DRAFT

THE NEXT GENERATION COPS INITIATIVE -- $1.275 BILLION TOTAL
Police Hiring -- $600 Million
Crime Fighting Technologies -- $350 Million
Community-Based Prosecutors -- $200 Million
Community Crime Prevention -- $125 Million

I. Explanation of COPS II

This initiative reauthorizes and expands the President's COPS initiative, which is otherwise scheduled to expire in FY 2000. It maintains COPS spending at about $1.3 billion annually, but allocates half of the funds to investing in new crime-fighting technologies; hiring community-based prosecutors; and establishing community crime prevention programs. More specifically, COPS II funding would be allocated as follows:

$50 million w/out [illegible]

A. $600 million for more police on the street. Similar to the current program, these funds would be used to hire and redeploy as many as 10,000 police officers each year. A minimum of $50 million would be reserved for 1-year retention waivers that would help economically-distressed communities pick-up the long-term costs of their new police hires. Another $150-200 million would be set aside for popular earmarks supported by both the Administration and Congress (i.e., bulletproof vests, Indian country law enforcement, Police Corps, school safety, etc.), and additional earmarks could be proposed for high-crime "hot spots" as part of the race initiative or for DPC's proposed firearms enforcement initiative. (POLICE SCHOLARSHIPS)

- training
- retention
Focus for both
6m

B. $350 million for crime-fighting technologies. These funds would be used to help state and local enforcement agencies tap into new technologies that will allow them to communicate more effectively, solve more crimes, and forecast future crime problems. Funds should be targeted as follows:

(1) $125 million for improved police communications. Major public safety incidents, such as the World Trade Center and Oklahoma City bombings, have dramatically illustrated the deficiencies of the existing public safety radio communications -- and the need for federal leadership in creating a national communications infrastructure that will allow police to communicate effectively in joint operations, first responder situations, and regional enforcement settings. Accordingly, this initiative proposes:

- $60 million for state planning grants to promote interoperability;
- $20 million for NTIA demonstration grants;
- $20 million for information technology integration grants; and
- $25 million for other communications improvements, including helping police departments implement 3-1-1 non-emergency numbers and install wireless information terminals in their police cars.

- Law [illegible] innovation
- Correctional deputies for [illegible]

DRAFT

(2) $125 million for new crime-solving technologies. One of the single greatest needs in law enforcement is for forensic infrastructure -- especially for DNA analysis. The nation's crime labs are under funded, overwhelmed by the volume of their work, and unable to harness the full range of technologies available today to solve as many crimes as possible. For example, there is currently a backlog of nearly half a million cases of convicted offenders (mostly sex offenders) who -- under applicable state laws -- have had samples of their DNA taken in prison but not entered in the national CODIS DNA database. This means that hundreds of crimes that could be easily solved are not. By working to improve local forensic labs and developing a national forensic infrastructure that makes high-end forensic technologies -- such as DNA analysis, photo enhancement and voice recognition -- available to even the smallest police departments, we can help local law enforcement develop an unprecedented ability to solve more crimes. Funds under this initiative would be targeted as follows:

- $15 million to reduce the CODIS backlog;
- $60 million to improve crime laboratories; and
- $50 million to improve criminal history records (including Brady records and sex offender registries).

(3) $100 million for crime-forecasting information. As police departments across the nation move toward community policing, many have found that their greatest tool is real time crime and arrest data -- especially information that shows a neighborhood in context. That is why crime mapping -- such as New York's COMPSTAT -- defines the cutting edge of community policing. It allows police management to hold their officers accountable, and communities to hold police departments accountable for results. However, only about a third of the nation's large police departments -- and only about 3 percent of small departments -- are doing any computerized crime mapping. To help solve local crime problems and forecast future crime waves, the nation's major police departments require even more sophisticated crime analysis capabilities, including -- incident-based crime reporting, local victimization surveys, gun tracing systems, arrestee drug abuse monitoring, public surveys to measure fear, and links to local universities. To promote these and other advanced community policing methods, this initiative would provide:

- $50 million to promote crime mapping nationwide; and
- $50 million to promote sophisticated crime analysis models.

C. $200 million for community-based prosecutors. Community prosection is the natural next step to community policing. As local police and community residents have joined forces to fight crime on a proactive basis, prosecutors have been asked to dedicate attorneys to work in the neighborhoods, to help solve local crime problems, and to focus on preventing crimes from happening in the first place. Under this proposal, competitive grants would be made available to state and local prosecutors for the following purposes:

DRAFT

- $150 million to hire, redeploy or train approximately 2,000 prosecutors to interact directly with members of the community and to work on solving local crime problems; and

- $50 million to develop and implement innovative programs that permit members of the community to assist prosecutors in crime control and prevention.

As with the original COPS program, grants would be for 3 years and pay for a maximum of 75% of the costs -- with the federal share declining over the life of the grant. Half the grant funds would be targeted to prosecutors' offices in large jurisdictions (over 500,000 persons) and the remaining half would go to smaller jurisdictions.

D. $125 million for community crime prevention. Lastly, COPS II should specifically target funds to engage the entire community in preventing and fighting crime -- including community residents, non-criminal justice government agencies, and the private sector. Examples of how these funds could be used include: involving faith-based organizations in juvenile crime prevention; recruiting seniors to help police identify and respond to abandoned cars, neglected properties and other crime-breeding conditions; establishing citizens' police academies and teaching neighborhood residents problem-solving skills; promote police partnerships with juvenile justice and child welfare agencies; partnering with local environmental agencies to crackdown on gang-run, illegal dumping in the inner city; and establishing business-led police foundations that promote professional policing.

- collaboration w/education
- collaboration w/corrections - courts.

* Absolutely no "consumer reports" or good information for vendors

---

* BJA NEW MAPPING SOFTWARE W/IN NEXT COUPLE OF MONTHS.

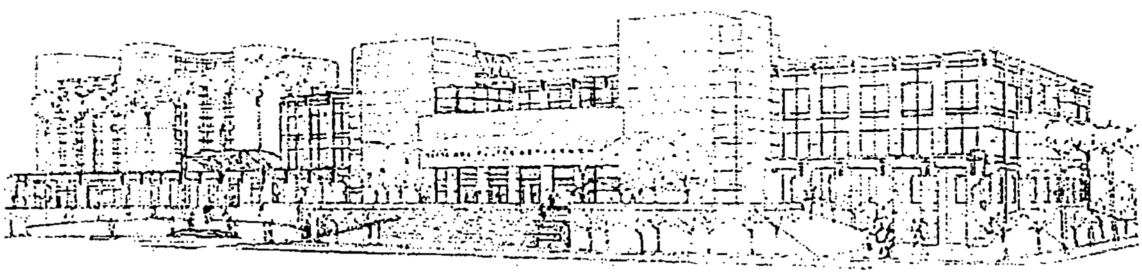
* TECHNOLOGY CLEARINGHOUSE.

* TRAINING - NEED FOR COMMUNITY POLICING

* RETENTION - SINGLE MOST IMPORTANT

SANTA ANA POLICE DEPARTMENT

CAREER CRIMINAL AND CAREER GROUP APPREHENSION PROJECT



Paul M. Walters
Chief of Police

CAREER CRIMINAL AND CAREER GROUP APPREHENSION PROJECT
A COMPREHENSIVE CRIME ANALYSIS APPROACH

PROBLEM STATEMENT

The United States Department of Justice, Office of Community Oriented Policing and Problem Solving has recently designated the Santa Ana Police Department as a National Demonstration Site for Community Oriented Policing. This distinction recognizes the many contributions the Santa Ana Police Department has made to insuring the safety and security of its residents through the continued development and application of community oriented and problem solving techniques. Furthermore, the government of the City of Santa Ana is committed to the COPS approach as its primary strategy for implementing meaningful and lasting improvements to the quality of life in our community.

At the core of our Community Oriented and Problem Solving philosophy is a comprehensive, dynamic, state-of-the-art Crime Analysis component. Crime Analysis is a highly specialized and systematic process that enables the police to analyze large volumes of complex and varied data to identify repeat/habitual offenders, develop victim and offender profiles, and detects crime patterns or trends. Each of these elements is an essential ingredient for developing an effective problem solving intervention. A comprehensive Crime Analysis Program would provide the department with an invaluable tool for understanding the true ecology of crime in our community and for developing successful intervention strategies to combat it. It also provides an ongoing method of evaluation of the effectiveness of our applied strategies.

The Crime Analysis approach has proven highly effective in other areas across the country. Most notably, perhaps, with the New York City Police Department and their "COMSTAT" project. COMSTAT for Computerized Statistics has provided the NYPD with the necessary crime analysis information for the effective and efficient direction of their police resources. NYPD officials have credited COMSTAT with the sharp decrease in crime and widely acclaimed turn around in the City.

The Santa Ana Police Department is seeking to establish its own state-of-the-art Crime Analysis Program. This program will enable the department to maximize the effectiveness of our community-oriented problem solving philosophy by capitalizing on the existing COP infrastructure already in place throughout the police department, City government and community. By integrating a comprehensive Crime Analysis Program with our National COP Demonstration Site capabilities we hope to create a model Crime Analysis Unit (CAU) program for law enforcement agencies throughout the nation.

At the present time the Santa Ana Police Department does not have a Crime Analysis Program in operation. While long recognizing the need for such a program, the Department has lacked the fiscal resources required to obtain both the electronic technology and human expertise necessary to support it. Individual officers have endeavored to fill this void by conducting rudimentary crime analysis for special situations on an intermittent basis. Their efforts, although commendable, have been largely insufficient to implement long term change and limited in there scope.

A sufficiently funded crime analysis unit, with trained personnel, dedicated to department-wide problem solving goals would provide critical information to all areas of the department. The Patrol Division would receive timely operational informational for prevention and apprehension efforts. The Investigation Division would receive critical investigative information on crime patterns, suspect modus operandi (M.O.) linked investigations and constant status of known offenders ('Career Criminals' and 'Career Groups') in relationship to committed crimes. This information will reduce duplication of effort, increase solvability potential, recovery of stolen property, and expedite arrest of offenders and case closures.

Success can be assured as the resources of the department are being strategically deployed based on information derived from proven analytical techniques. The California Penal Code ***Chapter 2.2 Section 999b Legislative findings and intent. The Legislature hereby finds a substantial and disproportionate amount of serious crime committed... by a small number... career criminals.***

The Santa Ana Police Department wholeheartedly agrees with the statements made in Section 999b. and is deploying it's resources to that end. However, without the benefit of a dedicated and comprehensive crime analysis effort, conducted by a Crime Analysis Unit, this effort is continually handicapped.

HOW A CRIME ANALYSIS UNIT WILL BENEFIT THE DEPARTMENT AND THE COMMUNITY:

The funding for the Crime Analysis Unit will furnish the Santa Ana Police Department with the capital essential to acquire the personnel and the equipment required for an effective on a long term program. This will benefit the department and the community by employing a comprehensive approach of identifying and targeting 'Career Criminals and 'Career Groups' by:

- Providing information for the deployment of patrol division personnel by times and locations to efficiently respond to calls for service, direct enforcement resources toward the identified 'Career Criminals and 'Career Groups', enhance crime prevention efforts and address community issues.

- Providing information to utilize proven problem solving strategies such as long term community partnership efforts, crime interdiction techniques and special enforcement units armed with timely operational information, all aimed at the 'Career Criminals' and 'Career Groups'.

- Providing Investigation division case management assistance to select and investigate cases that have a high potential for solvability through 'Career Criminal' and 'Career Group' identification, apprehension, prosecution, and the recovery of stolen property.

- Providing information reference 'Career Criminal' and 'Career Group' activity by geographic, temporal, M.O., associates and other pertinent factors. This information will strengthen our efforts in tracking, preventing, suppressing and identifying.

