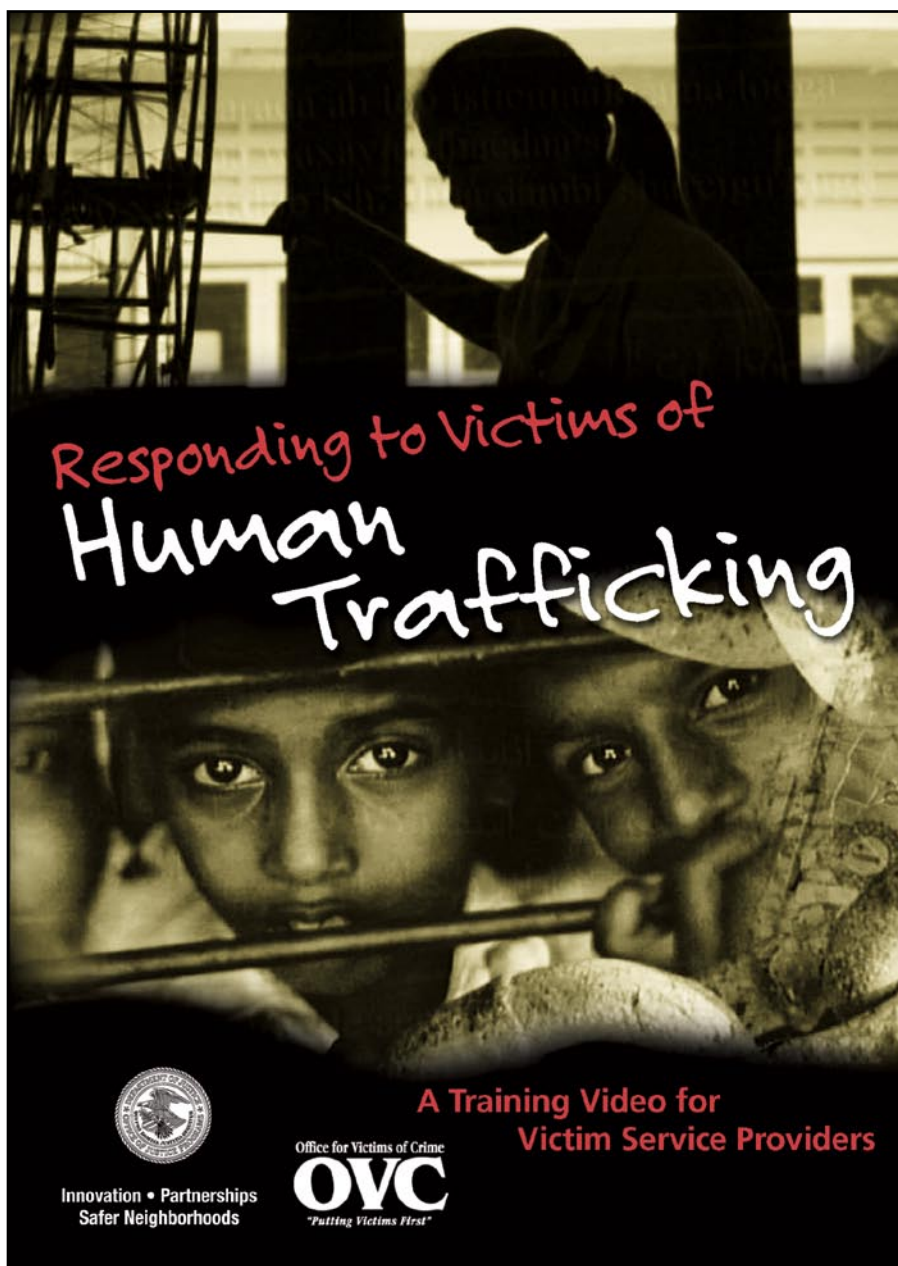
16, 2008, and the successful recovery of a young girl who was taken to Iraq and returned to her mother on September 3, 2008. The State Department provided pictures of the reunion as a thank you to all those who assisted in the recovery of this young girl.

HUMAN TRAFFICKING

In September 2008, OVC awarded \$5,489,999 in funding to support: (1) the continuing activi-

ties of 18 comprehensive services grantees that serve primarily pre-certified victims of human trafficking in the U.S.; (2) one specialized services grantee who provides crisis intervention and other mental health services to victims of human trafficking across the country; and (3) three new victim service providers to provide services to victims identified by the three new anti-human trafficking law enforcement task forces funded by BJA. BJA and OVC worked together to competitively select the new task force and victim service providers.

- ▶ At the end of FY 2008, OVC administered a total of 39 cooperative agreements to organizations who work to meet the broad range of the needs of traffick-



ing victims, including case management; medical, dental, and mental health services; legal advocacy; shelter; and access to a broad range of job skills training, English as a Second Language, education, and other social services.

- ▶ In April 2008, OVC released a 20 minute training DVD and accompanying CD of informational resources on human trafficking aimed primarily at established victim service providers with little or no experience working with victims of human trafficking. The DVD titled “Responding to Victims of Human Trafficking: A Training Video for Victim Service Providers DVD and Resource CD,” was sent at no charge to individuals and organizations who requested a copy. OVC is duplicating additional copies to meet the field’s demand.
- ▶ OVC and BJA worked jointly, under the auspices of the OVC Training and Technical Assistance Center, to establish a federal working group that met from October 2007 through March of 2008 to inform both BJA and OVC efforts to provide comprehensive training and technical assistance to the anti-trafficking task forces across the nation. Several agencies within DOJ, as well as relevant agencies from the Departments of State, Labor, Health and Human Services, Homeland Security, and Defense participated in the working group. The final report from this working group formed the basis for a comprehensive strategy to develop and deliver needed training and technical assistance to anti-human trafficking law enforcement task forces and their nongovernmental (NGO) partners across the nation.
- ▶ OVC was an active planning partner in the development and implementation of the Fourth National Conference on Human Trafficking, sponsored by DOJ in September 2008, with over 350 attendees. While OVC staff provided input into the development of the entire agenda,

they were responsible for coordinating three breakout sessions that highlighted high profile issues in the field, including serving child victims of human trafficking; immigration relief for human trafficking victims; and considerations for NGOs in working with victims when investigations and prosecutions of the traffickers are ongoing. OVC assumed oversight for administering funding to support federal employee participation in the conference, which was critical to its success.

VICTIMS WITH DISABILITIES

In September, 2007, OVC awarded \$2,500,000 through four cooperative agreements to address victimization of persons with disabilities. Two cooperative agreements of \$550,000 each were awarded to Washburn University of Topeka’s Joint Center on Violence and Victim Studies and the National Center for Victims of Crime, which are coordinating to develop and administer state-of-the-art, multidisciplinary training at a national conference, anticipated in fall 2009, to enhance practitioner responses to victims with disabilities and to further strategic partnerships at the local, state, and national level to enhance victims’ access to the criminal justice system and needed services and support.

Two cooperative agreements of \$700,000 each were awarded to the Disabled Persons Protection Commission in Quincy, MA and SafePlace in Austin, TX to adapt and replicate each program’s innovative multidisciplinary response model to crime victims with disabilities in four state-wide or community-based pilot sites across the nation. OVC’s goal is to increase reporting of victimization and ensure crime victims with disabilities receive comprehensive, quality services and are afforded fundamental rights, including access to the criminal justice system in the aftermath of criminal victimization. As of September 2008, the two replication projects had chosen their replication sites and submitted their recommendations to OVC to begin the replication process.

SEXUAL ASSAULT

In 2008, OVC provided funding for training and technical assistance, demonstration projects, and other initiatives to improve the response to victims of sexual assault. Funds were used to conduct events focusing on sexual assault issues and to develop resources for those who serve sexual assault victims.

- ▶ The Sexual Assault Resource Service (SARS) began planning the Fifth National Sexual Assault Response Team (SART) Training Conference, which will be held in Seattle, WA on May 27-29, 2009. The grant recipient has sponsored this conference with OVC funding every other year since 2001. SARS convened a planning committee to identify national experts who will provide evidence-based training on a multidisciplinary, victim-centered approach to sexual assault for approximately 1,000 SART professionals, including Sexual Assault Nurse Examiners (SANEs) and other medical personnel, crime lab specialists, law enforcement personnel, prosecutors, and victim advocates.
- ▶ The National Sexual Violence Resource Center (NSVRC), a project of the Pennsylvania Coalition Against Rape, in collaboration with the Oregon Attorney General's Sexual Assault Task Force, worked to strengthen the network of SANE programs. NSVRC held four regional meetings with coordinators of state, regional, territorial, tribal, and military SANE programs to identify and address regional training and technical assistance needs, as well as disseminate victim-centered promising practices related to SANE program coordination.
- ▶ The nonprofit agency Arte Sana (art heals) worked with Latina victim service providers, immigrant rights advocate groups and community-based social service professionals to develop and pilot test culturally competent outreach tools and training materials that were designed

to increase the accessibility of services by Spanish-speaking victims of sexual violence. In 2008, Arte Sana pilot tested a training for victim advocates titled "Latinas and Sexual Violence," and sample answering machine scripts in Spanish for use by state coalitions and rape crisis centers. All products are expected to be released in the near future.

VICTIM ASSISTANCE IN THE FEDERAL SYSTEM

- ▶ In FY 2008, more than \$22 million dollars was provided to the Executive Office of U.S. Attorneys to cover salary and modular costs for 170 positions within the 94 USAO districts to provide direct services to victims in the federal criminal justice program. Each fiscal year, OVC provides funding for 170 victim witness coordinator (VWC) positions assigned to USAOs in 94 districts across the country. These 170 VWCs provide direct services to victims of crime to ensure that victims' rights enumerated in the Attorney General Guidelines for Victim and Witness Assistance are provided to victims.
- ▶ OVC provided \$13,054,000 to the FBI in FY 2008 to provide direct services for victims of federal crime. Each fiscal year, OVC provides funding for 112 victim specialist positions assigned to field offices and resident agencies in the FBI. These 112 victim specialists provide direct services to victims of crime.
- ▶ More than six million dollars was provided in FY 2008 for the Nationwide Victim Notification System (VNS). VNS is a shared Web-based application involving the FBI, the United States Postal Inspection Service, USAOs, DOJ's Criminal Division, and the Bureau of Prisons. Notification of case events begins during the investigative stage and continues throughout the prosecu-

tion and corrections stages of a case. VNS provides victims with access to a VNS toll-free number where they can access current case information and the Victim Internet System (VIS) Web site that allows them to view their notifications and update their personal contact information. In cases with many victims, use of the VIS and the VNS Call Center becomes the most cost-effective and efficient means of notification.

- ▶ In FY 2008, OVC continued to support a special project in the Eastern District of Louisiana USAO that supports two victim witness specialist positions to help the New Orleans Police Department and the community at large in addressing the complex and overwhelming needs of crime victims in the aftermath of Hurricane Katrina. Those targeted for intervention are victims of violent crimes, particularly survivors of homicide victims, since the current rate of homicide has increased significantly.

TRIBAL VICTIM ASSISTANCE PROGRAMS AND INITIATIVES

Roundtable Discussions on Child Sexual Abuse in Indian Country

On June 12–14, 2008 and July 8–9, 2008, OVC hosted two roundtable discussions in New Mexico and Wisconsin to discuss how government agencies can focus and redirect their resources to encourage and empower victims to overcome obstacles they confront when attempting to report their victimization and seek assistance. In Santa Fe, NM, 29 participants, including survivors, parents of child victims, and victim advocates, attended the roundtable discussion. These individuals represented 12 of the 19 pueblos in New Mexico and the Navajo Indian Reservation. In Lac Courte Oreilles, WI, 20 participants, including survivors and victim advocates, attended the roundtable discussion. Participants represented 6 of

the 11 Wisconsin tribes and 2 of the counties in which the reservations are located.

Tribal Victim Assistance Program (TVA)

In FY 2008, OVC continued to provide leadership in the Department's support of Indian country through its administration of the TVA program. The program helps to develop and sustain crime victim assistance programs in AIAN communities, enhances the knowledge of and increases the ability of tribal and tribal-affiliated service providers to conduct comprehensive victim services, and provides outreach to improve crime victim awareness in urban, rural, and remote tribal communities. Federal resources are used to provide direct services to victims of crimes such as child abuse, homicide, elder abuse, driving while intoxicated, and gang violence. Direct services provided by tribal providers may include counseling, referrals, emergency services, court accompaniment, and assistance obtaining victim compensation.

In FY 2008, more than \$3.2 million in funding was awarded in support of this tribal initiative. OVC supported national and regional training venues that reached out to more than 1,100 tribal victim providers and provided individually crafted, onsite training and technical assistance services for TVA project directors, TVA staff, and tribal leaders representing the Bay Mills Indian Community, MI; Iowa Tribe of Oklahoma; Lac du Flambeau Band of Lake Superior Chippewa Indians, WI; Maniilaq Association, AK; Modoc Tribe of Oklahoma; Native Village of Barrow, AK; Northwoods Coalition for Battered Women, MN; Northern Arapaho Tribe, WY; Pit River Tribe, CA; Pascua Yaqui Tribe, AZ; Prairie Band Potawatomi Nation, KS; Samish Indian Nation, WA; Shingle Springs Rancheria, CA; Shoalwater Bay Indian Tribe, WA; Sisseton Wahpeton Oyate of the Lake Reservation, OR; Tewa Women United, NM; and the United Keetoowah Band of Cherokee Indians, OK.

Counseling & Faith-Based Services for Crime Victims in Indian Country

OVC continued its support for the Counseling and Faith-Based Services program, awarding more than \$2.7 million in new and continuation grants. The purpose of the grant program is to enhance the ability of organizations to: (1) support faith-based organizations in providing counseling services to crime victims; and (2) support the creation of collaborative models for local victim assistance programs to join with faith-based organizations, spiritual leaders, and traditional healers in AIAN communities and determine the best practices for facilitating counseling services by faith-based organizations.

Children's Justice Act Partnerships for Indian Communities Grant Program

In FY 2008, the Children's Justice Act Partnerships for Indian Communities provided continuation funding totaling more than \$2.3 million to assist AIAN communities in developing, establishing, and operating programs to improve the investigation, prosecution, and overall handling of cases of child abuse, child sexual abuse, and severe physical abuse, in a manner that increases support for and lessens additional trauma to child victims. The funding supported the development and implementation of comprehensive child abuse programs and child sensitive policies and procedures for addressing child abuse cases in the tribes' criminal justice and child protection service systems.

IDENTITY THEFT

OVC is helping to raise awareness of the consequences of identity theft for victims and has sponsored several initiatives to help victims of identity theft:

- ▶ In 2008, OVC negotiated the transfer of VOCA funds to BJS to include victim impact questions related to identity theft on the National Crime Victimization

Survey (NCVS). This groundbreaking modification will provide a neutral basis for comparison of victim impact across all crime types (violent and non-violent crime) and can help policy-makers determine the full impact of crime on victims of identity theft versus victims of burglary. As a result, resource allocation and policy decisions have a better chance of being made based upon supported data, and victim assistance programs serving victims of identity theft may be in a position to apply for more resources to address this underserved victim need.

- ▶ In January 2008, OVC hosted a grant recipient meeting with national, regional, state, local, and federal representatives concerned about serving victims of identity theft. To encourage expansion of existing services to reach this often underserved population, and to strengthen the ability of local law enforcement agencies and victim service providers to assist these victims, OVC funded four programs—a national, regional, state, and local victim assistance program directly serving victims of identity theft. As a result, a new referral policy has been put into effect with the Federal Trade Commission (FTC) and the Identity Theft Resource Center.
- ▶ In February 2008, OVC conducted a national victim service provider training titled "Identity Theft: Supporting Victims' Financial and Emotional Recovery."
- ▶ In June 2008, OVC provided substantive feedback to the FTC on a new draft pro bono guidebook to further assist victims of identity theft. The guidebook will be distributed nationally in early 2009 to pro bono attorneys who have been selected to represent victims as a result of the American Bar Association's Center for Pro Bono designation of identity theft as a priority area for pro bono attorney time.

- ▶ OVC and NIJ worked collaboratively on a victim assistance guide so that programs that already serve victims can expand their reach and address the often complex issues that confront victims of identity theft. The content of the guide serves as the basis for the training offered by the OVC Training and Technical Assistance Center.

OVC'S TRAINING AND TECHNICAL ASSISTANCE CENTER

OVC's Training and Technical Assistance Center (OVC TTAC) was established to support victim services across the country. The center assists victim service providers, advocates, and allied professionals in learning new skills and adopting best practices to enhance their continued success in providing quality victim services. The mission of OVC TTAC is to bridge the gap between knowledge, experience, and the victim assistance practice to help the still-evolving victim assistance field successfully meet the challenges of an increasingly complex service delivery environment. In FY 2008, OVC TTAC supported the following initiatives:

National Victim Assistance Academy

The Academy was presented December 9-14, 2007, in Baltimore, MD and again May 4-9, 2008, in St. Louis, MO to a total of 180 participants and focused on three distinct tracks tailored to the level of each attendee's expertise:

- ▶ foundation-level training, providing a broad understanding of the victim services field and laying the groundwork on which to build a career;
- ▶ specialized training, focusing on specific, timely topics that have a direct impact on providers' work; and
- ▶ the Leadership Institute, helping participants develop the skills they need to

move from a provider role into a managerial role.

This new three-track Academy integrates the latest advances in skills, knowledge, and theory. All courses are taught by teams of nationally recognized scholars, researchers, and practitioners with in-depth practical experience. Applications for the March 2009 Academy were accepted beginning October 1, 2008. For the first time, continuing education units will be awarded for attendance and completion of tracks 1, 2 or 3.

Victim Assistance Training Online (VAT Online)

OVC launched Victim Assistance Training *Online* (VAT *Online*) in September 2007. Since its launch, more than 3,022 users have registered for the online training and have completed the 35 hours of training or are actively using the course. VAT *Online* is a basic victim advocacy Web-based training program that offers victim services providers and allied professionals the opportunity to acquire the basic skills and knowledge they need to better assist victims of crime. Specific information also is provided to meet the needs of target populations.

OVC Training for Victim Service Providers

OVC TTAC delivered 12 workshops in FY 2008, training a total of 339 participants in such topics as Compassion Fatigue, Providing Culturally Competent Services to Victims of Crime, and Sexual Assault/Advocate Counselor Training. Responding to School Violence was a new offering for FY 2008.

New Online Training Self Assessment Tool

In September, 2008, OVC launched a new online tool intended for victim service providers and organizations to assist them in assessing their individual and/or organizational train-

ing and technical assistance needs. The tool is available on the OVC Web page at www.ovctac.gov/assessment.

9

SUBSTANCE ABUSE AND CRIME

The programs below represent some of the key efforts OJP is undertaking to help reduce crime related to substance abuse. BJA, OJJDP, and NIJ have all made substantive contributions to programming and research in this area.

RESIDENTIAL SUBSTANCE ABUSE TREATMENT (RSAT) FOR STATE PRISONERS FORMULA GRANT PROGRAM

The RSAT program is a critical aspect of offender reentry programs because it addresses the issue of substance abuse dependence and the direct link to public safety, crime, and victimization by providing treatment and services within the institution and in the community. All 50 states, the District of Columbia, and the U.S. territories receive RSAT grants and operate about 400 RSAT programs. Ultimately, every RSAT-funded program's goal is to help offenders become drug-free and learn the skills needed to remain drug-free upon their return to the community.

In FY 2008, the RSAT program was provided \$8.7 million in funding. This funding supported individual and group treatment activities for offenders. The activities must:

- ▶ last between 6 and 12 months;

- ▶ be provided in residential treatment facilities set apart from the general correctional population;
- ▶ focus on the substance abuse problems of the inmate; and
- ▶ develop the inmate's cognitive, behavioral, social, vocational, and other skills to solve the substance abuse and related problems.

JUVENILE DRUG COURTS/ RECLAIMING FUTURES PROGRAM

OJJDP, HHS's Center for Substance Abuse Treatment (CSAT), and the Robert Wood Johnson Foundation collaborate to enhance the capacity of states, state courts, local courts, units of local government, and Indian tribal governments to serve substance-abusing juvenile offenders by developing and establishing juvenile drug courts adopting the Reclaiming Futures model. The juvenile drug court system has been a pioneer in providing intervention, treatment, and structure to youth involved in substance abuse and delinquency. To fully realize the vision of the juvenile drug court, work is needed to develop additional capacity to provide treatment services and retool the service infrastructure so that it can accommodate the volume and complexity of cases in partnership with communities. In June 2007, OJJDP issued a solicitation inviting communities to propose the implementation of a juvenile drug court

program committed to integrating the Reclaiming Futures model with best practices in substance abuse treatment.

The Reclaiming Futures model embodies three essential elements: designing a system of care that coordinates services, involving the community in creating new opportunities, and improving treatment services for drug and alcohol use. The program emphasizes screening and assessments and supports training and technical assistance in the effective use of screening and assessment tools. The integration of the juvenile drug court and Reclaiming Futures model should enable communities to identify substance abusing youth, match them with appropriate treatment options, and deliver services through a coalition of providers working under the guidance of a local court.

OJJDP awarded a total of \$1.275 million over 4 years for the initiative to the following programs:

- ▶ Greene County, MO is applying the Reclaiming Futures model to a pilot juvenile drug court launched in January 2007 under the Greene County Juvenile Court. The integrated system will enhance and expand treatment services, implement

a system of care to coordinate all social services, and increase opportunities for youth and families in Greene County.

- ▶ The Hocking County (OH) Juvenile Court, which has operated for nine years, is integrating its juvenile drug court program with the Reclaiming Futures model to reduce the number of substance-abusing youth, help them meet educational goals, and increase the number of youth living drug- and crime-free lives.
- ▶ The New York State Unified Court System is applying the Reclaiming Futures model to the Nassau County Juvenile Treatment Court program to improve coordination among the Nassau County Family Court and public and nonprofit agencies working with justice-involved juveniles. The goal is to improve the identification of juveniles requiring substance abuse treatment, expand the screening and assessment of respondents in juvenile delinquency petitions, and engage youth more effectively in treatment by increasing the number and range of effective treatment options.