- Strengthening our working relationship with the District Attorney's Office and neighboring police agencies to increase our ability to apprehend and successfully prosecute these repeat offenders known as 'Career Criminals' and 'Career Groups'. This will be accomplished through the sharing of information and collaboration in the collection and processing of evidence, case preparation and presentation.

A dedicated CAU will increase available investigative and enforcement time for focusing on the 'Career Criminals' and 'Career Groups'. This will be accomplished by significantly reducing their administrative and analytical responsibilities. The quality and timeliness of the crime analysis product will be substantially improved with this effort.

Establishment of a Crime Analysis Unit will create a synergistic bond between the Santa Ana Police Department and the Orange County District Attorney's Office. By virtue of the vertical prosecution procedure currently in place, we will improve our successes in the prosecution of the 'Career Criminals' and 'Career Groups'. Currently the Santa Ana Police Department does a commendable job of charging career criminals with prior criminal history resulting in enhancements to their sentences.

What we lack are the resources to identify the 'Career Criminals' and 'Career Groups' link them to the multiple crimes they commit, which reduces the ability to seek maximum penalties and provide a lasting impact. Without the capability to thoroughly evaluate crime patterns by M.O. and other factors many crimes are not identified as part of a pattern or connected to known offenders. A Crime Analysis Unit narrows that gap and strengthens our investigative, prosecutorial, prevention and interdiction efforts.

With the establishment of a Crime Analysis Unit in the Santa Ana Police Department a heighten level of coordination and cooperation among regional law enforcement agencies will occur that will focus on the 'Career Criminals' and 'Career Groups', regardless of jurisdictional lines. Providing the vehicle through which these agencies can address criminal activity and crime prevention on a regional basis.

The implementation of a Crime Analysis Unit will benefit the City of Santa Ana residents by improving the department's response to community service needs, while increasing the safety of the neighborhoods by removing the 'Career Criminals' and 'Career Groups' from the community.

THE CITY OF SANTA ANA - TOTAL POPULATION - 308,000

The City of Santa Ana is located in Orange County and is the county seat. Santa Ana is also the 9th largest city in the State of California, encompassing 27.2 square miles. Santa Ana's population of 308,000 residents makes it the second most densely populated city in the state, second only to San Francisco. Santa Ana boasts one of the most ethnically and culturally diverse populations in the state with minority residents making up more then 76 percent of the total population. The diverse population includes both older established ethnic communities and newly arriving immigrants. Cultural and ethnic groups include, but are not limited to a large Hispanic community, Southeast Asians, Vietnamese, Pacific Islanders, African Americans, and other Asian groups. Law enforcement efforts are often hampered by ethnic, cultural and linguistic differences. Another issue which can be addressed through directed crime analysis, is the 'Career Criminals' and 'Career Groups' who victimize members of their own ethnic community that many time go unreported.

SANTA ANA POLICE DEPARTMENT- 407 SWORN AND 205 CIVILIAN

The City of Santa Ana is a Charter City with a Council-Manager form of government. The Chief of Police is directly responsible to the City Manager.

The Police Department is a modern, innovative and progressive agency that has been at the leading edge of Community Oriented Policing. The Department is comprised of a Chief of Police, 3 Captains, 15 Lieutenants, 51Sergeants and 337 Police Officers for a total of 407 sworn personnel. In addition there are 205 civilian personnel in the department. The department is comprised of three divisions Patrol, Investigation, and Administration.

In 1997 the department moved into the new Police Administration and Jail Facility. This 500,000-square-foot project includes the four-story Headquarters Building and a 420-bed, full service, type II maximum-security jail facility. The new facility stands as a symbol of the City of Santa Ana's commitment to ensuring a safe community.

A major component of our new facility is the 480-bed full-service jail: The Santa Ana Police Department utilizes incarceration as an essential tool of our Community Policing Program. The jail complements our COP philosophy by providing both short-term relief and long term benefits. The jail population can also be a source of critical information to solving crime in our city, which until now has not been developed.

Being selected as a National Community Policing Demonstration Center has honored the innovative leadership of the Santa Ana Police Department. We believe that the department's state of the art facilities provide us with the ideal surroundings for demonstrating our programs. Our department provides on-site instruction to other police departments, and we are listed as a host site for the United States Conference of Mayors Community Policing Peer Exchange Program. We welcome other agencies to view not only our final products, but the developmental stages as well. As a part of this program, we plan to prepare a "How To" manual which other agencies can use to address similar law enforcement problems in their areas. The manual will contain information on the Community Policing strategies that we have utilized in the past. We believe that the Crime Analysis Unit we desire to implement will be a perfect fit as a part of our Policing strategies, one, which we can add to the Community Policing Demonstration Center.

In 1997, the continued application of Community Oriented Policing philosophies at all levels within the Police Department have resulted in the 6th straight annual reduction in the Per Capita Crime Rate. The crime rate fell 9.16% in 1997, and has dropped an astonishing 48.64% since 1991. Overall violent crime was down a significant 9.99% in 1997 and is down 40.35% since 1991.

We believe that our successes can be attributed to the department's innovative and progressive approaches to Community Oriented Policing. We believe that our concept of a Crime Analysis Unit with Problem Solving strategies addressing the long-term goal of attacking the root of criminal behaviors of the 'Career Criminals' and 'Career Groups' will continue crime reduction successes in Santa Ana.

CRIME ANALYSIS UNITS IMPACT ON OUR CRIME PROBLEM

The implementation of a Crime Analysis Unit will impact our crime problem and increase the quality of life in a number of ways:

- Provide automated capabilities to assist in the identification and prosecution of the 'Career Criminals' and 'Career Groups' as defined in section 999e of the California Penal Code.

- Furnish automated capabilities to correlate and to link crimes together with known suspects based on physical evidence, witness descriptions, geographic locations, temporal factors, m.o., suspect vehicle, known associates and other factors.

- Strengthen our partnerships with neighboring cities and agencies, providing the mechanism to share criminal information. Our goal is to establish an automated link to facilitate rapid shared access of existing databases.

- Simplify the ability to locate and arrest known 'Career Criminals' and 'Career Groups' through the rapid access to existing information to identify place of residence, place of employment, known associates, vehicles, etc.

- Preparation of information to increase the solvability of criminal cases, making investigative resources more effective.

- Provide information on geographic locations to better utilize patrol resources, when not handling call for service.

- Enhance cooperative prosecutorial efforts with the District Attorney's office by providing comprehensive case preparation and court presentation tools.

- Strengthen our partnerships within ethnic communities by focusing on the 'Career Criminals' and 'Career Groups' who victimize members of their own ethnic community and many time go undetected.

- Strengthen working relationships with jail personnel and train them in the collection of information, which will assist in the overall attack against the 'Career Criminals' and 'Career Groups'.

- Target the 'Career Criminals' and 'Career Groups' who recruit youths; identifying recruitment methods and profiles and provide this information to youth-specific organizations for intervention efforts.

These benefits and many yet unrealized should increase the number of cases solved and prosecuted effectively, and increase significantly the number of 'Career Criminals' and 'Career Groups' identified and put out of business.

A major product of crime analysis information, which must continually be emphasized, is the highly effective redeployment of Patrol Division resources to deal with specific problems, with specific information.

ESTABLISHING A CRIME ANALYSIS UNIT

Crime Analysis Unit Composition

Investigative Corporal (1)

Investigator (1)

Crime Analyst (2)

Crime Analysis Assistant (2)

Total dedicated personnel: 6

Estimated Budget - Three years

Investigative Corporal (1)	$100,000 annually
Investigator (1)	$90,000 annually
Crime Analyst (2)	$70,000 @ $140,000 annually
Crime Analysis Assistant (2)	$60,000 @ $120,000 annually

Total dedicated personnel: 6 **Total annual personnel budget: $450,000**

Training, equipment, travel, and overtime:

1ST year	$75,000
2nd year	$50,000
3rd year	$25,000

Total 1st year budget:	**$525,000**
Total 2nd year budget:	**$500,000**
Total 3rd year budget:	**$475,000**
TOTAL PROGRAM BUDGET:	**$1,500,000**

ECONOMIC AND OPERATIONAL IMPACT OF DEPLOYING A CRIME ANALYSIS UNIT AT THE SANTA ANA POLICE DEPARTMENT

Crime Analysis Units (CAU's) are traditionally utilized as support units not directly involved in ongoing investigations. CAU's routinely take information after the fact and produce reports that provide pattern and trend information.

Even CAU's that have ventured beyond this traditional role continue to be driven by the singular case or demands of the operational units they support. This narrow use of a CAU does not allow the police department to benefit fully from the CAU's capabilities.

Our plan is to integrate the CAU into the operational unit. What we mean by this is that we will use the CAU to do what it does best, evaluate all the available information and provide it in a form, which will assist the field personnel in their efforts.

In discussions with our investigative personnel who handle complex investigations, it is clear that approximately 80 percent of their investigative time is spent in evaluating information and attempting to determine how and if it is important to the case. Furthermore after arrests are made, the investigators spends many additional hours organizing and compiling the information needed for case prosecution.

We believe that a CAU, which is well trained and fully equipped with proven computerized analytical tools, can achieve an 80 percent reduction in investigative time. In addition, 95 to 98 percent of the work required at the end of the investigation for case preparation will be eliminated.

These reductions will be accomplished by the CAU performing continual case analysis, meaning the daily observance and evaluation of case development, case building and case preparation as the investigation is underway. 80 percent of the investigator's time presently involved in organizing and compiling the case information and the case preparation time would be available to work on and solve more cases.

The application of this plan to an investigation involving a one-year multiple suspect investigation with 10 investigators at 1,500 hours each totaling 15,000 hours, would reap the following benefits:

- time savings of 1,200 hours per investigator totaling 12,000 hours annually
- monetary savings of $57,600 per investigator (based $100,000 annual compensation) totaling $576,000 annually
- additional investigative time equal to eight full time equivalent (FTE) investigators

Investigators in units, such as burglary, robbery and auto theft are called upon to maintain caseloads far beyond their ability to manage effectively. Typically investigators spend 17 hours a week logging cases, 12 hours a month preparing statistical reports and 8 hours a week organizing and compiling crime trend information for a total of 28 hours. This means 70 percent of the investigator's time is spent on these tasks, leaving only 12 hours of their 40-hour workweek for investigating crimes.

Applying this plan to an investigative unit consisting of 20 investigators, each working an estimated 1500 hours per year, with the unit working an estimated 30,000 hours annually. The investigative unit would realize the following benefits:

- time savings of 1,050 hours per investigator totaling 21,000 hours annually
- monetary savings of $50,000 per investigator (based $100,000 annual compensation) totaling $1,000,000 annually
- additional investigative time equal to ten full time equivalent (FTE) investigators

The examples sited here represent a typical unit involved in the investigative efforts at the Santa Ana Police Department and the time and cost savings calculated are conservative. We strongly believe that once the Santa Ana Police Department implements the CAU and demonstrates it value this program will serve as a national model.

There are 184 Cities having a population between 100,000 and 500,000 throughout the United States. Applying these conservative cost and time saving estimates to the 184 cities, the police departments would realize an annual time savings totaling 6,972,000 hours, an annual monetary savings totaling $289,984,000 and additional investigative time equal to 3,312 full time equivalent (FTE) investigators.

The individual citizens of these cities will enjoy a significant increase in both the quality and quantity of police service without the burden of additional taxes.

REDLANDS POLICE

CITY OF REDLANDS
POLICE DEPARTMENT

JAMES R. BUEERMANN
CHIEF OF POLICE

April 28, 1999

Mr. Jose Cerda
The White House
Domestic Policy Council
16th and Pennsylvania Avenue
Room 224
Washington, DC 20500

Dear Mr. Cerda:

In January, I read an AP story relating to President Clinton's plans to introduce a five year anti-crime package in which you were quoted (see attached copy). After reading it I intended to send you some information I thought you might find interesting regarding the community policing strategy Redlands, CA. is employing. While my intentions were good, for a variety of reasons I did not do so. The tragedy in Littleton, CO. makes this strategy so compelling I am sending this packet of information to you now. I hope you find it useful.