CSAT is providing technical assistance during the first year to support the treatment component, and the Robert Wood Johnson Foundation is helping sites implement the Reclaiming Futures model. Grantees are also eligible to receive training and technical assistance through the National Council of Juvenile and Family Court Judges. Plans for evaluation are in process. During the second year (FY 2008), CSAT collaborated with OJJDP to provide supplemental funding of up to \$300,000 to each site to support the treatment components of the program.

Also during FY 2008, OJJDP partnered with CSAT to enhance the capacity and quality of treatment for youthful offenders in juvenile courts and juvenile drug courts by supporting the implementation of the Brief Intervention and Referral to Treatment model. This treatment strategy provides appropriate assessment and delivery of evidence-based brief intervention and treatment protocols for youth with substance use disorders. Awards of up to \$530,000 for a 2-year period were provided to Miami-Dade County, FL, Ashland County, WI, and the Florida State Attorney's Office Fourth Judicial Circuit to implement the model. This treatment intervention has been tested in CSAT's Cannabis Youth Treatment study and has proven to be effective in improving individual outcomes and lowering cost. The goal of this effort is to increase the provision and effectiveness of outpatient treatment for adolescents with alcohol and other substance use disorders. The award recipients will receive training and technical assistance from the National Association of Drug Court Professionals.

ADULT DRUG COURT PROGRAM

The Drug Court Discretionary Grant Program provides financial and technical assistance to units of state and local government, and Indian tribes to develop and implement drug treatment courts for non-violent, substance-abusing offenders. In 1995, when OJP first began supporting drug courts, there were 75 drug courts in existence. By mid-year 2008, there were 2,158 drug courts, including adult, juvenile, family and tribal courts.

Drug Court Community Planning and Development

- ▶ In FY 2008, 39 drug court teams received financial support from BJA to plan and prepare for a drug court in their community, and over 300 individuals were trained over the course of four week-long workshops.
- ▶ Since 1995, 87 percent of the courts that completed the training program have either implemented or are planning to implement a drug court. Moreover, 72 percent of the teams have implemented their drug court program with only local funds and without any financial assistance from BJA.

Drug Court Discretionary Grant Program

In FY 08, BJA awarded 37 grants in the following manner:

- ▶ 10 adult implementation grants in the amount of \$350,000
- ▶ 24 adult enhancement grants in the amount of \$200,000
- ▶ 3 statewide enhancement grants in the amount of \$200,000

Drug Court Training and Technical Assistance

- ▶ The BJA National Drug Court Training and Technical Assistance Program, via the National Drug Court Institute (NDCI), provided training sessions at 27 statewide drug court training events. NDCI also responded to 186 on-site technical assistance requests, and provided over 2,500 responses to off-site technical assistance requests from adult drug court programs. Additionally two training sessions were conducted on appropriate use of incentives and sanc-

tions in the drug court setting. Lastly three publications were delivered to the field including: "Painting the Current Picture: A National Report Card on Drug Courts and Other Problem-Solving Court Programs in the United States;" "Quality Improvement for Drug Courts: Evidence-Based Practices;" and "Ensuring Sustainability for Drug Courts: An Overview of Funding Strategies."

- ▶ The National Center for State Courts (NCSC) conducted over 12 on-site visits to state-level agencies. NCSC also published a Statewide Technical Assistance Bulletin entitled "Performance Measurement of Drug Courts: The State of the Art." Over 5,500 copies were distributed both electronically and in hard copy.
- ▶ The National Drug Court Clearinghouse, managed by American University, responded to over 2,500 inquiries, disseminated over 10,000 documents, and prepared various reports on drug court activity for BJA and requesting jurisdictions. In FY 2008, the Clearinghouse Web site recorded over 1.7 million hits.

Drug Court Research and Technology

BJA provided financial assistance to NIJ to complete the Multisite Adult Drug Court Evaluation that builds upon successful process and impact evaluations of individual adult drug court programs. This five-year longitudinal process, impact and cost evaluation study of adult treatment drug court programs is employing a hierarchical model and is sampling nearly 1,800 drug court and non-drug-court probationers from 30 rural, suburban and urban jurisdictions across the United States. Results are expected by the end of 2009 to note the impact of adult drug courts on alcohol and other drug use, criminal recidivism, employment, and other functional outcomes.

INDIAN ALCOHOL AND SUBSTANCE ABUSE PROGRAM

BJA administers the Indian Alcohol and Substance Abuse Program (IASAP). IASAP provides funding and technical assistance to federally recognized tribal governments to plan, implement, or enhance tribal justice strategies to address crime issues related to alcohol and substance abuse. In FY 2008, the program focused on controlling and preventing methamphetamine use.

Key objectives of IASAP include:

- ▶ establishing a multidisciplinary advisory team to plan, implement, and monitor the proposed strategy;
- ▶ identifying, apprehending, and prosecuting individuals who illegally transport, distribute, and use alcohol and controlled substances in tribal communities;
- ▶ preventing and reducing alcohol- and substance abuse-related crimes (with a priority on methamphetamine), traffic fatalities, and injuries;
- ▶ increasing coordination among all levels of tribal government, law enforcement, the tribal criminal justice system, and tribal support services; and
- ▶ integrating federal, state, tribal, and local services and culturally appropriate treatment for offenders and their families.

In FY 2008, BJA awarded 11 grants to tribes totaling more than \$3 million. BJA also awarded a \$649,000 grant to provide training and technical assistance in support of the program. BJA, Fox Valley Technical College's Criminal Justice Center for Innovation, the IASAP Advisory Forum (comprising representatives from each funded tribe), and other partners conducted 24 training conferences, training almost 1,300 individuals.

10

RESEARCH AND TECHNOLOGY TO FIGHT CRIME

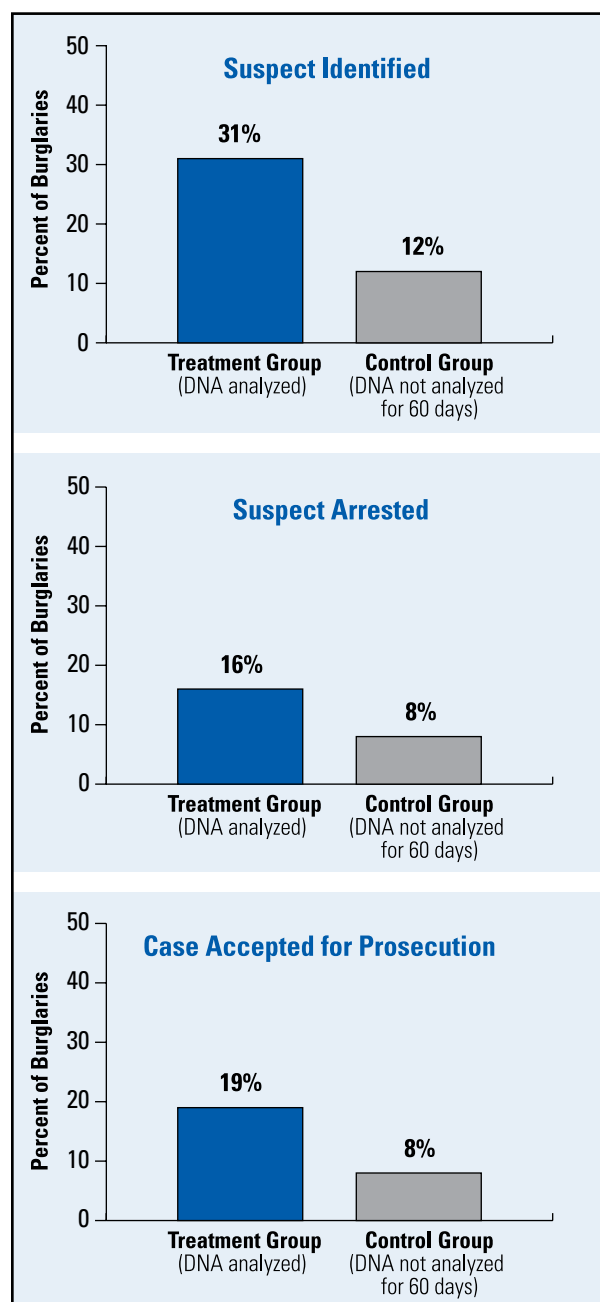
SOCIAL SCIENCE, RESEARCH, EVALUATION, AND DEVELOPMENT

DNA

NIJ launched its DNA for Property Crimes Field Experiment in October 2005. The goal of the program is to determine if it is cost-effective to collect DNA evidence in property crimes. The program was implemented in five jurisdictions—Orange County, CA; Los Angeles, CA; Denver, CO; Phoenix, AR; and Topeka, KS—and was evaluated by the Urban Institute. The evaluation of the experiment, released by OJP on June 16, 2008, found that obtaining DNA samples in property crimes dramatically increases the chances of a burglar being caught and is more cost effective in the long run to law enforcement. The chart on this page demonstrates some of the positive results from the evaluation.

Prison Rape

Since 2003, NIJ has made nine awards for research projects to address the issue of prison rape and assist corrections administrators dealing with this issue. In 2008, NIJ engaged in a partnership with BJS to examine the prevalence of sexual assault among juveniles incarcerated in adult prisons. In 2007, NIJ completed three key studies: a study of the culture of sexual violence in prison from an inmate perspective; the identification of policies and



promising practices by adult prisons responding to PREA; and a descriptive study of administrative records of allegations in Texas accompanied by a checklist to determine potential inmate predators and victims. Of the remaining funded studies, two are under review and should be available in the near future. The rest are expected to be completed by 2010.

Evaluating Criminal Justice Technology

NIJ continued to enhance and strengthen its emphasis on social science evaluations of the implementation and use of various technologies by criminal justice agencies. In FY 2008, NIJ completed evaluability assessments of eight technologies, including low-cost aviation, training simulations, dispatch prioritization software, and automated DNA analysis. These assessments were added to eight technology assessments completed in FY 2007 and were included as part of a call for research proposals for full-scale evaluations of these and other technologies. This year, NIJ added a new position for a Senior Technology Research Advisor in the Office of the Director. Through this position, NIJ is enhancing its potential for producing compelling evaluation findings by inserting planning for outcome evaluation at all phases of the technology research, development, testing, and evaluation process.

Eyewitness Identification

On June 2, 2008, NIJ convened a study group to review plans for a new Eyewitness Identification Field Experiment. The project examines the impact of photo array procedures on eyewitness identification outcomes in two police departments—Dallas, TX and Washington, DC. The project team presented their plans to representatives of the departments and a multidisciplinary study group comprising judicial, prosecution, defense, victim/witness, law enforcement, and other experts. This is the first field experiment to test both presentation order (sequential versus simultaneous) and administration method (detectives who are “blind” versus “nonblind” to the case), using random

assignment and computer software developed for this purpose. The goal of this project is to identify procedures that increase the likelihood of accurate perpetrator identification and to safeguard against inaccurate identification. NIJ previously produced a guide for law enforcement and a trainer’s manual for eyewitness evidence in 1999 and will produce updated materials based on this field experiment.

American Indian/Alaskan Native Research

In August, 2008, the Office on Violence Against Women (OVW) in cooperation with NIJ, hosted the inaugural meeting of the Section 904 Violence Against Women in Indian Country Task Force meeting. The task force was commissioned under the authority of Section 904(a)(3) of the Violence Against Women Act of 2005. The task force is responsible for assisting NIJ and OVW in the development and implementation of a program of research on violence against AIAN women. NIJ plays a key role in planning task force meetings, including developing the agenda and arranging several presentations regarding criminal justice research for task force members.

NIJ Executive Session on Policing

Building on the first Executive Session, sponsored by NIJ in the late 1980s and early 1990s, NIJ commissioned a new Executive Session on Policing and Public Safety, administered by the Kennedy School of Government at Harvard University. The Executive Sessions bring together key police executives and others to review the current state of policing and to chart the policy course, guided by research, for policing in the coming decades. This multi-year effort is expected to be a pivotal activity for NIJ’s policing research program and for policing in the United States in general. In FY 2008, two meetings of the Executive Session were held in Cambridge, MA. A third meeting was held in November 2008. Several papers resulting from discussions at the meetings are currently in progress.



Pictured on the previous page is the January 2008 meeting of the Executive Session. In attendance are the NIJ Director and senior members of national and international police forces, academia, and police research organizations.

Independent Evaluation of NIJ

To assess and demonstrate the effectiveness of its research programs, NIJ has commissioned a second comprehensive agency review by the National Academies of Sciences. The first study was completed in 1977. Commissioned as an independent evaluation of NIJ accomplishments, the evaluation will examine the quality of NIJ's research and the appropriateness of the research areas supported. It also will comment on the management and oversight of the research program. The evaluation will be finished in early 2009.

Elder Mistreatment and Elder Forensics

NIJ, in partnership with DOJ's Elder Justice and Nursing Home Initiative, began a research program on elder abuse, neglect, and exploitation in 2004. NIJ has invested approximately \$7 million in 16 research projects and several research roundtables to develop new measures of elder mistreatment, identify empirically validated forensic markers of abuse, and evaluate system responses to elder mistreatment. NIJ most recently held a workshop in February 2008 that summarized its work on this important issue and established goals for future research. In response to an FY 2008 solicitation, NIJ funded two proposals: "Coroner Investigation of Suspicious Elder Deaths" and "Developing an Actuarial Risk Assessment Tool."

The Elder Mistreatment Research Program has produced significant data on the following issues:

- ▶ **Bruising in the Geriatric Population:** Documenting normal bruising pat-

terms in this population is the first step toward differentiating accidental from suspicious bruising.

- **Determining Abuse as a Cause of Elder Death:** An NIJ-funded study examined how medical examiners make determinations in cases of suspicious elder deaths and found that they rarely can differentiate symptoms of illness from signs of abuse in elderly decedents.

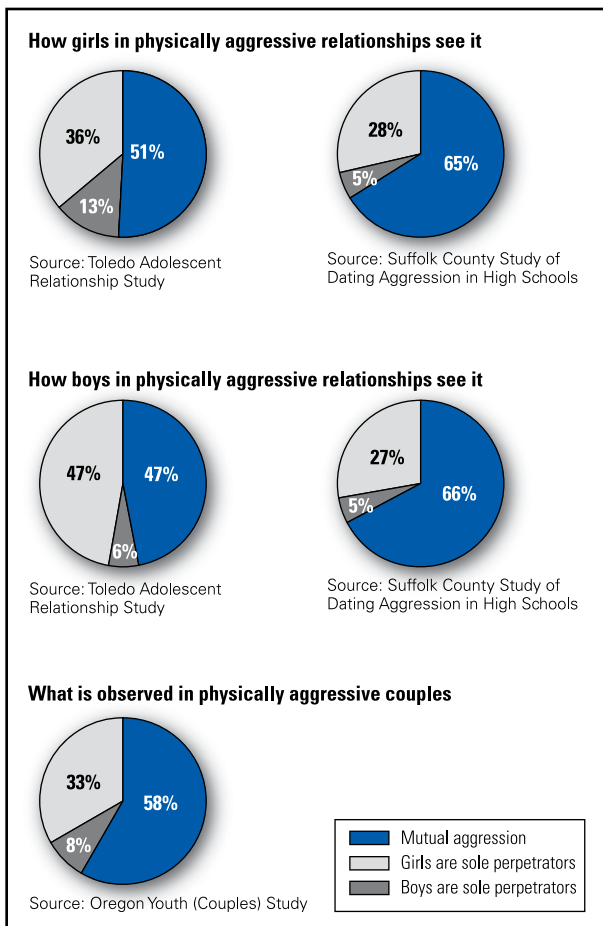
Teen Dating Violence

In 2008, NIJ played a lead role in coordinating the Federal Interagency Workgroup on Teen Dating Violence. The group is comprised of nearly 40 individuals, representing approximately 16 federal agencies within DOJ, the Department of Education, HHS, and DOD. The group began meeting in September of 2007 and meets every six to eight weeks to share information and coordinate efforts around

teen dating violence. Several outside speakers have attended the meetings to provide the federal group with insights and perspectives from the field. Speakers have included representatives from Healthy Teen Network, the Illinois Violence Prevention Authority, and the Robert Wood Johnson Foundation. As a result of the efforts of the workgroup, on December 4-5, 2007 an invited research workshop on Teen Dating Violence was held in Washington, DC. The workshop provided the workgroup with the input necessary to develop a set of critical research questions that would be beneficial to the field. The graphic on the previous page shows results from a related OJP-sponsored study.

International Crime and Justice

In 2008, NIJ further embraced the concept of internationalizing crime and justice research. By internationalizing its research and evaluation work, NIJ is committed to incorporating into its knowledge and evidence base the strongest most compelling research—regardless of the country of origin—into its work on behalf of state and local criminal justice practitioners and policymakers. The fruits of this approach are already evident in NIJ’s research in trafficking, terrorism, illegal drug markets, cyber crime, violence against women, and technology development. As this effort expands to other research areas, NIJ will capitalize on the broad base of international criminal justice research evidence in order to improve the criminal justice system at the local level.



Human Trafficking

In 2008, NIJ funded two studies on human trafficking. The first study is assessing criminal justice strategies and collaborative programs that have emerged over the past 20 years to focus on reducing the demand for commercial sex. The second project will fill an identified gap in the research on human trafficking by reviewing and making available findings from Latin American reports on human trafficking to English-speaking researchers, practitioners, and policymakers.

The following four human trafficking studies funded by NIJ were completed in FY 2008.

- ▶ **Research on Child Survivors of Trafficking for Sexual and Labor Exploitation** recommended establishing educational programs to reduce child labor and prevent child trafficking; monitoring and assessing national and international initiatives to reduce child labor; shifting away from monitoring workplaces employing children to monitoring the children removed from work; and enhancing collaborations between source and destination countries to reduce child labor and prevent child trafficking.
- ▶ **Understanding and Improving Law Enforcement Responses to Human Trafficking** found that local law enforcement agencies perceive that human trafficking is rare in their communities; however, agencies that serve larger communities are more likely to view human trafficking as a pervasive problem, particularly sex trafficking; over half of the law enforcement agencies serving large jurisdictions have investigated trafficking cases; all types of law enforcement agencies surveyed have investigated at least one case of human trafficking; and 92 percent of law enforcement agencies reported a connection between human trafficking and other criminal networks, such as drug trafficking and prostitution networks.
- ▶ **Data and Research on Human Trafficking: Bibliography of Research-Based Literature** revealed that there is little systematic and reliable data on the scale of the phenomenon of human trafficking; limited understanding of the characteristics of victims, their life experiences, and their trafficking trajectories; poor understanding of the modus operandi of traffickers and their networks; and lack of evaluation research on the effectiveness of governmental anti-trafficking policies and the efficacy of rescue and restore programs,

among other gaps in the current state of knowledge about human trafficking.

- ▶ **Finding Victims of Human Trafficking** responded to a Congressional mandate and included recommendations to (1) expand and provide training to law enforcement and prosecutors that clearly distinguishes the various trafficking offenses, such as smuggling, domestic human trafficking, and sex trafficking; and how to identify, investigate, make cases against perpetrators and find assistance for victims; (2) develop and provide technical assistance on maintaining adequate recordkeeping systems at the local level to track and monitor sex-related cases and investigations; and (3) make resources available for law enforcement and service providers to focus on human trafficking offenses.

Awards

Issue no. 258 of the *NIJ Journal* received a 2008 Gold Quill Award of Excellence from the International Association of Business Communicators. Recognized for publication design in the creative communications category, this issue used graphic diagrams, compelling photographs, and other elements to illustrate and enhance articles on various topics, such as eyewitness evidence, prisoner reentry, and training for sexual assault responders.

The cover story, “Missing Persons and Unidentified Remains: The Nation’s Silent Mass Disaster,” from *NIJ Journal* issue no. 256, won a Blue Pencil Award from the National Association of Government Communicators. The article takes an honest but poignant look at a problem many people are unaware of—the challenge of identifying remains.

SCIENCE AND TECHNOLOGY PROGRAM

Forensic Science Research and Development

During FY 2008, efforts in the area of DNA research and development focused on faster, more reliable, more widely applicable, less costly, and less labor-intensive tools for identifying, collecting, preserving, and analyzing crime. More than \$125 million went to state and local government agencies across the country through the DNA Initiative in FY 2008. The goal of the Initiative is to ensure that DNA technology is used to its fullest potential to solve crimes, protect the innocent, and identify missing persons.

Under the Forensic DNA Unit Efficiency Improvement Program, NIJ made five awards to states and units of local government to develop novel and innovative methodologies for improving the efficiency and capacity of public forensic DNA laboratories through the development of innovative processes. The need for enhanced DNA laboratory capacity is critical to the ability of crime laboratories to meet the increased demand for DNA testing services. More law enforcement officers are realizing the importance of collecting, preserving, and submitting forensic evidence from both violent and nonviolent crime scenes, resulting in sharp increases in submissions of DNA evidence to the nation's public crime laboratories.

In addition, the passage of state statutes expanding DNA sample collections from offenders of violent crimes to all felons, and in many jurisdictions, to all arrestees, has further increased the workload of forensic science laboratories. Innovative ideas and programs are necessary to address the growing capacity needs of laboratories.

Non-Forensic Science Research and Development

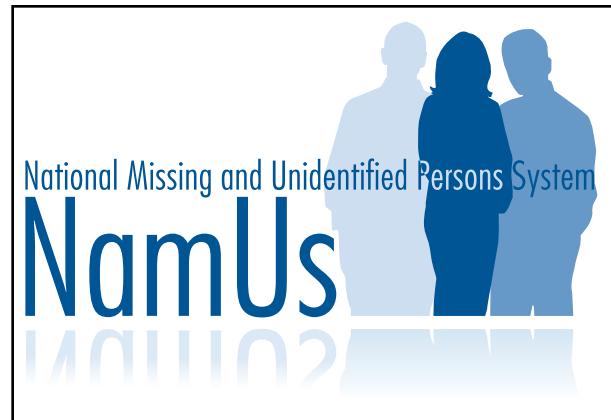
NIJ has been active in other research and development efforts:

- ▶ In the area of information technology, NIJ continues to provide the scientific underpinnings to DOJ's Global Justice Information Sharing Initiative and to develop new and improved tools to provide the criminal justice practitioner with vital information at the scene. NIJ continues a collaborative effort with the International Justice and Public Safety Network (Nlets) to implement and demonstrate a national capability to share driver license photos among criminal justice agencies, an effort that will have significant homeland security as well as criminal justice implications.
- ▶ NIJ has initiated a technology evaluation with the Los Angeles, CA Sheriff's Department that is exploring the ability to locate and track law enforcement personnel and equipment assets utilizing commercial communications infrastructure.
- ▶ Working through the interagency Technical Support Working Group, NIJ has initiated an effort to develop tactile and reusable cut-, puncture-, and pathogen-resistant work gloves that provide full dexterity.
- ▶ In the area of communications technology, NIJ continued its research efforts to provide criminal justice practitioners assured, operable, and interoperable communications by supporting such cutting edge technology efforts as the Piedmont Voice Over Internet Protocol pilot, hosted by the Danville Police Department in Virginia.
- ▶ NIJ continued research into less-lethal technology, particularly as it relates to conducted energy devices (CEDs), such as the TASER. The interim report of a blue ribbon panel convened by NIJ to

examine in-custody deaths proximate to the use of CEDs was published in July 2008. Findings included that, while exposure to CEDs is not risk free, there is no conclusive medical evidence that indicates a high risk of serious injury or death from the direct effects of CEDs. Field experience with CED use indicates that exposure is safe in the vast majority of cases. Therefore, law enforcement agencies may deploy CEDs, provided the devices are used in accordance with accepted national guidelines.