In 1997, the Redlands Police Department altered its community policing strategy to reflect our belief that the department's mission should be the creation of a safe community through *more than* simply apprehending criminals and implementing short-term crime prevention strategies. We concluded that we should serve as a catalyst to our community's transformation from a reactive model to a proactive one that focuses on the antecedents to crime and youth problem behavior. As such, we have adopted a theoretical framework based on the broad base of research into "risk and protective factors" as our community policing strategy. We refer to this as "Risk Focused Policing." This strategy led to our consolidation of housing, recreation and senior services into the police department in 1997. We did this because we recognized that if we were to be effective in creating a safe, protective community for our youth to develop we needed a broader, more comprehensive set of "tools" in our community policing "toolbox."

The notion of addressing risk and protective factors as part of a comprehensive strategy for preventing serious crime is included in the Office of Juvenile Justice and Delinquency Prevention's "Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders" (1995) and is consistent with principles set forth in the National Institute of Justice's "Preventing Crime: What Works, What Doesn't and What's Promising" (1997).

Within this framework, the problem adolescent behaviors of substance abuse, delinquency, violence, dropping-out of school and teen pregnancy can be effectively addressed through community-wide, comprehensive analysis and planning to identify and address the "risk factors" that place our youth at-risk for these problem behaviors while simultaneously enhancing the "protective factors" which serve to mitigate the risk factors' influence.

Research indicates that risk factors exist in four "domains" – community, schools, family and peer groups. For instance, within the "school" domain are the risk factors of "Early and Persistent Anti-social Behavior," "Lack of Commitment to School" and "Academic Failure Beginning in Elementary School." In the "community" domain are the risk factors of "Transitions and Mobility" (the extent families move at an accelerated rate within a community) and "Low Neighborhood Attachment and Community Disorganization" (the extent to which young people fail to bond with their neighborhood institutions and the level of blight and other neighborhood indicators of disorganization). And in the "family" domain are risk factors such as "Family History of the Problem Behavior" (i.e. parents or siblings engaged in substance abuse, etc.).

212 BROOKSIDE AVENUE • P.O. BOX 1025 • REDLANDS, CALIFORNIA 92373 (909) 798-7681
30 CAJON STREET • P.O. BOX 1025 • REDLANDS, CALIFORNIA 92373 (909) 798-7681

Included in the book I've sent you is a National Institute of Justice article by Dr. David Hawkins, a researcher at the University of Washington, Seattle on applying the risk and protective factor framework to community policing which describes this concept much better than I can.

In Redlands, the police address school risk factors by coordinating an approach which incorporates strategies such as school resource officers, on-campus probation officers, our Youth Accountability Board, the PeaceBuilders violence prevention program, school attendance review boards, truancy ordinances, a business/schools/police school-to-career partnership, etc. In neighborhoods where we have identified high community risk factors we encourage and assist first-time home buyers, in the form of down payment assistance (via HUD resources), and help residents who are willing to upgrade their deteriorating homes, but are financially unable to do so, to address the issues of blight as articulated in the "Broken Windows" theory of urban decay. We also mobilize our recreation programs (which have an academic tutorial component) and take them to these neighborhoods, in the after-school hours, to increase neighborhood attachment and decrease academic failure. And finally, we assign police officers to work closely with our local drug court to address the family domain risk factor "family history of problem behavior."

As the book I've sent you will illustrate, we use our sophisticated Geographic Information System (GIS) – traditionally used for the mapping of crime incidents – to map and analyze risk and protective factors in our community to better target our resources for more effective results. The police department has the equipment and the technical expertise to use and analyze this data. Therefore, we have become a "data warehouse," providing our partnership in the community (i.e. the school, district, community-based organizations like the Boys and Girls Club, the United Way, etc.) with this information so they can use it to make more informed, data-driven strategic decisions.

I firmly believe that *school violence is preceded by a wide range of off-campus risk factors*. Therefore, if we are to effectively address school violence we must recognize the "boundrylessness" of adolescent problem behavior and ensure that our community response is similarly boundryless. Too often, society tends to focus on just one cause, or one institution and affix blame or responsibility for the problem. In more than 20 years as police officer, I can recall no individual I have arrested for a serious offense, youth or adult, that did not have a whole range of risk factors present in their life (i.e. substance abuse, family history of problem behavior, early academic failure, etc.). I believe this holistic orientation to addressing youth violence is critical in light of the Littleton incident.

I hope you find this information useful in your work on national crime issues. I have made two presentations on this topic to Vice President Gore as it relates to strengthening families, to NIJ, OJJDP, the Safe and Drug Free School Program of the Department of Education, to police chiefs and sheriffs, community policing groups, housing officials and am scheduled to make a presentation to Attorney General Reno. All of them seem to find value in this concept. This risk and protective factor model provides the framework for diverse partners within a community to identify with a common set of themes and definitions so that each understands the unique, and potentially interlinked nature of the resources they can bring to the "violence prevention table."

If I can be of any assistance to you on the issue of youth and school violence, or other adolescent problem behavior, please do not hesitate to contact me at 909.798.7661 or via e-mail at Jbueermann@aol.com.

Thank you for all you and your colleagues do to make this the greatest country in the world.

Yours truly,

Jim Bueermann

Jim Bueermann
Chief of Police

Very High

er, Alder

1500+

Very High

Last

Feb 8

Showers
T-storms
Rain
Flurries
Snow
Ice

Shown are noon positions of weather systems and precipitation. Temperature bands are highs for the day. Forecast high/low temperatures are for selected cities.

Fronts
Cold
Warm
Stationary

Brisbane	89	67	s	Paris	[illegible]	[illegible]	[illegible]
Brussels	39	36	sn	Rio de Janeiro	85	74	c
Budapest	[illegible]	[illegible]	[illegible]	Rome	[illegible]	[illegible]	[illegible]
Buenos Aires	79	54	s	San Juan	82	73	[illegible]
Cairo	64	48	pc	Santiago	95	55	s
Calgary	39	9	c	Sao Paulo	79	67	sh
Caracas	[illegible]	60	pc	Seoul	[illegible]	[illegible]	pc
Copenhagen	37	32	sn	Singapore	85	75	pc
Dublin	42	41	sh	Stockholm	26	25	sn
Frankfurt	33	27	sn	Sydney	74	60	pc
Geneva	[illegible]	26	sn	Taipei	[illegible]	[illegible]	[illegible]
Hanoi	63	51	sh	Tel Aviv	64	47	pc
Helsinki	21	16	sn	Tokyo	47	38	pc
Hong Kong	64	55	sh	Toronto	18	17	sn
Istanbul	55	42	[illegible]	Vancouver	[illegible]	32	[illegible]
Jerusalem	[illegible]	40	pc	Vienna	36	29	sn
Johannesburg	81	61	pc	Warsaw	29	28	sn
Lisbon	54	46	pc	Zurich	36	26	sn

Weather (W): Tr- trace, s-sunny, pc-partly cloudy, c-cloudy, sh-showers, t-thunderstorms, r-rain, sf-snow flurries, sn-snow, i-ice.

AP WIREPHOTO

Clinton greets Karen Moore, 53, of Pierre, S.D., a polio
t the White House Wednesday. Clinton proposed a $2
e-year package of health coverage, tax credits and
on services to help tens of thousands of disabled
return to work.

nance an initiative call-
k Incentives Improve-
which would extend
overage to disabled peo-
urn to the work force.

stablishes a $1,000 tax
lp defray costs of employing disabled workers, such as transportation or making work sites more accessible for those in wheelchairs.

The health insurance plan is expected to cost $1.2 billion, the tax credit $700 million over five years.

Crime package would beef up nation's police

By SANDRA SOBIERAJ
The Associated Press

WASHINGTON — President Clinton planned to propose a five-year, $6 billion anti-crime package Thursday that would up the ante on his nearly fulfilled pledge to put 100,000 new cops on the beat nationwide.

Bolstered by preliminary data suggesting the number of violent crimes in 1998 could be a 25-year low, Clinton was scheduled to venture across the Potomac River to Alexandria, Va., to unveil a new community policing initiative.

The Justice Department's Bureau of Justice Statistics midyear report being released Thursday projects that the total number of violent crimes — incidents both reported to police and those unreported — could fall below 3 million for the first time since 1973, when the bureau started its annual interviews with crime victims.

"The momentum is so strongly on our side that if we continue to hire more police, to engage the community and to give police the technology they need to do a better job we can continue to have dramatic reductions in the crime," Jose Cerda, a crime specialist on the president's Domestic Policy Council, said Wednesday.

As of last October, 88,500 new police officers had been hired under a 1994 crime bill authorizing federal aid to local law enforcement agencies for putting more cops on the street. The target of 100,000 new officers under the so-called COPS program is expected to be reached this May.

Clinton's new budget would ask Congress for $1.3 billion in fiscal 2000 — and a total of $6.4 billion over the next five years — to extend the COPS program, Cerda said.

The balanced budget agreement reached by Clinton and congressional Republicans in 1996 planned to phase out COPS, allotting $300 million for fiscal 2000 and then shutting it down the following year.

But Clinton's proposed package would earmark $600 million in the budget year starting Oct. 1 for the hiring of 30,000 to 50,000 additional officers, "with an effort to target new police officers to crime hot spots," Cerda said.

"We are hopeful that Congress will see the wisdom of continuing a very successful program that has, and will continue to have, strong law enforcement and local-level support," Cerda said.

Transforming Community Policing for the 21st Century: Risk Focused Policing

Mapping Risk and Protective Factors to Reduce Youth Violence and Delinquency

Redlands Police Department
Redlands, California
Chief Jim Bueermann
May, 1999

Clinton Presidential Records
Digital Records Marker

This is not a presidential record. This is used as an administrative marker by the William J. Clinton Presidential Library Staff.

This marker identifies the place of a tabbed divider. Given our digitization capabilities, we are sometimes unable to adequately scan such dividers. The title from the original document is indicated below.

Divider Title: **Risk Focused Policing**

Mapping Risk Factors to Control Youth Crime

The challenges faced by many of our country's communities as they strive to build healthy, sustainable and protective neighborhoods where their youth can thrive – free of violence and other social problems – will be met only through a coordinated, holistic approach, involving such diverse groups as schools, the police and other components of the criminal justice system, municipal government, community-based organizations, the faith community, healthcare providers and housing professionals.

The City of Redlands (CA) has transformed its prevailing paradigm for addressing the quality of life for its children and their families by consolidating housing, recreation and senior services into the police department after adopting a theoretical framework based on the broad base of research into risk and protective factors. This serves to facilitate an understanding of the causes and prevention of the adolescent problem behaviors of substance abuse, delinquency, violence, dropping-out of school and teen pregnancy.

With the police serving as a community catalyst, this risk and protective factor approach now drives many of Redlands' policing, recreation and housing programs which are aimed at affecting transformational change in neighborhoods where substance abuse, crime and blight exist at significant levels. The integration of community policing and a risk and protective factor framework is called "Risk Focused Policing" and is defined as "a data and results-driven, community-oriented policing and problem solving strategy which focuses on those factors in a community which place its youth and their families most at-risk for criminal and other problem behaviors."

It has transformed the police mission from one of simply apprehending criminals to one of controlling crime and violence before they occur by working on comprehensive strategies to make Redlands a safer, more livable community for its youth and their families.

By integrating the theoretical concepts of Risk Focused Policing with the cutting-edge technology of Geographical Information Systems (GIS) Redlands has been able to map school, family, community and peer group risk and protective factors at the neighborhood level. This enables the police department and the many community based organizations which share access to this data, to effectively focus their limited resources on the most problematic areas where the greatest potential for change exist.

The maps and charts contained within this document are designed to provide examples of the power of integrating GIS with Risk Focused Policing and represent work in-progress.