Technology Assistance and Capacity Building

- ▶ The National Missing and Unidentified Persons System (NamUs), launched in July 2007, serves as the first national online repository for missing persons records and unidentified decedent cases. NIJ plans to have two linked databases. Data in the unidentified decedent database can be entered by medical examiners and coroners, and searches can be made (with varying degrees of access to certain data) by medical examiners, coroners, law enforcement professionals, and the general public. It is fully operational and will soon be linked to the NamUs missing persons database, thereby enhancing the reporting, investigating, and solving of these cases throughout the country. In 2009, simultaneous searches of the data in both databases will be possible for the first time.
- ▶ NIJ made awards to five states (VA, KY, TX, AZ, and WA) under the FY 2008 NIJ Postconviction DNA Testing Assistance Program. NIJ conducted a survey to determine why fewer applications than expected were submitted. A symposium will be offered in 2009 to help states determine whether and how to apply for these funds in the future.
- ▶ In FY 2008, five grant awards and two interagency agreements totaling more



than \$5 million were made under NIJ's Using DNA Technology to Identify the Missing solicitation. The goal of the solicitation is twofold: (1) to assist eligible entities in performing DNA analysis on unidentified human remains and/or reference samples to support the efforts of states and units of local governments to identify missing persons and (2) to enter resulting DNA profiles into the CODIS+mito index of the FBI's National DNA Index System.

- ▶ Law enforcement departments throughout the country have unsolved cases that could be solved through recent advancements in DNA technology. Investigators who understand which evidence may yield a DNA profile can identify a suspect in ways previously seen only on television. In an effort to assist law enforcement with investigating cold cases, NIJ held two basic and advanced cold case training events in FY 2008 and will hold four more trainings in FY 2009.
- ▶ In FY 2008, NIJ provided more than \$16.5 million under the Paul Coverdell Forensic Science Improvement Program in awards to 99 state and local agencies to increase the capacity of crime laboratories and medical examiners in all forensic disciplines, including controlled substances, firearms examination, forensic pathology, latent prints, questioned documents, toxicology, and trace evidence.

Standards and Compliance Testing

NIJ continued its work in developing technical standards and ensuring compliance:

- ▶ At the request of the law enforcement community, NIJ began development of a personal protective equipment (PPE) standard aimed specifically at the unique protection requirements of law enforcement in responding to a chemical, biological, radiological, or nuclear (CBRN) incidents. In the coming months, NIJ's Special Technical Committee will identify the specific needs and requirements of law enforcement, identify shortfalls in existing CBRN PPE standards and test methods, work to address these shortfalls, determine compliance and conformity assessment requirements, and generate a new law enforcement CBRN Ensemble standard. This effort is being undertaken in collaboration with National Fire Protection, DHS, and the National Institute of Standards and Technology. The draft standard—NIJ Standard 0116.00—was posted for public review. The review period ended on September 24, 2008. The standard is expected to be published in the near future.
- ▶ NIJ held workshops with industry representatives and practitioners to solicit comments on the draft of NIJ Standard 0101.06—Ballistic Resistance of Personal Body Armor—for public comment. More than 125 separate recommendations were received from stakeholders. This revolutionary new standard, which will enable the accurate assessment of the expected performance of body armor systems through the duration of their warranty period, was published in July 2008.
- ▶ NIJ continued development of a performance standard for the protective ensemble worn by federal, state, and local bomb technicians. Publication is expected before the end of FY 2009.

- ▶ NIJ continued development of a performance standard for bomb robots. A draft standard is expected by the end of FY 2009.
- ▶ NIJ continued its computer forensic tool testing program and support for the National Software Reference Library, providing electronic crime investigators and forensic analysts access to vital information.

Additionally, NIJ's Office of Science and Technology (OST):

- ▶ Sponsored several major conferences and training events to inform practitioners and external stakeholders of emerging technologies and applications, including the Critical Incident Conference, Applied Technologies Conference, the DNA grantees meeting, and the cold case and missing persons training meetings;
- ▶ Participated in scores of criminal justice conferences, including meetings of the International Association of Chiefs of Police, Major Cities Chiefs, International Homicide Investigators Association, International Association for Identification, and several forensic science-related conferences;
- ▶ Sponsored about 40 meetings of technology working groups and the Law Enforcement and Corrections Technology Advisory Committee to inform the research, development, testing, and evaluation process, produce validated technology requirements, assess outcomes from the NIJ program; and develop the first comprehensive, validated guide to criminal justice technology requirements ever assembled;
- ▶ Provided the NIJ Director, OJP, and DOJ with subject matter expertise on matters relating to DNA, forensics, information sciences, sensor systems, operational technologies, and other criminal justice

technology issues on a timely and proactive basis; and

- ▶ Alerted NIJ and OJP management of issues relating to the management of the NIJ/OST program in order to improve peer review, grants management, personnel, financial management, grant monitoring, and many other activities.

CRIMINAL INTELLIGENCE AND INFORMATION SHARING

BJA has been working collaboratively with the Office of the Director of National Intelligence (ODNI), the ISE, the FBI, and DHS to improve fusion center operations and increase privacy and civil liberties protections. BJA facilitated and participated in meetings with the ISE, FBI, and DHS to discuss mutual support for fusion centers, and BJA's Policy Office aligned its current technical assistance resources with available DHS funding in support of fusion center operations. Together, BJA and DHS developed a publication, "DHS/DOJ Fusion Process: Technical Assistance Program and Services," that informs state and local fusion centers of the services available through this partnership. Through this partnership, DHS has transferred funds to BJA to support expansion of BJA training and technical assistance programs and services.

BJA also has entered into a partnership with the FBI's National Joint Terrorism Task Force to refine information and procedures for state and local law enforcement in reporting suspicious activities to fusion centers and to Joint Terrorism Task Forces. This effort has resulted in the development of a roll call training CD that describes

for local law enforcement how to submit suspicious activity information and what happens to the information once submitted.

PRIVACY AND CIVIL LIBERTIES PROTECTION

While working closely with DHS, the FBI, and other federal agencies on improved intelligence collection and information sharing, BJA also has developed privacy policy resources, including training, technical assistance, and model policies. In particular, BJA adopted a policy of preparing model privacy policies for all information sharing projects where personally identifiable information is involved. It also developed, jointly with DHS, a series of training and technical assistance services for law enforcement and other justice entities. This training and other resources are being made available by BJA and DHS to all fusion centers and other intelligence projects.

In addition, DOJ's Global Privacy and Information Quality Working Group (GPIQWG)



completed an executive primer, “Ten Steps to Privacy,” that breaks down the privacy policy development process into ten readily understood steps. This primer can be used both as a companion to GPIQWG’s “Privacy Policy Development Guide and Implementation Templates” and as an overview that can be generalized to any privacy policy development process. The primer has been published for dissemination to the field.

CRIMINAL RECORDS IMPROVEMENT

From 1995 to 2008, BJS distributed \$523 million under the National Criminal History Improvement Program (NCHIP) to states to support improvements to state records systems. These improvements permit participation in national background check systems for presale firearms transfers, sex offender registries, national protection order files, and automated fingerprint identification systems. States have made progress in automating their criminal history files and in improving access to and the utility of these files. Since the inception of NCHIP, the number of records available for sharing under the FBI’s Interstate Identification Index (III) climbed threefold, or as fast as the rate of growth in all criminal records. In 2008, BJS distributed more than \$8 million in NCHIP funding.

- ▶ At the end of 2006, the states and the FBI maintained criminal history records on 81 million individuals. Of these, more than 59 million records were available for interstate background checks. Since the inception of NCHIP in 1995, the national number of criminal history records has increased 68 percent. Over the same period, the number of records available for sharing under III has climbed 263 percent.
- ▶ Since 1993, the number of states participating in III has grown from 26 to 49. The most recent data indicate that 74 percent of criminal records nationwide

are now accessible for a background check through the III system.

- ▶ The National Instant Criminal Background Check System supports eight million checks annually at the pre-sale stage of firearms transfers. From the inception of the Brady Act on March 1, 1994, more than 87 million applications for firearm transfers were subject to background checks. About 1.6 million, or 1.9 percent of all applications, were rejected, primarily for the presence of a prior felony conviction. State and local agencies conducted checks on about 50 percent of the applications for firearm transfers or permits in 2007, and the FBI handled the rest.
- ▶ NCHIP funds have facilitated the integration of databases within states. The number of rejections by state and local agencies for reasons other than felony convictions increased 50 percent from 1999 to 2007. The percentage of rejections for non-felony reasons increased from 28 percent to 64 percent. Over the last several years, more states have devoted part of their NCHIP funds to the improvement of mental health databases to support background checks. However, a principal focus of NCHIP funding continues to be on the building of complete disposition information associated with each arrest transaction.
- ▶ NCHIP funds have assisted the states in building sex offender registries and participating in the FBI’s National Sex Offender Registry (NSOR), which became operational in July 1999. All 50 states, the District of Columbia, Guam, Puerto Rico, and the Virgin Islands have provided records to NSOR. As of September 2008, NSOR maintained registry records for more than 544,000 sex offenders nationwide.
- ▶ States have used NCHIP funds to initiate the flagging of criminal history records evidencing convictions

for domestic violence or the issuance of protection orders. See the Violence Against Women Act II Stalking Databases description at the end of the chapter for additional information.

- ▶ The federal-state partnership under NCHIP established the national infrastructure that now allows about 73.4 million records maintained in 13 different databases to be scanned instantly at the time of a firearms purchase for prohibiting background characteristics. This infrastructure will play an increasingly important role in criminal justice background checks and, when supported by fingerprints, will assist in other kinds of background checks for both homeland security and various non-criminal justice checks required under new legislative requirements.

NATIONAL INSTANT BACKGROUND CHECK SYSTEM IMPROVEMENT AMENDMENTS ACT

In connection with the Department's implementation of the provisions of the NICS Improvement Amendments Act of 2007, BJS has developed an information collection through which states will report estimates of potentially disqualifying records that are available to the National Instant Background Check System (NICS). The estimates will be used to gauge the completeness of state reporting to the national record systems utilized by NICS. The proposed information collection has been published in the Federal Register for public review and comment. BJS also has begun development of guidelines for the grant programs authorized under the Act and is planning the design and content for the congressional report mandated under the Act.

TRIBAL CRIMINAL HISTORY RECORD IMPROVEMENT PROGRAM

The Tribal Criminal History Record Improvement Program (T-CHRIP), administered by BJS, assists tribes in improving the accuracy, completeness, and interstate availability of criminal history records by automating the capture and reporting of fingerprints and arrest records to tribal, state, and national databases. T-CHRIP is designed to improve the ability of tribes to identify individuals for criminal justice and non-criminal justice purposes, including persons: convicted of serious crimes occurring in Indian Country; ineligible to hold positions involving children, the elderly, or the disabled; subject to protection orders or wanted for violation of protection orders; arrested or convicted of stalking and/or domestic violence; ineligible to be employed or hold licenses for specified positions; ineligible to purchase firearms; or potentially presenting threats to public safety.

In FY 2008, BJS made four T-CHRIP awards totaling \$551,868 to tribes in Arizona (Hopi), Oklahoma (Seneca-Cayuga), and Montana (Chippewa-Cree & Ft. Peck Assinibone and Sioux). The grants will help the tribes automate the capture of fingerprints of arrested persons and the transmission of these data to state and national files.

VIOLENCE AGAINST WOMEN ACT II STALKING DATABASES

This program, administered by BJS as a component of NCHIP, provides assistance to states and units of local government to improve processes for entering data regarding stalking and domestic violence into local, state, and national crime information databases. Funds provided to states are being used to upgrade the quality of state and local protection order systems and ensure that such systems are capable of supplying data on a real-time basis to the FBI's National Crime Information Center (NCIC) Protection Order File. In addition, funds are being used to ensure that states are in position to ini-

tiate or enhance efforts to collect and flag misdemeanor records that involve domestic violence and that represent a prohibiting category of firearm purchases under the Brady Act.

Forty-seven states, the District of Columbia, and the Virgin Islands submit data to the FBI's NCIC Protection Order File, which became operational in May 1997 and currently includes more than one million records of protection orders. Funds awarded under NCHIP will allow several states and territories that were not yet submitting records to the NCIC Protection Order file to fully participate. Awards also allowed some states to initiate special data collection and submission activities around misdemeanor convictions for domestic violence.

EVALUATION OF JUVENILE JUSTICE PROGRAMS

Replication and Evaluation of Promising Programs for Substance Abuse

OJJDP has funded replications of evaluations of two programs, Project ALERT and Project SUCCESS, both designed to prevent or reduce substance use among youth. The Pacific Institute for Research and Evaluation (PIRE) is conducting process and outcome evaluations of these two programs in multiple sites. These programs are listed as "promising" (some evidence of effectiveness but not fully evaluated) and could possibly reach "model" status (evaluated and found to be effective) if the outcome evaluations produce positive results.

The evaluation calls for recruiting a total of 24 schools for the evaluation of Project ALERT and 14 schools for the evaluation of Project SUCCESS. PIRE will implement its longitudinal randomized control trial of each program in two cohorts, each of which will last approximately 30 months and will allow for a 1-year follow-up of all students after program completion. PIRE is collecting baseline data from students in an initial cohort of 10 Project ALERT and 6 Project

SUCCESS schools. Final evaluation results will be available in late FY 2009.

Tribal Youth Research

Funded primarily through OJJDP's Field-Initiated Research and Evaluation solicitations in 2006 and 2007, these projects demonstrate an ongoing commitment to understanding more about tribal youth and communities:

- ▶ The University of Colorado Health Sciences Center, in collaboration with Southern Ute Indian Tribe, is conducting a collaborative evaluation of the TuuCai Tribal Juvenile Wellness Court. The court was established through OJJDP's juvenile drug court program for substance-involved American Indian youth on the Southern Ute Indian Reservation in Ignacio, CO. The project is fostering a collaborative evaluation to describe the implementation process, assess and facilitate movement toward full implementation, evaluate short-term outcomes, and provide groundwork to evaluate long-term youth outcomes. The project is scheduled for completion in mid-2009.
- ▶ Consulting Services and Research, Inc. is conducting a two-year process evaluation of OJJDP's administration of the Tribal Youth Program. OJJDP will use the information from this study to better understand how federally recognized tribes use the grant funds they are awarded and how OJJDP can better support program implementation and sustainability. The lessons learned from this evaluation also will be useful for other federal and state agencies that seek to improve their grant programs and training and technical assistance to tribal communities. The final report for this study is expected by mid-2009.
- ▶ The Pima (AZ) Prevention Partnership Minority Youth Border Research Initiative is exploring why justice-involved tribal and minority youth in southwestern border communities are at greater risk for early onset of substance

abuse and long-term persistence of delinquency, victimization, and mental illness compared with their non-minority youth peers. Researchers will develop recommendations regarding specific service needs of juvenile justice-involved minority youth in southern Arizona.

- ▶ The Tribal Youth Victimization and Juvenile Delinquency: Understanding the Connection to Prevent the Cycle study, conducted by Prevent Child Abuse America in collaboration with Purdue University and the Indian Child Welfare Association, will use mixed methods of quantitative and qualitative data collection to study the extent and severity of tribal youth victimization and delinquency. The research is designed to increase knowledge about the severity and extent of tribal youth victimization, tribal adult caregivers' perceptions of youth victimization, and intervention/treatment resources available for tribal youth. The three-year study began in 2007 and is scheduled for completion in 2010.
- ▶ The National Indian Youth Leadership Development Project is examining Project Venture, a nationally recognized substance abuse and delinquency prevention program that is being replicated in more than 50 American Indian and other communities around the nation. Although the program, which originated in New Mexico, has been implemented nationally, little is known about its implementation in areas outside of New Mexico. The study is scheduled for completion in 2009.
- ▶ The American Youth Policy Forum is documenting three ongoing Tribal Youth Program activities and will produce a report that provides a clear

picture of effective tribal youth programs. The report is anticipated in late FY 2009 and will describe connections among infrastructure, funding, and leveraging of resources, including volunteers and faith-based organizations.

OJJDP Girls Study Group

In the 1990s, a surge of girls' arrests brought female juvenile crime to the country's attention. Girls' rates of arrest for some crimes increased faster than boys' rates of arrest. By 2004, girls accounted for 30 percent of all juvenile arrests, but delinquency experts did not know whether these trends reflected changes in girls' behavior or changes in arrest patterns. The juvenile justice field struggled to understand how best to respond to the needs of the girls entering the system.

In 2004, OJJDP convened the Girls Study Group to establish a research-based foundation

The image shows the cover of a bulletin from the U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention. The cover features a grid of photos of young girls. The title is "Girls Study Group" with the subtitle "Understanding and Responding to Girls' Delinquency". The specific article title is "Violence by Teenage Girls: Trends and Context" by Margaret A. Zahn, Susan Brumbaugh, Darrell Steffensmeier, Barry C. Feld, Merry Morash, Meda Chesney-Lind, Jody Miller, Allison Ann Payne, Denise C. Gottfredson, and Candace Kruttschnitt. The cover also includes a date "MAY 2008" and a small "OJJDP" logo at the bottom.

to guide the development, testing, and dissemination of strategies to reduce or prevent girls' involvement in delinquency and violence. OJJDP is producing a series of bulletins that presents the study group's findings on such issues as patterns of offending among adolescents and how they differ for girls and boys; risk and protective factors associated with delinquency, including gender differences; and the causes and correlates of girls' delinquency.

FY 2008 saw the beginning of OJJDP's dissemination of Girls Study Group findings. The Girls Study Group sponsored a one-day pre-conference session at the March 2008 Blueprints Conference in Denver, CO. The focus of the pre-conference session was to convey findings and discuss the evidence base for girls' programming and needs. Information about the pre-conference session can be found at www.blueprintsconference.com/girls_study_group.html. In addition, members of the Girls Study Group presented some of the group's findings to the Coordinating Council on Juvenile Justice and Delinquency Prevention in June 2008.

OJJDP also worked with the Girls Study Group to begin broad dissemination of the major findings from the group's activities in FY 2008. OJJDP released two bulletins: *Violence by Teenage Girls and The Girls Study Group—Charting the Way to Delinquency Prevention for Girls*. OJJDP also developed and launched the Girls' Delinquency portal page on its Web site, which provides background on the Girls Study Group and other OJJDP-sponsored gender-specific research, programs, training and technical assistance, and resources. The Girls Delinquency Web page can be found at <http://ojjdp.ncjrs.org/programs/girlsdelinquency.html>.

OJJDP will develop and disseminate additional bulletins and findings in 2009. OJJDP will publish a total of seven bulletins, each examining a different factor of delinquency in girls.

DELINQUENCY RESEARCH STUDIES

- ▶ The Pathways to Desistance study, being conducted by the University of

Pittsburgh, supports an ongoing, multi-site, collaborative, longitudinal research project following 1,354 serious juvenile offenders, examining factors related to positive and negative psychological and behavioral outcomes. The study identifies variations in patterns of desistance from antisocial activity and examines the role of social context and developmental change in promoting positive outcomes, as well as the effects of sanctions and interventions in this process.

- ▶ The Fathers Count Study, conducted by North Carolina State University, is designed to establish an empirically validated longitudinal model of how fathers, father figures, peers, and contextual factors relate to delinquent behaviors in Latino and African American adolescent boys. The study will conduct three waves of surveys with adolescent minority boys and minority fathers/father figures in three regions across the United States.
- ▶ ICF Incorporated, L.L.C., in partnership with Baylor Institute for Studies of Religion, is conducting a randomized controlled trial study of Amachi Texas, a statewide mentoring program for children of incarcerated parents. The study will include both a process and outcome evaluation and will determine the impact of Amachi Texas on outcomes for children of incarcerated parents and/or family members. Long-term goals include determining whether the Amachi model is evidence-based and should be replicated on a national level. Final results are anticipated for 2010.
- ▶ OJJDP funded Baylor University in 2006 to conduct the study, "Role of Religion in Pro-Social Behavior of Youth." Key activities of this project included a systematic review and synthesis of the religion-crime literature and identification of key components/factors for implementation by both faith-based and secular programs. The study is near completion, and final results will be available in early 2009.

CRIMINAL JUSTICE STATISTICS AND DATA COLLECTION

CRIMINAL JUSTICE STATISTICAL PROGRAMS

In 2008, BJS maintained more than four dozen of its ongoing statistical series, covering each stage of the criminal justice system. These series include: (1) the National Crime Victimization Survey (NCVS), the nation's primary source of information on criminal victimization; (2) cyber crime statistics on the incidence, magnitude, and consequences of electronic and computer crime to households and businesses; (3) law enforcement data from more than 3,000 agencies on the organization and administration of police and sheriffs' departments; (4) nationally representative prosecution data on resources, policies, and practices of local prosecutors; (5) court and sentencing statistics, including federal and state case processing data; and (6) data on correctional populations and facilities from federal, state, and local governments.

In addition, the BJS Web site now provides users with access to more than 14,000 products on-line, including spreadsheets and data files, for use by Web visitors seeking time series and geographically distributed data on crime and justice. The BJS Web site is currently recording up to 24,000 users daily. In FY 2008, BJS estimates that the average number of user sessions per month was more than 412,986.