Risk Focused Policing

A data and results-driven, community-oriented policing and problem solving strategy which focuses on those factors in a community which place its youth and their families most at-risk for criminal and other problem behaviors.

Key Points

- follows the COPPS model to prevent and control crime
- places law enforcement in the role of catalyst for community change
- is data and results-driven
- is strategic in nature (the long view)
- employs "systems thinking"
- is research-based (Risk and Protective-Focused Prevention)
- focuses on community, school, family and peer groups
- engages the entire community
- builds on existing, and creates new partnerships
- incorporates all aspects of the CJS

Risk Focused Policing's Key Assumptions

- "Risk and Protective Factors" mean those factors that exist in a youth's life across four domains – family, school, community and peer groups – that either, 1) place him or her at-risk for substance abuse, delinquency, violent behavior, teen pregnancy or dropping out of school; or, 2) provide protection from those behaviors.

- In order for a community to realize an effective paradigm transformation to one incorporating the concepts of risk and protection, there needs to be some type of community-wide collaboration from key institutions within the community (i.e. schools, municipal government, community based organizations, law enforcement, etc.). These collaborating institutions must develop a comprehensive strategy – based on proven research – that focuses and coordinates the attack on identified risk factors *and* identifies, supports and strengthens those protective factors which serve to mitigate risk factor influence and develop resilient youth.

- An effective crime prevention strategy will address risk and protective factors through a coordinated strategy involving multiple community "institutions" such as the family, schools, the community itself, places, the workforce, the police and the criminal justice system.

Risk Focused Policing
A Risk and Protective Factor Framework

Risk Factors	COP Programs
Community	
Availability of Drugs	Traditional narcotics suppression efforts, tobacco ordinances, DUI enf., focusing on "places," etc.
Availability of Firearms	Traditional street crime suppression, public education re: how criminals acquire handguns, community mobilization, Boston project, etc.
Community laws and norms favorable toward drug use, firearms and crime	Drug/Gang prevention programs (DARE, GREAT), underage drinking/tobacco suppression programs, directed patrol focused on underage drinking, tobacco use, truancy and curfew, public education re: alcohol and public events, tobacco ordinances, truancy and curfew ordinances, community mobilization, focusing on "places," etc.
Media portrayals of violence	
Transitions and mobility	Housing programs, blight eradication (RNIT), referral to homeless programs, neighborhood associations, CFMH, NeighborNet-like programs, "places," etc.
Low neighborhood attachment and community disorganization	Housing programs, blight eradication, CFMH, neighborhood clean-ups/adv. groups involving youth, neighborhood associations, NeighborNet-like programs, mobile recreation programs, "places," Oakland's "Beat Health,"etc.
Extreme economic deprivation	
Family	
Family history of the problem behavior	Drug court (offs. attend grad.), domestic violence teams, gang intervention, INROADS-like programs, parole/prob. home visits, etc.
Family management problems	Drug court, domestic violence teams, gang intervention, SHO programs, YAB's,
Family conflict	Drug court, domestic violence teams, gang intervention
Favorable parental attitudes and involvement in the problem behavior	Drug court, domestic violence teams, gang intervention, YAB, SARB, etc.
School	
Early and persistent antisocial behavior	School Resource Officer strategies, traffic court, effective intervention by SRO's, YAB's, PeaceBuilders, prob. officer on campus, SHO, etc.
Academic failure beginning in late elementary school	Police mentoring, tutoring, etc.
Lack of commitment to school	Truancy ordinances, COMPACT-like programs, SARB
Individual/Peer	
Alienation and rebelliousness	Police mentoring (Hang with a Deputy, Kicking Back with a Cop, Cops and Jocks, etc.)
Friends who engage in the problem behavior	YAB's, gang intervention, referrals, police mentoring, youth leadership programs (Y.E.S.)
Favorable attitudes toward problem behavior	Police-sponsored youth leadership awards (acknowledging/rewarding desired behavior)
Early initiation of the problem behavior	Zero-tolerance enforcement, YAB's, referrals, police mentoring, CHOICES, PeaceBuilders
Constitutional factors	

Controlling Crime Before It Happens: Risk-Focused Prevention

by J. David Hawkins

Traditionally, the juvenile justice system has employed sanctions, treatment, and rehabilitation to change problem behaviors after they have occurred. Advocates of a prevention-based approach to crime control invite the scorn of critics who believe prevention amounts to little more than "feel-good" activities. Yet the practitioner—the probation officer confronted daily with young people in trouble—is often aware of the need for effective prevention. As a probation officer in the early 1970's working with delinquent teenagers, I found myself asking, "Couldn't we have prevented these youngsters from getting to this point? Couldn't we have interceded before they were criminally referred to the courts?"

Once they have experienced the reinforcing properties of drugs and are convinced of crime's profitability, young people are difficult to turn around. Once invested in the culture of crime, they reject the virtues attributed to school and family, for reasons that are all too clear. For them, school is not a place of attachment and learning, but of alienation and failure; family is not a source of love and support, but of unremitting conflict.

Dealing with these youths as a probation officer, I saw my job as something akin to operating an expensive ambulance service at the bottom of a cliff. The probation staff were the emergency team patching up those who fell over the edge. Many of us who have worked in juvenile corrections have come to realize that to keep young people from falling in the first place, a barrier is needed at the top of the cliff. In short, we believe that prevention is more effective and less costly than treatment after the fact. David Mitchell, chief judge of the juvenile court for Baltimore County, once observed, "It is of no value for the court to work miracles in rehabilitation if there are no opportunities for the child in the community. Until we deal with the environment in which they live, whatever we do in the courts is irrelevant."

Effective prevention based on the public health model

In prevention, where action precedes the commission of crime, it is wise to heed the admonition that guides physicians: "Above all, do no harm." Hard work and good intentions, by themselves, are not enough to ensure that a program to prevent violence or substance abuse will succeed, let alone that it will not make things worse.

Early prevention efforts in the "War on Drugs" serve to illustrate this point. Well-meaning people were concerned about substance abuse and decided to do something about it by introducing prevention programs in the schools. They collected information, pictures, and even samples of illicit drugs, took these materials to the schools, and showed them to students; they talked about the behavioral and health effects of drugs and warned of the risks associated with their use. Contrary to intention and expectation, these drug information programs failed to reduce or eliminate drug use and, in some instances, actually led to its increase.[1] The real lesson learned in the schools was that information, which is neutral, can be employed to the wrong end, producing more harm than good. These early prevention workers had not envisioned drug information in the context of a comprehensive prevention strategy.

Increasingly, the preventive approach used in public health is being recognized as appropriate for use as part of a criminal justice strategy.[2] It is instructive to review an example of how the model has been applied to disease control. Seeking to prevent cardiovascular disease, researchers in the field of public health first identified risk factors; that is, the factors whose presence increased a person's chances of contracting the disease: tobacco use, high-fat diet, sedentary lifestyle, high levels of stress, and family history of heart disease. Equally important, they determined that certain protective factors (e.g., aerobic exercise or relaxation techniques) helped prevent the development of heart problems.

These public health researchers were concerned with halting the onset of heart disease in order to avoid risky, invasive, and costly interventions, such as angioplasty or bypass surgery, after the disease had taken hold. Their goal was to reduce or counter the identified risk factors for heart disease in the population at large; their strategy was to launch a massive public advocacy campaign, conducted in multiple venues (e.g., the media, government, corporations, schools), aimed at elimination of "at risk" behaviors (and the attitudes supporting them). If risk could not be avoided altogether, the campaign could at least promote those behaviors and attitudes that reduce risk of heart disease. Proof that this two-pronged strategy has been effective is in the numbers: a 45-percent decrease in the incidence of cardiovascular disease, due in large measure to risk-focused prevention.[3] Application of the same prevention principles to reduce the risks associated with problem behaviors in teenagers, including violence, can work as well.

Identifying risk factors for violence

Using the public health model to reduce violence in America's communities calls for first identifying the factors that put young people at risk for violence in order to reduce or eliminate these factors and strengthen the protective factors that buffer the effects of exposure to risk.

Over the past few years, longitudinal research (that is, studies that follow youngsters from the early years of their lives into adulthood) has identified factors associated with neighborhoods and communities, the family, the schools, and peer groups, as well as factors residing in the individual that increase the probability of violence during adolescence and young adulthood. These factors, presented in exhibit 1, also have been shown to increase the probability of other health and behavior problems, including substance abuse, delinquency, teen pregnancy, and dropping out of school. It is important to note that only factors identified in *two or more* of these longitudinal studies to increase the probability of the checked health or behavior problem have been included in the exhibit. Although future research may reveal, for example, that alienation and rebelliousness place an individual at risk of violent behavior, consistent evidence does not yet exist to support this hypothesis.

In neighborhoods. Five risk factors arising from the community environment are known to increase the probability that a young person will engage in violence:

✦ *Availability of guns.* The United States has one of the highest rates of criminal violence in the world, and firearms are implicated in a great number of these crimes. In recent years, reports of gun-toting youths in inner-city schools and of violent incidents involving handguns in school environs have created mounting concern. Given the lethality of firearms, the increased likelihood of conflict escalating into homicide when guns are present, and the strong association between availability of firearms and homicide rates, a teenager having ready access to firearms through family, friends, or a source on the street is at increased risk of violence.

✦ *Community laws/norms favorable to crime.* Community norms are communicated through laws, written policies, informal social practices, and adult expectations of young people. Sometimes social practices send conflicting messages: for example, schools and parents may promote "just say no" themes while alcohol and substance abuse are acceptable practices in the community. Community attitudes also influence law enforcement. An example is the enforcement of laws that regulate firearms sales. These laws have reduced violent crime, but the effect is small and diminishes as time passes. A number of studies suggest that the reasons are community norms that include lack of proactive monitoring or enforcement, as well as the availability of firearms from jurisdictions having no legal prohibitions on sales or illegal access. Other laws related to reductions in violent crime, especially crime involving firearms, include laws governing penalties for licensing violations and for using a firearm in the commission of a crime.

Exhibit 1. ***Risk Factors and Their Association With Behavior Problems in Adolescents***

Risk Factors	Substance Abuse	Delinquency	Teen Pregnancy	School Drop-Out	Violence
Community					
Availability of Drugs	✓				
Availability of Firearms		✓			✓
Community Laws and Norms Favorable Toward Drug Use, Firearms, and Crime	✓	✓			✓
Media Portrayals of Violence					✓
Transitions and Mobility	✓	✓		✓	
Low Neighborhood Attachment and Community Disorganization	✓	✓			✓
Extreme Economic Deprivation	✓	✓	✓	✓	✓
Family					
Family History of the Problem Behavior	✓	✓	✓	✓	
Family Management Problems	✓	✓	✓	✓	✓
Family Conflict	✓	✓	✓	✓	✓
Favorable Parental Attitudes and Involvement in the Problem Behavior	✓	✓			✓
School					
Early and Persistent Antisocial Behavior	✓	✓	✓	✓	✓
Academic Failure Beginning in Elementary School	✓	✓	✓	✓	✓
Lack of Commitment to School	✓	✓	✓	✓	
Individual/Peer					
Alienation and Rebelliousness	✓	✓		✓	
Friends Who Engage in a Problem Behavior	✓	✓	✓	✓	✓
Favorable Attitudes Toward the Problem Behavior	✓	✓	✓	✓	
Early Initiation of the Problem Behavior	✓	✓	✓	✓	✓
Constitutional Factors	✓	✓			✓

(The columns are grouped under the heading "Adolescent Problem Behaviors".)

✦ *Media portrayals of violence.* The highly charged public debate over whether portrayals of violence in the media adversely affect children continues. Yet research over the past 3 decades demonstrates a clear correlation between depictions of violence and the development of aggressive and violent behavior. Exposure to media violence also teaches violent problem-solving strategies and appears to alter children's attitudes and sensitivity to violence.

✦ *Low neighborhood attachment/community disorganization.* Indifference to cleanliness and orderliness, high rates of vandalism, little surveillance of public places by neighborhood residents, absence of parental involvement in schools, and low rates of voter participation are indicative of low neighborhood attachment. The less homogeneous a community in terms of race, class, religion, or mix of industrial to residential areas, the less connected its residents may feel to the overall community and the more difficult it is to establish clear community goals and identity. Higher rates of drug problems, juvenile delinquency, and violence occur in such places.

✦ *Extreme economic deprivation.* Children who live in deteriorating neighborhoods characterized by extreme poverty are more likely to develop problems with delinquency, teen pregnancy, dropping out of school, and violence. If such children also have behavior and adjustment problems early in life, they are also more likely to have problems with drugs as they mature. The rate of poverty is disproportionately higher for African American, Native American, or Hispanic children than for white children; thus, children are differentially exposed to risk depending on their racial or cultural backgrounds.

In families. Obviously, the home environment, family dynamics, and parental stability play a major role in shaping children. Three risk factors for violence are associated with the family constellation: poor family management practices, including the absence of clear expectations and standards for children's behavior, excessively severe or inconsistent punishment, and parental failure to monitor their children's activities, whereabouts, or friends; family conflict, either between parents or between parents and children, which enhances the risk for all of the problem behaviors; and favorable parental attitudes and involvement in violent behavior, which increases the risk that children witnessing such displays will themselves become violent.

At school. Two indicators of risk for violence are associated with a child's experiences at school. Antisocial behavior of early onset (that is, aggressiveness in grades K–3, sometimes combined with isolation or withdrawal or sometimes combined with hyperactivity or attention-deficit disorder) is more frequently found in boys than girls and places the child at increased risk for problems, including violence, during adolescence. The risk factor also includes persistent antisocial behavior first exhibited in adolescence, such as skipping school, getting into fights, and misbehaving in class. Young people of both genders who engage in these behaviors during early adolescence are at increased risk for drug abuse, juvenile delinquency, violence, dropping out of school, and teen pregnancy. Academic failure, if it occurs in the late elementary grades and beyond, is a second school-related risk factor that is likely to result in violence and other problem behaviors. Specifically, it is the *experience* of failure that appears to escalate the risk, rather than ability per se.

In peer groups and within the individual. If youngsters associate with peers who engage in problem behaviors (for example, drug abuse, delinquency, violence, sexual activity, or dropping out of school), they are much more likely to do the same. Further, the earlier in their lives that young people become involved in these kinds of experiences—or take their first drink of alcohol or smoke their first marijuana cigarette—the greater is the likelihood of prolonged, serious, and chronic involvement in health and behavior problems. Even when a young person comes from a well-managed family and is not burdened with other risk factors, associating with friends who engage in problem behaviors greatly increases the child's risk. In addition, certain constitutional factors—those that may have a biological or physiological basis—appear to increase a young person's risk. Examples of constitutional factors include lack of impulse control, sensation seeking, and low harm avoidance.

Protective factors

It is well known that some youngsters, even though they are exposed to multiple risk factors, do not succumb to violent, antisocial behavior. Research indicates that protective factors reduce the impact of negative risk factors by providing positive ways for an individual to respond to these risks. Three categories of protective factors have been identified:[4]

✦ Individual characteristics: A resilient temperament and positive social orientation.

✦ Bonding: Positive relationships with family members, teachers, or other adults.

✦ Healthy beliefs and clear standards: Beliefs in children's competence to succeed in school and avoid drugs and crime coupled with establishing clear expectations and rules governing their behavior.

Applying Knowledge of Risk Factors to Their Control

The knowledge base that researchers have built thus far allows them a fair measure of confidence in making some generalizations about risk factors:

✦ Risks exist in multiple domains. Since risk factors exist in all areas of life, if a single risk factor is addressed in a single area, problem behaviors may not be significantly reduced. Communities should focus on reducing risks across several areas.

✦ The more risk factors present, the greater the risk. Although exposure to one risk does not condemn a child to problems later in life, research shows that exposure to a greater number of risk factors increases a young person's risk exponentially. Even if a community cannot eliminate all risk factors present, reducing or eliminating even a few of them may significantly decrease risk for young people living in that community.

✦ Common risk factors predict diverse behavior problems. Problem behaviors are predicted by the presence of common risk factors. This means that when any individual risk factor is reduced, it is likely to affect a number of different problems in the community.

✦ Effects of risk factors show much consistency across races, cultures, and classes. While *levels* of risk may vary in different racial, cultural, or socioeconomic groups, the operational mode of these risk factors does not appear to vary across groups. One implication for community prevention efforts is that the programs selected to target specific risk factors should be adaptable to fit any of the various groups in the community.

✦ Protective factors may buffer exposure to risk. Protective factors are conditions that buffer young people from the negative consequences of exposure to risk by either reducing the impact of the risk or changing the way a person responds to the risk. Knowledge of risk factors can help communities know where to place their focus in order to reduce health and behavior problems. However, communities must also know how to reduce risk.

Individual characteristics. Youths who seem able to cope more successfully than others with risk factors appear resilient: they are able to bounce back in the face of change or adversity; they experience less frustration in the face of obstacles and do not give up easily. They are also good-natured, enjoy social interaction, and elicit positive attention from others. Gender is another factor. Given equal exposure to risks, girls are less likely than boys to develop violent behavioral problems in adolescence. Finally, intelligence protects against certain problem behaviors, such as delinquency and dropping out of school, although it does not protect against substance abuse. Such individual characteristics enhance the likelihood that children will identify opportunities to make a personal contribution, develop the skills necessary to follow through successfully, and receive recognition for their efforts. However, these individual protective factors—resilient temperament, positive social orientation, gender, and intelligence—are innate and are extremely difficult to change.

Bonding. Several studies have revealed that children raised in environments in which they are exposed to multiple risk factors have nevertheless become productive, contributing members of the community. In interviews with these young people, they invariably note that someone took an interest in them. Some adult in the community—whether a parent, an aunt, a grandmother, a teacher, a youth worker, a minister, a businessperson—established a bond of affection and cared enough to reach out. Research has shown that the protective factor of bonding with positive, prosocial family members, teachers, or other significant adults or peers can be strengthened by preventive intervention.

Healthy beliefs and clear standards. When the adults with whom young people bond have healthy beliefs and well-defined standards of behavior, these serve as protection against the onset of health and

Being part of a baseball team could fulfill all conditions for successful bonding: an opportunity for active involvement, developing skills needed to succeed, and reinforcement for skillful performance.

behavior problems in those youngsters. Examples of healthy beliefs include believing it is best for children to be free of drugs and crime and to do well in school. Examples of well-defined standards include clear, consistent family prohibitions against drug and alcohol use, demands for good performance in school, and disapproval of problem behaviors. When a young person bonds to those who hold healthy beliefs and set clear standards, the two protective factors are reinforcing; they work in tandem by providing a model on which to base behavior and the motivation to practice approved behavior so that the bond is not jeopardized. Both bonding and healthy beliefs/clear standards mediate the relationship between a young person and the social environment, including community, family, schools, and peer groups; these protective factors can be encouraged and strengthened.

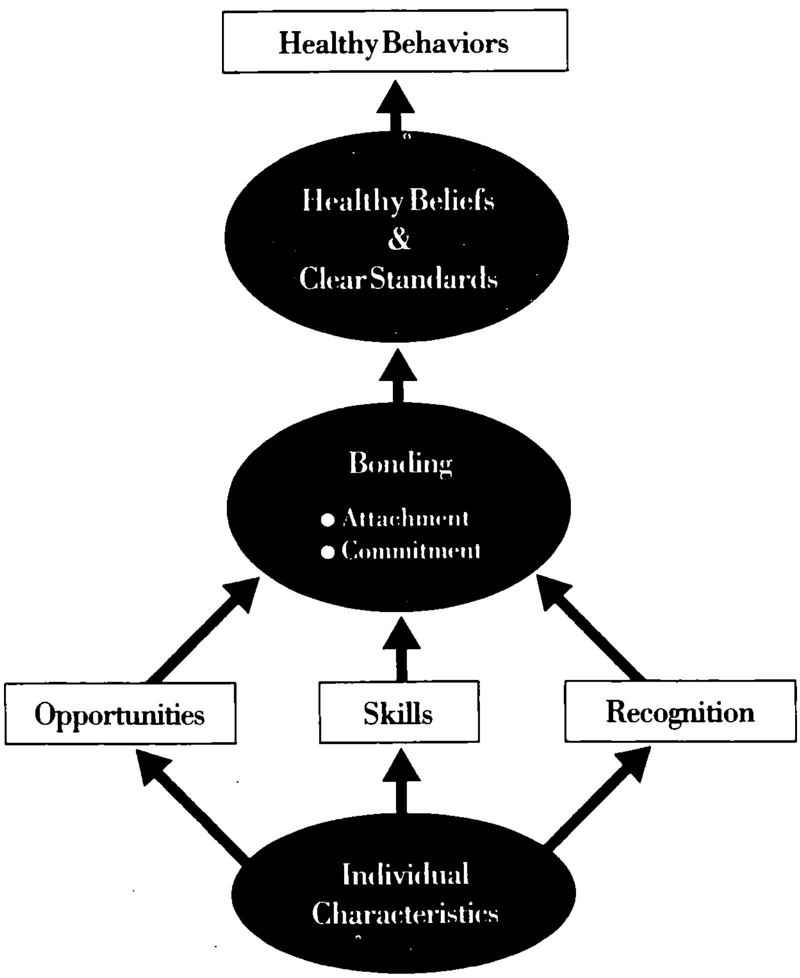
The preconditions of bonding. Bonding may take place with a caregiver, a family member or other significant adult, or it may represent an attachment to a social group. For bonding to occur, however, three conditions must be met. The first is the *opportunity for active involvement.* People become bonded to a family, a school class, or a community because they are given the chance to participate in the life of the group. In a classroom where the teacher calls on only the students in the front who raise their hands, the others are denied an opportunity for active involvement; as a result they may lose their commitment to education. The situation is similar in a family where the 13- or 14-year-old uses the home as a hotel—essentially a place to sleep—but has no responsibilities in the family. Youngsters need to be given the chance to contribute, in ways commensurate with their level of development, to life in the family, in the classroom, and in the wider community.

The opportunity to become involved is not enough, however. A second condition of effective bonding is *having the skills needed* to succeed once involvement gets underway. Young people need to be taught the skills without which they will be unable to pursue opportunities effectively. Examples of skills that have been shown to protect children include good cognitive skills, such as problem-solving and reading abilities, and good social skills, including communication, assertiveness, and the ability to ask for support.

The third condition of bonding is *a consistent system of recognition or reinforcement for skillful performance.* Young people often receive little or no recognition for doing the right thing. The focus is on what they have done wrong; much less frequently are their accomplishments acknowledged. The efforts they put forth, the challenges they face, and the contributions they make should be celebrated in personally and culturally accepted ways.

Thus, along with opportunities and access to skills, recognition or appreciation provides an incentive for continued contribution and is a necessary condition for enabling young people to form

Exhibit 2. *Development of Protective Factors*



close attachments to their communities, schools, and families. Exhibit 2 shows how protective factors are developed and how they influence one another.

Community guidelines for preventive intervention

In designing preventive interventions for the 1990's and beyond, community leaders should keep in mind some key principles. The first is that prevention strategies should focus on *known* risk factors. Once communities identify the risk factors they need to address, the prevention program developed in response should be targeted to reducing those factors and to enhancing protective factors. Another guideline is that intervention should be planned to coincide with the point in a child's development that is optimal for achieving the desired outcome. Thus, prevention interventions need to be geared to the *appropriate developmental stages* of the child. If behavior problems at age 4, 5, and 6 are known to be associated with substance abuse and delinquency later in life, this means all youngsters should be taught in the early elementary grades the skills they need to manage and control their impulses in order to get along with others.