Many BJS reports are accompanied by press releases or placed directly on the newswire and are given prominent coverage in the

nation's electronic and print media. BJS data are frequently cited in congressional testimony and findings, court opinions, law reviews, and social science journals. In FY 2008, 20 federal and state court decisions cited BJS. More than 1,535 citations of BJS data were recorded in law reviews and journals, social science journals, and secondary analyses publications.

Courts and Sentencing Statistics

BJS published the following reports and findings on courts and sentencing statistics in 2008:

- ▶ *State Court Processing of Domestic Violence Cases* reported that state felony defendants charged with domestic violence were prosecuted, convicted, and incarcerated at rates either equal to or higher than felony defendants charged with non-domestic violence offenses.
- ▶ *Felony Defendants in Large Urban Counties, 2004* reported that two-thirds of felony defendants were charged with a drug or property offenses and that more than three-fourths of felony defendants had a prior arrest history, with 53 percent having at least five prior arrest charges.
- ▶ *Civil Rights Complaints in U.S. District Courts, 1990-2006* reported that the number of civil rights cases filed in U.S. district courts declined from 40,516 to 32,865 (almost 20 percent) between 2003 and 2006. The report also shows that from 2000 to 2006 plaintiffs won

just under a third of civil rights trials on average, and the median damage awards for plaintiffs who won in civil rights trials ranged from \$114,000 to \$154,500.

- ▶ *Civil Bench and Jury Trials in State Courts, 2005* presented findings from the first nationally representative measure of general civil (that is, tort, contract, and real property) bench and jury trials in state courts of general jurisdiction. The study found that more than 14,000 plaintiff winners received monetary damages in civil trials nationwide in 2005, with less than 5 percent receiving damages exceeding \$1 million.

Corrections Statistics

BJS published the following reports and findings on corrections statistics in 2008:

- ▶ *Medical Problems of Prisoners* reported that an estimated 44 percent of state inmates and 39 percent of federal inmates reported a current medical problem other than a cold or virus. Arthritis (state 15 percent; federal 12 percent) and hypertension (state 14 percent; federal 13 percent) were the two most commonly reported medical problems. BJS also released *HIV in Prisons, 2006* which reported that between 2005 and 2006, the number of HIV-positive prisoners decreased 3.1 percent from 22,676 to 21,980 while the overall prison custody population grew 2.2 percent during the same period. At yearend 2006, 1.6 percent of male inmates and 2.4 percent of female inmates in state and federal prisons were known to be HIV positive or to have confirmed AIDS.
- ▶ *Jail Inmates at Midyear 2007 and Prison Inmates at Midyear 2007* reported that the growth in the number of prisoners under state or federal jurisdiction slowed during the first six months of 2007. The number of prisoners rose 1.6 percent, which was lower than the 2.0 percent growth during

the same period in 2006. In absolute numbers, prisoners under the legal jurisdiction of state or federal correctional authorities—some of whom were housed in local jails—increased by 24,919 prisoners to reach 1,595,037 prisoners.

- ▶ *Characteristics of State Parole Supervising Agencies, 2006* reported that state parole supervising agencies had an estimated 65,000 full-time and 2,900 part-time employees at midyear 2006. The average caseload was about 38 parolees under active supervision for each full-time equivalent staff position devoted to direct supervision.
- ▶ *Parents in Prison and Their Minor Children* reported that an estimated 809,800 prisoners of the 1,518,535 held in the nation's prisons at midyear 2007 were parents of minor children, or children under age 18. Fifty-two percent of state inmates and 63 percent of federal inmates reported having an estimated 1,706,600 minor children, accounting for 2.3 percent of the U.S. resident population under age 18.
- ▶ *Census of State and Federal Correctional Facilities, 2005* included data on characteristics of facilities by type, size, security level, rated and design capacities, court orders, and use of private contractors. It provided data on custody populations by type of facility, gender, and facility security level. The study found that between the 2000 and the 2005 censuses, the number of correctional employees rose 3 percent, resulting in a higher inmate-to-staff ratio in the latter year. While the stock of minimum security facilities grew by 155 and maximum security facilities rose by 40 between 2000 and 2005, the number of medium security facilities declined by 42.
- ▶ *Jails in Indian Country, 2007* reported that at midyear 2007, the 83 jails in Indian country held an estimated 2,163

men and women, up from 1,745 in 2004. It also reported that an estimated 4 in 10 inmates in Indian country jails were confined for a violent offense. Domestic

violence (20 percent) accounted for the largest group of violent offenders, followed by simple or aggravated assault (13 percent) and rape or sexual assault

U.S. Department of Justice
Office of Justice Programs



Bureau of Justice Statistics Bulletin

June 2008, NCJ 221944

Prison Inmates at Midyear 2007

William J. Sabol, Ph.D.
and Heather Couture,
BJS Statisticians

On June 30, 2007, state and federal correctional authorities had jurisdiction over 1,595,034 prisoners. Of these, 87.5% were under state jurisdiction and 12.5% were under federal jurisdiction (table 1).¹ More than 95% of prisoners under state and federal jurisdiction were sentenced to more than 1 year. At midyear 2007, the imprisonment rate of persons sentenced to more than 1 year was 509 per 100,000 U.S. residents. Jurisdiction refers to the legal authority over a prisoner regardless of where a prisoner is held. Imprisonment rate refers to the number of persons incarcerated in state and federal prisons per 100,000 U.S. residents.

Growth in the prison population slowed slightly during the first six months of 2007

Growth in the number of prisoners under state or federal jurisdiction slowed slightly during the first six months of 2007, compared to the same period in 2006. Between January and June 2007, the prison population increased by 1.6% (or 24,919 prisoners), compared to a 2% increase during the first six months of 2006 (figure 1).

The slowdown in the overall growth rate of the prison population during the first half of 2007 was due to a decline in the growth rate of prisoners under state jurisdiction. During the first six months of 2007, the number of prisoners under state jurisdiction grew at a slower rate (1.4%) compared to the same period in 2006 (2%). Prisoners under federal jurisdiction increased more rapidly during the first six months in 2007 (3.1%) compared to the same period in 2006 (1.8%).

¹State-level prison population data and other detailed information are available in Appendix tables on the BJS Website at <<http://www.ojp.usdoj.gov/bjs/pub/pdf/pim07.pdf>>

Table 1. Prisoners under state or federal jurisdiction, by selected characteristics, December 31, 2000 and 2006, and June 30, 2007

	Number of prisoners			Percent
	12/31/2000	12/31/2006	06/30/2007	06/30/2007
Total^a	1,391,261	1,570,115	1,595,034	100%
Federal	145,416	193,046	199,118	12.5
State	1,245,845	1,377,069	1,395,916	87.5
Gender				
Male	1,298,027	1,457,641	1,479,726	92.8%
Female	93,234	112,474	115,308	7.2
Sentence length				
More than 1 year	1,331,278	1,502,179	1,528,041	95.8%
1 year or less ^b	59,983	67,936	66,993	4.2
Sentenced imprisonment rate^c				
Total	478	501	509	
Male	915	943	957	
Female	59	68	69	

^aIncludes prisoners under the authority of state or federal correctional officials regardless of the facility in which they were held.

^bIncludes unsentenced prisoners.

^cImprisonment rates are based on U.S. Census Bureau population estimates per 100,000 U.S. residents. Resident population estimates are as of January 1 for yearend and July 1 for midyear.

Percent change in number of prisoners under jurisdiction of state or federal correctional authorities during the first six months of 2006 and 2007

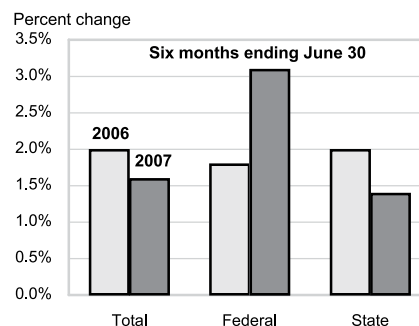


Figure 1

(2 percent). Six percent of Indian country jail inmates were being held for unspecified violent offenses.

Sexual Violence in Correctional Facilities

In FY 2008, BJS continued to work to fully implement the data collection and reporting requirements under the Prison Rape Elimination Act of 2003 using a multiple-measure, multiple-mode data collection strategy.

Survey of Sexual Violence (SSV) in Correctional Facilities collects data annually on the incidence of sexual violence in adult and juvenile correctional facilities. This administrative records collection, which was first conducted in 2004, measures 4 different types of sexual violence and is administered to a sample of at least 10 percent of the almost 8,700 correctional facilities covered under the Act. BJS is currently fielding the fourth annual SSV in adult correctional facilities for calendar year 2007. In July 2008, BJS released a report based on the 2005 and 2006 administrative records from juvenile facilities gathered through the SSV collection titled *Sexual Violence Reported by Juvenile Correctional Authorities, 2005-06*.

National Inmate Survey collects data directly from inmates in a private setting using Audio Computer-Assisted Self Interview technology with a laptop touch screen and an audio feed to maximize inmate confidentiality and minimize literacy issues. Data collection from local jail inmates was completed in January 2008. BJS released the report entitled *Sexual Victimization in Local Jails Reported by Inmates, 2007* in June 2008. BJS began data collection in 475 randomly selected prisons and jails in the second year of the survey in October 2008. Prison rankings are expected to be released by December 2009.

Former Prisoner Survey will provide a national estimate of the incidence of sexual victimization based on reports of former state prison inmates. The survey collects data on the totality of the prior term of incarceration, includ-

ing any time in a police lockup, local jail, state prison, or community correctional facility prior to final discharge. Data collection was completed in late 2008, and results are expected to be released in September 2009.

National Survey of Youth in Custody (NSYC) will provide facility level estimates of youth reporting sexual victimization in juvenile facilities. The collection is currently being administered to a sample of 10 percent of facilities holding adjudicated youth. After obtaining either individual parental consent or *in loco parentis* from the facility, a sample of youth in each selected facility is interviewed in a private setting using Audio Computer-Assisted Self-Interview. National implementation of the NSYC began in June 2008, and data collection is expected to be completed in March 2009.

Victimization Statistics

- ▶ BJS conducts the *National Crime Victimization Survey (NCVS)*, which collects data from a nationally representative sample of approximately 38,000 households. Each of these households is interviewed twice during the year. Altogether, 135,000 interviews of persons age 12 or older are conducted annually on the impact, frequency, and consequences of criminal victimization in the United States. Survey data reveal the number of rapes, sexual assaults, robberies, assaults, thefts, household burglaries, and motor vehicle thefts U.S. residents and their households experience each year. NCVS, which is continuously conducted, provides details on victims and offenders and the circumstances under which they come together, as well as on the contingencies of crime, such as weapon use, place and time of occurrence, costs of crime, and perceived alcohol and drug use by the offender. NCVS also serves as a national platform to periodically conduct special data collections on topical issues, such as cyber crime-related victimizations, school crime, workplace violence, and police-public contacts.