Allied to the principle of intervention at the appropriate stage is *early intervention*, necessary to prevent behavior problems from stabilizing and becoming entrenched. Ideally, prevention begins before the child is born to ensure that low-income mothers and other adult caregivers have the skills they need to nurture children. These skills will equip them to understand that a crying baby is not a bad baby who needs to be spanked or disciplined. Prenatal care, home visits to low-income single mothers, and caregiver training in nurturing skills can significantly reduce child abuse. Studies show that more than a fourfold reduction in child abuse is achievable by home visitation before birth and during the first few months of infancy.[5]

Prevention programs need to reach those who are at high risk by virtue of exposure to *multiple risk factors*. These multiple risks require multiple strategies that also are sensitive to the cultural diversity that characterizes many communities.

Commitment to risk-focused prevention programs arises only when there is buy-in by the community; that is, when the programs are felt to be "owned and operated" by the community. This sense of proprietorship evolves when all the various stakeholders in the community—the key leaders through the grassroots members—come together representing their diverse interests and develop a strategy for how to implement risk-focused prevention. The "Communities That Care" approach is one such strategy.

The Communities That Care Approach.[6]

This model is aimed at achieving significant reductions in adolescent problem behaviors by reducing risk factors in ways that promote bonding. The process recognizes that bonding without healthy beliefs and clear standards is insufficient for a successful prevention effort.

The approach consists of a four-step process:

✦ Key leaders of the community, the people who control many of the resources, are engaged to develop a vision of common goals for the community, to commit to a risk-focused prevention strategy, and to decide who should sit on the community prevention task force or board.

✦ The board is created, its membership reflecting the diverse groups and areas in the community, and the opportunity for team-building is provided through a series of training events.

✦ The community conducts an assessment of the risk factors for adolescent problem behaviors, collects data on existing efforts to address these risks, and identifies prevention strategies.

✦ After training, the community creates a risk-focused action plan and establishes appropriate program evaluation methods.

The challenge is nothing less than reinventing the community as a protective environment. The means is by promoting the development of communities that care enough to ensure that all children are bonded securely to family, to school, and to community.

Implications for criminal justice

The inclusion of prevention as a central element of criminal justice policy and practice is emblematic of a new emphasis reflecting the realization that enforcement alone is not enough to reduce youth violence. This realization reflects the recognition that, in spite of geometrically increasing investments in enforcement, the courts, and corrections, violent crime, especially among young people, has continued to rise over the past decade (discussed by Alfred Blumstein elsewhere in this issue).

For criminal justice, the orientation to prevention means establishing partnerships with other organizations, groups, and agencies in the community to identify and reduce risks for crime and violence and to strengthen protective factors that inhibit violence in the community. Community policing represents a clear example of this shift in criminal justice from an exclusive focus on the "back end"—after the crime has been committed. Integral to the intervention process is the involvement of the community and of social service and other agencies at the "front end"—working in tandem with law enforcement to identify problems and design strategies to solve them. In refining its role, criminal justice is taking on a much greater challenge than in the past, but doing so holds the promise of reducing crime in the long term.

Notes

1. Stuart, R.B., "Teaching Facts About Drugs: Pushing or Preventing?" *Journal of Educational Psychology* 37 (1974): 98–201; and Weaver, S. C. and F. S. Tennant, "Effectiveness of Drug Education Programs for Secondary School Students," *American Journal of Psychiatry* 130 (1973): 812–814.

2. See, for example, William DeJong's *Preventing Interpersonal Violence Among Youth: An Introduction to School, Community, and Mass Media Strategies*, Issues and Practices, Washington, D.C.: U.S. Department of Justice, National Institute of Justice, August 1994: 12–15.

3. From a speech delivered at the National Academy of Sciences in January 1994, by Kenneth I. Shine, M.D., President of the National Institute of Medicine.

4. See Hawkins, J. D., R. F. Catalano, and J. M. Miller, "Risk and Protective Factors for Alcohol and Other Drug Problems in Adolescence and Early Childhood: Implications for Substance Abuse Prevention," *Psychological Bulletin* 112 (1992): 64–105; Werner, E. E. and R. S. Smith, *Overcoming the Odds: High Risk Children From Birth to Adulthood*, New York: Cornell University Press, 1992; and Rutter, M., "Resilience in the Face of Adversity: Protective Factors and Resistance to Psychiatric Disorder," *British Journal of Psychiatry* 147 (1987): 598–611.

5. Olds, David L., C. R. Henderson, Jr., R. Chamberlin, and R. Tatelbaum, "Preventing Child Abuse and Neglect: A Randomized Trial of Nurse Home Visitation," *Pediatrics* 78 (1986): 65–78.

6. For information about the Communities That Care comprehensive community prevention planning approach, contact Developmental Research and Programs, 130 Nickerson Street, Suite 107, Seattle, WA 98109. Phone: (800) 736–2630; Fax: (206) 286–1462.

J. David Hawkins teaches social work at the University of Washington in Seattle and directs the University's Social Development Research Group. Dr. Hawkins was co-developer of the "social development strategy," supported by the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP), and adopted by OJJDP as the basis for its comprehensive strategy for serious, violent, and chronic juvenile offenders. OJJDP continues to support the social development model and the application of the Communities That Care approach. OJJDP has used Dr. Hawkins' work as the basis for its new, congressionally mandated delinquency prevention program that addresses the risk factors associated with delinquency and adolescent substance abuse. For more than a decade, Dr. Hawkins has led the Seattle Social Development Project, a longitudinal prevention study, based at the University of Washington, that tests his risk reduction strategy, using his theoretical work as the basis. This article is based on a presentation made by Dr. Hawkins at the federally sponsored conference, "Solving Youth Violence: Partnerships That Work," held in Washington, D.C., August 15 to 17, 1994. Dr. Hawkins' publications for OJJDP include "Parent Training for Delinquency Prevention," with M. W. Fraser and M. O. Howard, Washington, D.C.: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, and National Institute on Drug Abuse, 1988. He also contributed to the Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders, *ed. James C. Howell, U.S. Department of Justice, Office of Juvenile Justice and Deliquency Prevention, May 1995.*

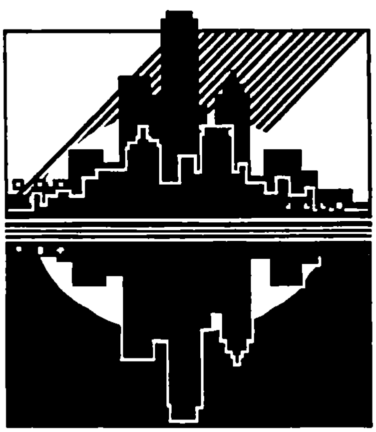
Building A Generation

[illegible]
dedicated to their youth

Ambulances, Fences, and Communities that Care

Imagine a community set upon a bluff overlooking the ocean. A beautiful town in a beautiful setting. Unfortunately, the beauty of the spot also has a downside. Many children of the town come to play on the bluff overlooking the ocean, but they occasionally stray too close to the edge of the bluff and fall off with disastrous results.

The townspeople all agree this is tragic. They want to do anything they can to save their children. An ambulance service is created with a special base at the foot of the cliff. An early warning system is instituted which puts the ambulance service on alert whenever motion is detected at the top of the cliff. Research is conducted at the local university in order to improve the treatment of head trauma and other common results of falling off the cliff. This is a town which thinks of everything and does everything it thinks of--with one glaring expect ion. It never builds a fence to keep the children from falling off the cliff in the first place.



Foolish? Perhaps, but closer to reality than any of us would care to admit. Several years ago University of Washington researchers L. David Hawkins and Richard F. Catalano theorized that the traditional manner of addressing problem youth behavior was similar to operating an ambulance service at the bottom of a cliff. Social service and juvenile justice system personnel are the emergency teams patching-up the kids that fall over the cliff's edge--whether through social programs, rehabilitation or incarceration. Unfortunately, little or no effort is made to keep the kids from falling off the cliff in the first place. No one stops to think what structures in a community keep children from engaging in dangerous or destructive behavior. They never even get our attention until they have done something wrong. Compounding this tragedy is the fact that rehabilitation is much more expensive than prevention. It is both better and cheaper to erect a protective barrier at the top of the cliff than it is to run an ambulance service at the bottom of the cliff.

Driven by these insights, Hawkins and Catalano applied the public health model of "risk focused prevention" to juvenile delinquency. In the public health field, when the risk factors for cardiovascular disease (sedentary life style, tobacco use, high fat diets, high stress, etc.) were systematically addressed through education and intervention; and when preventative factors (healthy diet, exercise, etc.) were specifically promoted, dramatic change resulted. The adoption strategic risk and

(Continued on page 2)

Ambulances and Fences...

preventive factor-focused approaches resulted in a 45% decrease in the incidence of heart disease. in our country.

Applying the public health model to problem adolescent behavior, Hawkins and Catalano theorized that identifiable risk factors which place youths at-risk for problem behaviors (i.e. availability of drugs and guns, low neighborhood attachment, family conflict and management problems, lack of commitment to school, favorable attitudes toward problem behavior, etc.) can be mitigated by strengthening the protective factors (i.e. resilient temperament and positive social orientation, bonding through positive relationships and healthy beliefs and clear standards). This theory of risk focused prevention has been translated into a comprehensive, community-wide training program called Communities that Care (CTC).

In the East Valley, an initiative called *Building a Generation* has begun using the Communities that Care model of risk and protective factor-focused prevention. This collaborative of East Valley organizations, agencies and other key stake holders has come together to address the welfare of our youth by promoting the positive development of young people throughout the East Valley.

Our Mission

We exist to promote a healthier community by reducing conditions that put youth at risk and strengthening the factors that build resilience.

Our Assumptions

¥ East Valley youth are not immune to the same risk factors as youth in other California communities;

¥ The need to perpetuate the unique character of the East Valley mandates that today's youth develop strong community bonds so they can fulfill leadership roles in the future;

¥ All youth are potentially at-risk and the traditional methods of waiting until an adolescent commits a crime, attempts suicide, flunks out of school, etc. to declare him at-risk are no longer acceptable;

¥ The incidence of criminal involvement and victimization of our teens is going to increase over the next several years;

¥ There is a distinct need to develop a collaborative, holistic vision of the environment we want our youth to grow-up in;

¥ This vision should result in a comprehensive, youth development plan, similar to the City's General Plan for land use, of how we should collectively at- tack community-wide risk factors and strengthen or develop protective factors; and,

¥ A Prevention Board, Task Force, or other city-wide initiative on youth issues should be created to coordinate the attack on risk factors and help strengthen protective factors.

What's been happening...

Some exciting events have already taken place as Building A Generation begins to take root in the East Valley:

Community Training

In January of 1997, more than 75 key community leaders from Redlands and the East Valley participated in a one-day Key Leaders Orientation on risk and protective factors. These leaders were then asked to appoint members to a Task Force to conduct a comprehensive assessment of local risk factors.

In late April, Task Force members attended a 2-day Community Risk Assessment Training, during which subcommittees were established to collect relevant local data for analysis and prioritization. The subcommittees have been collecting archival data on the 19 risk factors from a variety of sources identified in the CTC training.

In addition to the archival data collection process, in November more than 1100 students in Redlands Unified School District completed the CTC Youth Survey to assess levels of risk and protective factors in their lives. These two data collection processes will provide Building a Generation with a comprehensive data portrait of East Valley communities.

During the first quarter of 1998, members of Building a Generation will attend the third training event in the CTC series, Community Resource Assessment Training, in which they will learn how to analyze their data, select 2-5 priority risk factors and inventory and assess current resources addressing those priorities. Once the resource assessment is completed, the final training, Promising Approaches will help the group develop a long-term, outcome-based strategic plan using best practices approaches to fill identified gaps.

The Shifting Paradigm

As part of a paradigm shift in Redlands view of crime prevention based on the work of Building a Generation, the City of Redlands has initiated several systemic changes to reorganize the city s support systems based on a comprehensive, systemic, risk and protective factor-focused approach to youth issues. One of these changes is the consolidation of the Police and Human Services Departments to create a Community Services Division within the Police Department, responsible for city Recreation, Senior and Housing Services.

PeaceBuilders

Another example of Building a Generation s impact is the introduction of PeaceBuilders at the Franklin Elementary School in Redlands. PeaceBuilders is a violence prevention program modeled after the Hawkins and Catalano theory on risk and protection factors. Franklin becomes the second school in the Redlands Unified School District to implement the program. It is also in place at Victoria Elementary School.

The Franklin program was made possible by the generous donations of Redlands realtor Lois Lauer and the family of Paige Cowan, a Redlands resident killed last year. In her memory the Paige Cowan PeaceBuilders Memorial Fund has been established at the United Way of the East Valley to help fund PeaceBuilders at other East Valley schools.

Just Beginning

These changes and programs are a great start, but there is still a long way to go. Won t you consider joining as we seek to build a generation?

It takes an entire village to raise a child.

African Proverb

Where do we go from here...

So much has already been done, but there is so much more left to do. Here are some highlights of upcoming events.

Promising Approaches

Once the Resource Assessment Training is completed, we need to develop a risk and preventive factor based strategic plan for the East Valley Communities. This will involve coordinating existing programs and resources, redirecting resources toward more strategic goals, and developing new resources and programs which focus on the needs identified in the Resource Assessment Training. To facilitate this process, a fourth and final community training session will be held: Promising Approaches.

Parents University

One of the most important community resources we can develop is our families. On February 28, Parents University hosted its second annual resource fair for parents. This wonderful opportunity was sponsored jointly by the Redlands PTA Council, Redlands Unified School District, and Building a Generation. Parent s University offers over four dozen balanced, positive workshops and countless encouraging resources for parents as they seek to raise healthy children who will contribute to the welfare of our community.

How Can You Be a Part?

Building A Generation is a community based initiative. Its strength lies in cooperation and participation. We can t do it without you! Some ways you can be involved include:

¥ Participate in the quarterly general session of the Community Prevention Board.

¥ Structure resources and programs which you are a part of toward strategic needs. All of us have spheres of influence. We would love to have as many different organizations and individuals as possible joining in our strategic efforts of risk focused prevention.

¥ Use information and resources which will be made available to the public in your own strategic planning. Results of the research and analysis sponsored by Building a Generation will be made available to the community to facilitate strategic planning.

¥ As you work the next generation in coaching, teaching or caring, work pro-actively to foster a good protective environment. Cultivate care and attachment to the community, develop personal relationships which help bond the community together.

¥ Become a sponsor of Building a Generation by participation through financial and human resources. The task is large, we welcome help from everyone!

¥ For more information contact the United Way of the East Valley (793-2837) or Brenda at Redlands Police Department (798-7545).

However you choose to be involved, we appreciate your contribution and encouragement as we seek to build a generation together.

Our Sponsors

We are grateful for the many concerned members of our community that have already supported Building A Generation. We will also welcome others who would like to join in this effort.

Our sponsors include:

¥ The Children s Fund

¥ City of Redlands

¥ Loma Linda University Medical Center

¥ Redlands Area Interfaith Council

¥ Redlands Community Hospital

¥ Kiwanis Club of Redlands

¥ Redlands Unified School District

¥ Trinity Evangelical Free Church

¥ United Way of the East Valley

¥ University of Redlands

In September 1997 the project was formally adopted by the Board of Directors of the United Way of the East Valley as part of its nonprofit structure.

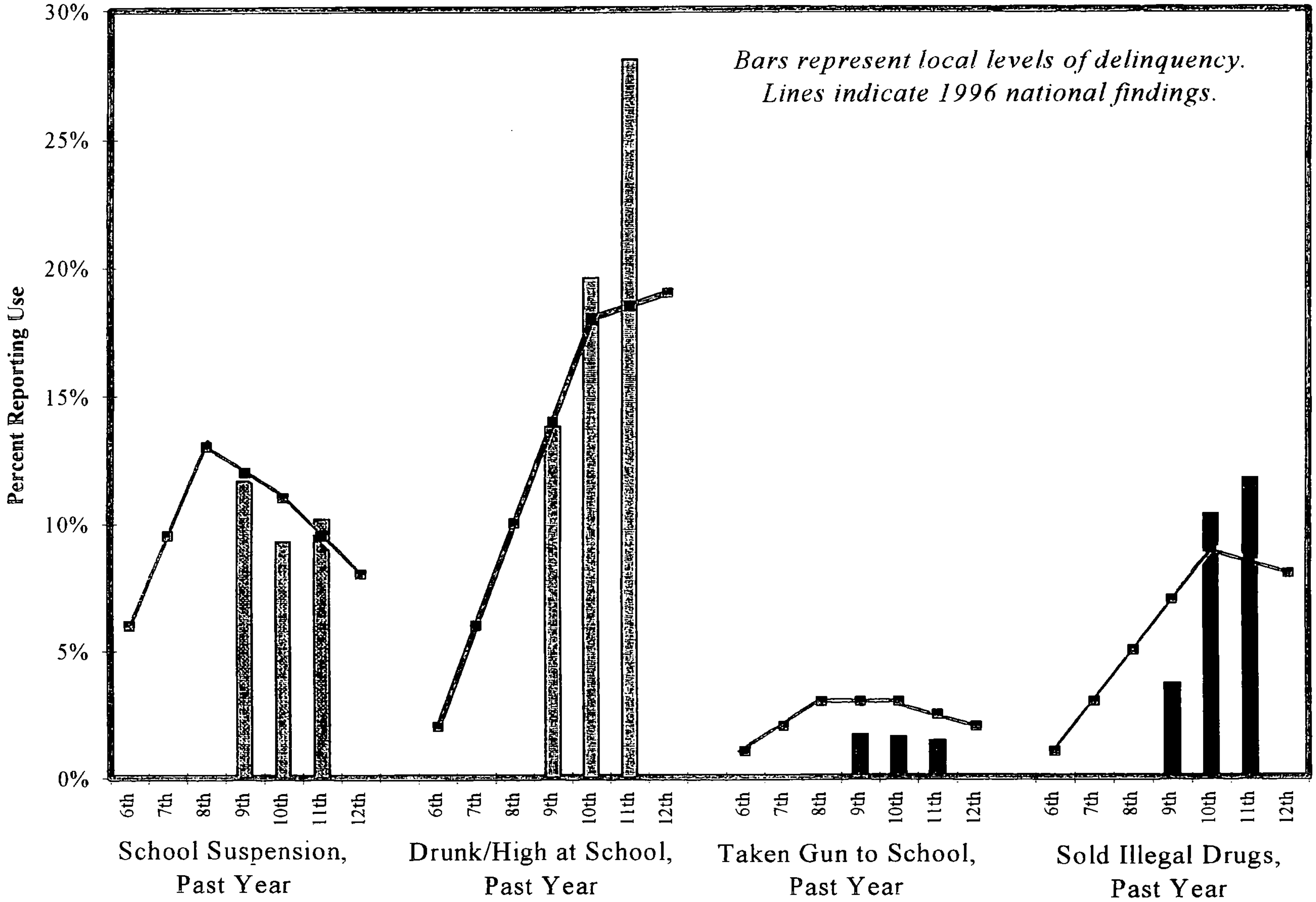
Clinton Presidential Records
Digital Records Marker

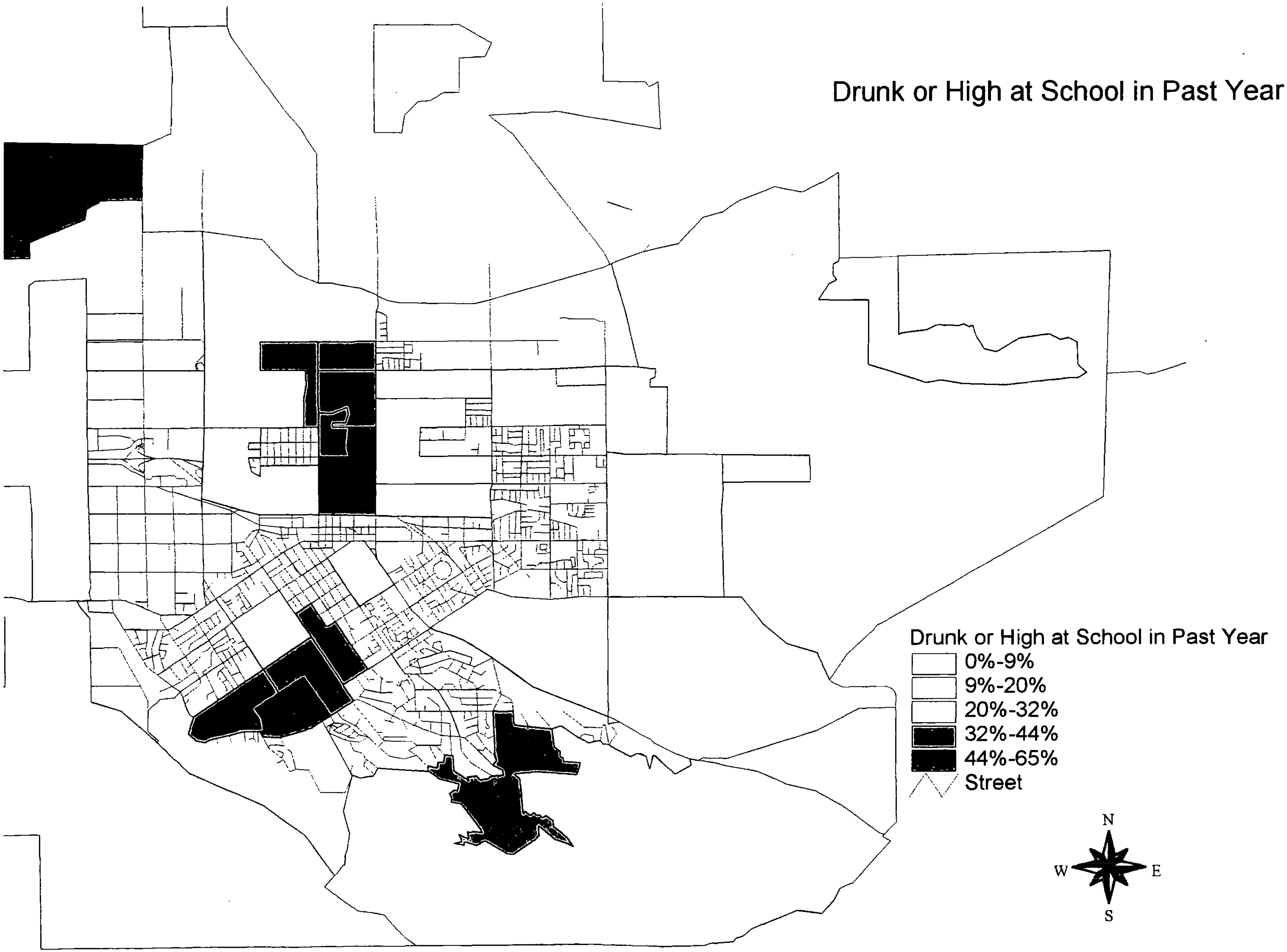
This is not a presidential record. This is used as an administrative marker by the William J. Clinton Presidential Library Staff.