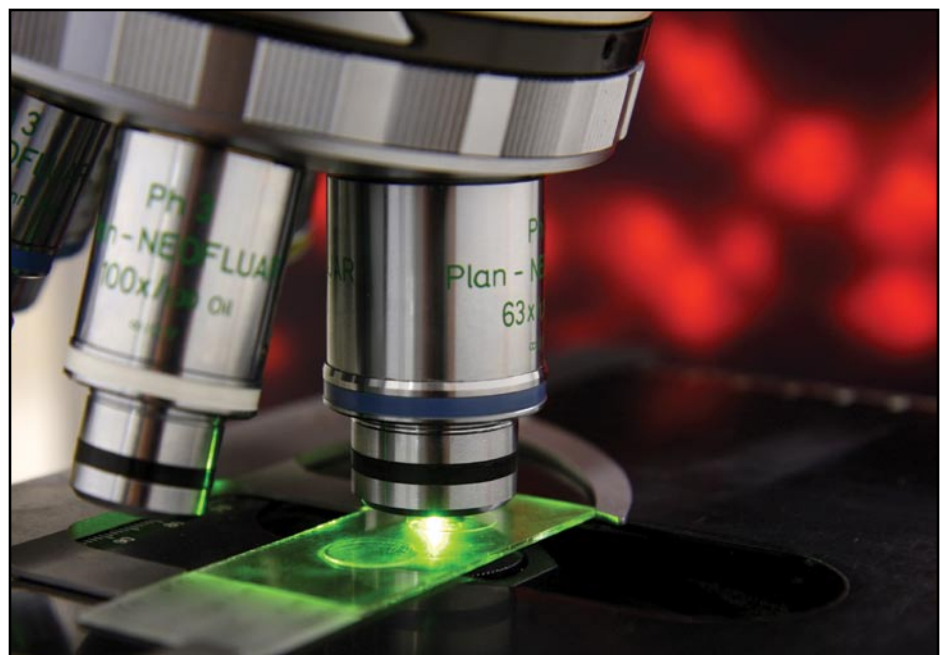
- ▶ In September 2008, BJS released *Cybercrime Against Businesses, 2005*, which presents the nature and prevalence of computer security incidents among 7,818 businesses in 2005. This is the first report to provide data on monetary loss and system downtime resulting from cyber incidents. It examines details on types of offenders, reporting of incidents to law enforcement, reasons for not reporting incidents, types of systems affected, and the most common security vulnerabilities. The report also compares in-house security to outsourced security in terms of prevalence of cyber attacks.

Law Enforcement and Forensic Statistics

- ▶ BJS published the following findings from its data collections on law enforcement and forensic statistics and carried out the following statistical studies in FY 2008: *Campus Law Enforcement, 2004–2005* presented findings from a BJS survey of campus law enforcement agencies serving 4-year colleges and universities with 2,500 or more students. The study found that three-quarters of campus law enforcement agencies used sworn officers with full arrest powers and that among schools with 5,000 or more students, private campuses had more law enforcement employees per capita than public campuses.
- ▶ *Census of Publicly Funded Forensic Crime Laboratories, 2005* reported

that federal, state, and local forensic crime labs received evidence from an estimated 2.7 million criminal investigations during 2005. The study also found that an estimated 359,000 cases were backlogged (or not completed within 30 days) at the end of 2005—a 24 percent increase from the estimated 287,000 cases backlogged at yearend 2002.

- ▶ In 2008 BJS fielded the *2007 Census of Law Enforcement Gang Units (LEGU)*. The Census collected data on the personnel, operations, workload, policies, and procedures of special gang units within large state and local law enforcement agencies. In order to provide a benchmark for comparison across similarly situated gang units, the LEGU is also collecting information on local gang activity, including the types of gangs in the area, how the gangs finance themselves, and the number of gang-related and/or gang-motivated arrests in various offense categories. It is anticipated that the data will be used by federal, state, and local officials in the development and funding of anti-gang programs, by law enforcement agencies with existing gang units or considering the creation of such units, and by researchers interested in



topics ranging from the organization of police agencies to the law enforcement response to gang problems.

Human Trafficking

BJS is carrying out work to address the lack of information on the scope and characteristics of human trafficking as it manifests itself in the U.S. economy (e.g. forced labor, commercial sex, and child labor exploitation). Such data are critical for informed policy and decision-making by both policymakers and law enforcement to estimate the magnitude of human trafficking and to measure the impact of state, local, and multi-jurisdictional task forces efforts to prevent human trafficking and prosecute known offenders. BJS is working with Northeastern University to create and maintain an online reporting system for human trafficking cases. The primary users are the human trafficking task forces funded by DOJ through BJA. The Human Trafficking Reporting System, a Web-based data collection system, has been established and is currently receiving data from the DOJ task forces. Recently BJS released the first report on victims and offenders of human trafficking entitled *Characteristics of Suspected Human Trafficking Incidents, 2007-08*.

State Justice Statistics Program

BJS administers the State Justice Statistics program for Statistical Analysis Centers (SACs). Through the years, SACs have been established in all states and most territories to centralize and integrate criminal justice statistical functions within the state. BJS provides financial and technical assistance to the state SACs to help coordinate statistical activities within the states, conduct research as needed to estimate impacts of legislative and policy changes, and serve a liaison role to assist BJS in gathering data from respondent agencies within their states.

During 2008, BJS continued support of two multi-state studies of recidivism in partnership with the Justice Research and Statistics Association and the states' SACs. One project

is an 11-state study focused on sex offenders released from state prisons in 2002. The other is examining the criminal history profiles of drug offenders in six states. In addition to exploring offenders' recidivism, these studies are aimed at building the states' research and analysis capabilities.

Other areas of research being conducted by the SACs include: collection of data on deaths in custody, criminal victimization, domestic violence and sexual assault, civil justice activities, and performance measurement; and analysis of criminal history records and incident-based crime data.

JUVENILE JUSTICE STATISTICS

OJJDP has primary responsibility for developing and disseminating statistical information on the juvenile justice system and does so through several mechanisms.

The Statistical Briefing Book (SBB) section of OJJDP's Web site provides a wealth of information for practitioners, policymakers, the media, and the public. This online tool has current statistics about juvenile crime and victimization and about youth involved in the juvenile justice system. SBB is especially reliable because OJJDP continually updates the data, ensuring that users receive timely information. SBB includes a Frequently Asked Questions section, publications, data analysis tools, and national data sets. SBB has become a primary source of information on juvenile crime and juvenile justice for individuals in the United States and throughout the world.

During 2008, there were nearly 700,000 visits to the Statistical Briefing Book and more than 2.1 million page views on the site.

OJJDP funds the National Juvenile Court Data Archive, which provides information about cases handled by courts with juvenile jurisdiction. OJJDP established the Archive at the National Center for Juvenile Justice (NCJJ) to provide automated juvenile court data sets. In addition to the SBB, NCJJ produces several

annual statistical reports for OJJDP based on Archive data.

SBB uses Easy Access, a family of Web-based data analysis tools developed for OJJDP by NCJJ, to give a larger audience access to recent, detailed information on juvenile crime and the juvenile justice system. The Easy Access applications provide information on national, state, and county population counts, as well as information on homicide victims and offenders, juvenile court case processing, and juvenile offenders in residential placement facilities.

In FY 2008, OJJDP updated the SBB in the following ways:

- ▶ OJJDP added the application, Easy Access to NIBRS: Victims of Domestic Violence, which allows users to analyze state-level data on victims of domestic violence based on information collected by the FBI's National Incident-Based Reporting System (NIBRS). With this application, users can explore the characteristics of domestic violence victims, including demographic information on the victim (age, sex, and race), victim injury, and the victim-offender relationship. Data are

based on incidents reported in 2004 from law enforcement agencies in 24 states.

- ▶ *Juvenile Court Statistics, 2003-2004* is the latest edition in one of the nation's oldest justice statistical publications, dating back to 1929. This edition profiles more than 1.6 million delinquency cases handled by courts with juvenile jurisdiction in 2003 and 2004 and describes trends since 1985. The report includes state and county data for both 2003 and 2004 and focuses on cases involving juveniles charged with law violations (delinquency or status offenses). The data used in the analyses were contributed by almost 1,900 courts that had jurisdiction over more than 77 percent of the U.S. juvenile population in 2004. The report is available online.
- ▶ OJJDP added three new fact sheets to the SBB based on data from *Juvenile Court Statistics 2003-2004: Delinquency Cases in Juvenile Courts, 2004*; *Drug Offense Cases in Juvenile Courts, 1985-2004*; and *Petitioned Status Offense Cases in Juvenile Courts, 2004*.

APPENDIX

FISCAL YEAR 2008 AWARDS

Program	Number of Grant Awards	Grant Award Total	Number of Non-Grant Awards	Non-Grant Award Total
LAW ENFORCEMENT				
Bulletproof Vest Partnership			4,484	\$20,663,705
Byrne Discretionary	426	\$175,119,718		
Public Safety Officers' Death Benefit	2	\$2,168,948	400	\$110,825,774
Weed and Seed	189	\$28,725,812		
National Motor Vehicle Title Information System	1	\$50,000		
COURTS AND CORRECTIONS				
Capital Litigation Improvement	11	\$2,100,963		
Mentally Ill Offender	29	\$6,471,111		
Tribal Courts	44	\$7,582,102		
Court Appointed Special Advocates	2	\$12,397,799		
Prisoner Reentry	28	\$11,534,503		
GANGS				
Gang Prevention (Juvenile Justice Programs — Title V: Grant Prevention/G.R.E.A.T.)	105	\$16,457,588		
PSN/Anti-Gang Initiative	6	\$10,145,993		
JUVENILE JUSTICE				
Enforcing Underage Drinking Laws	63	\$24,301,595		
Juvenile Accountability Block Grant Program	66	\$46,073,735		
Juvenile Justice and Delinquency Formula Grant (Part B)	67	\$63,520,967		
Missing Children (except ICAC Program — see next)	4	\$30,921,798		
Project Safe Childhood/Internet Crimes Against Children Task Force Program	31	\$16,339,283		
Title V Community Prevention Grants	56	\$2,563,116		
Tribal Youth Program	23	\$12,956,884		
Youth Mentoring Program	30	\$65,605,006		

Program	Number of Grant Awards	Grant Award Total	Number of Non-Grant Awards	Non-Grant Award Total
VICTIMS OF CRIME				
Crime Victim Assistance	56	\$309,054,463		
Crime Victim Compensation	56	\$181,449,178		
Federal Technical Assistance & Training	61	\$5,018,986		
Services for Trafficking Victims (Victims of Trafficking)	39	\$10,141,584		
Victim Assistance in the Federal System/Victim Notification System	18	\$8,252,414		
SUBSTANCE ABUSE AND CRIME				
Drug Courts	58	\$17,995,785		
Indian Alcohol and Crime Demonstration Program	17	\$4,311,827		
Residential Substance Abuse Treatment Program	57	\$8,717,569		
STATISTICS, RESEARCH, AND TECHNOLOGY				
Paul Coverdell Grants	99	\$16,532,742		
DNA Initiative	262	\$135,501,113		
National Criminal History Improvement Program (NCHIP)	32	\$8,203,406		
Tribal Criminal History Record Improvement Program (TCHRIP)	4	\$551,868		
National Stalker & Domestic Violence Reduction	16	\$3,220,243		
Using DNA Technology to Identify the Missing	5	\$5,209,120		
Prison Rape Prosecution and Prevention	2	\$15,287,175		
Elder Mistreatment	1	\$309,000		
Criminal Justice Statistical Programs (except for NCHIP, TCHRIP — see above)	63	\$12,577,889		