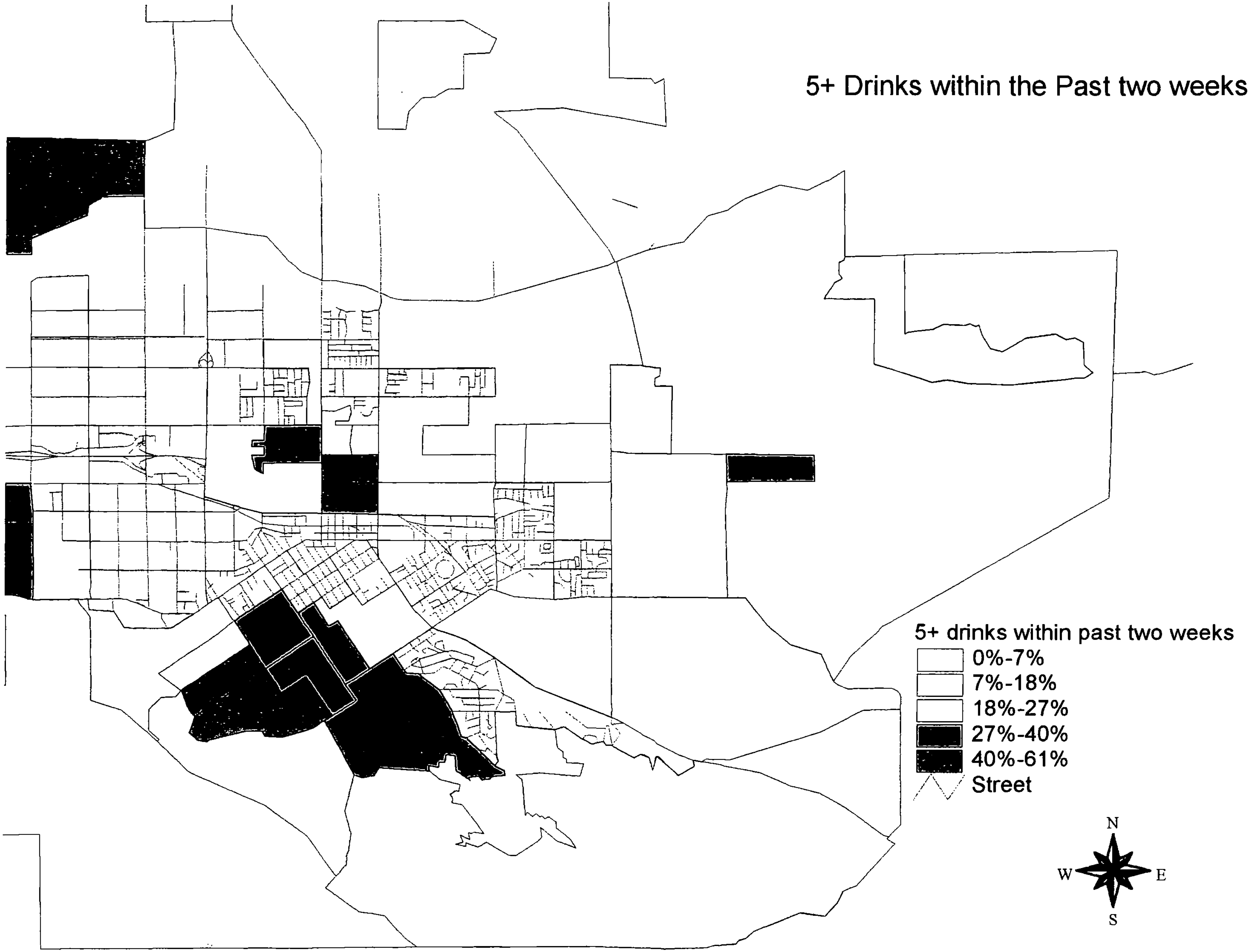
This marker identifies the place of a tabbed divider. Given our digitization capabilities, we are sometimes unable to adequately scan such dividers. The title from the original document is indicated below.

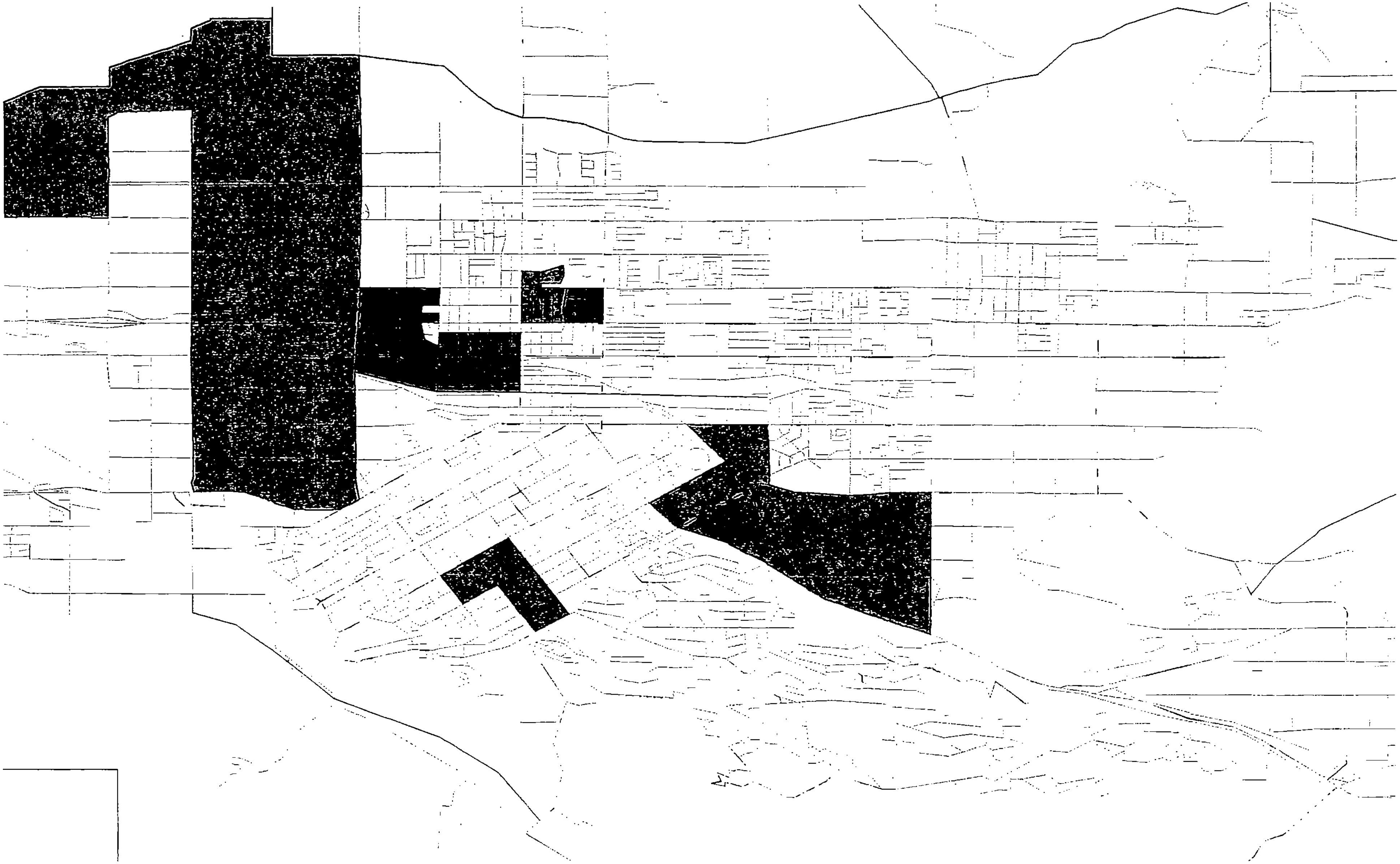
Divider Title: **Student Reported Behaviors**

Figure 4. School Suspension, Drunk or High at School, Taken a Gun to School, or Sold Illegal Drugs

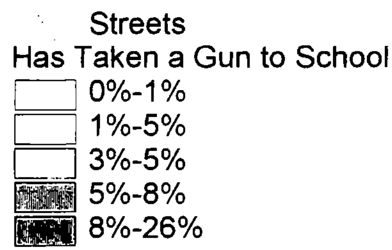



Drunk or High at School in Past Year
Drunk or High at School in Past Year
0%-9%
9%-20%
20%-32%
32%-44%
44%-65%
Street
N
W
E
S


5+ Drinks within the Past two weeks
5+ drinks within past two weeks
0%-7%
7%-18%
18%-27%
27%-40%
40%-61%
Street
N
W
E
S



Has Taken a Gun to School



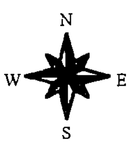
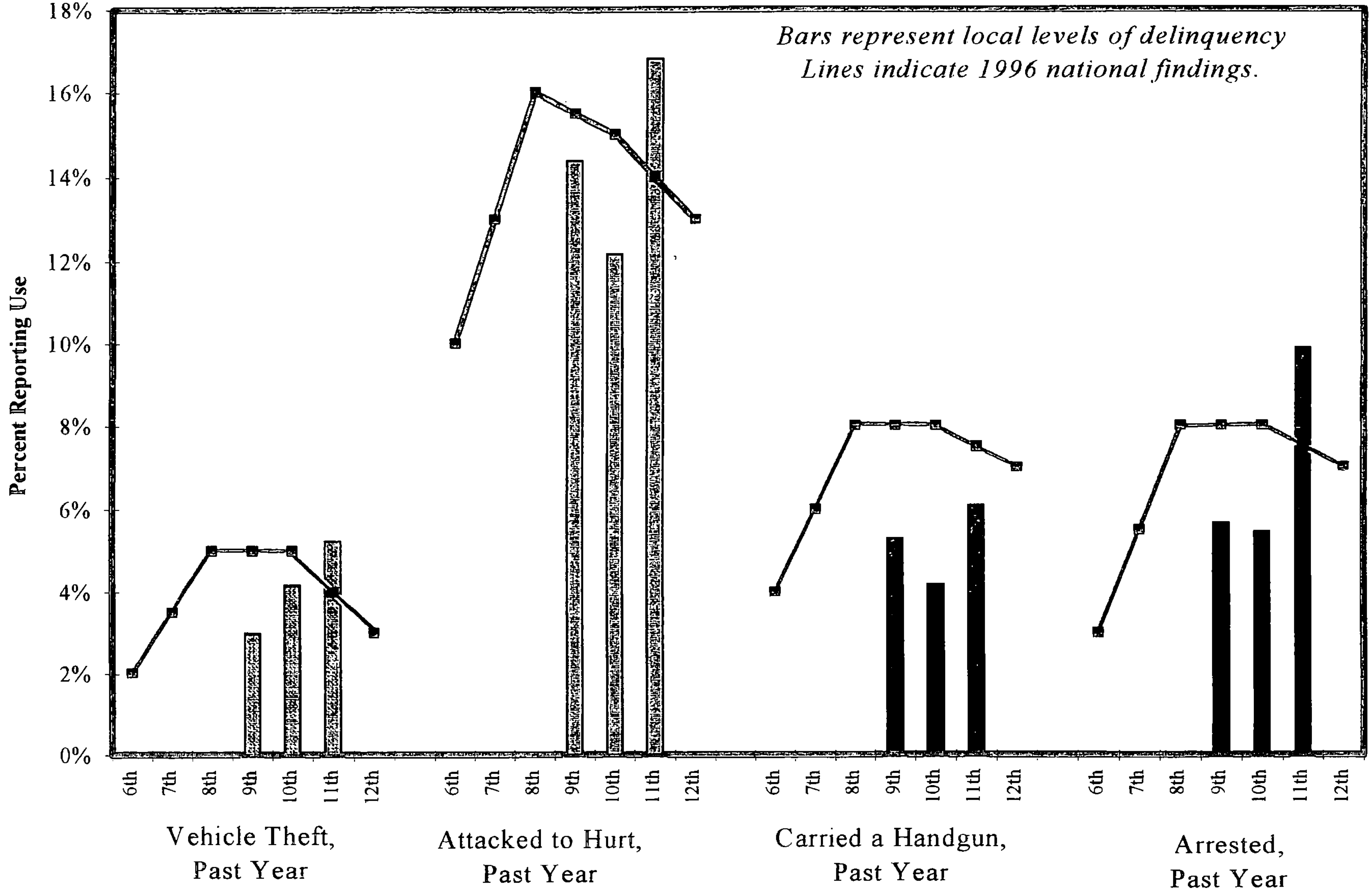
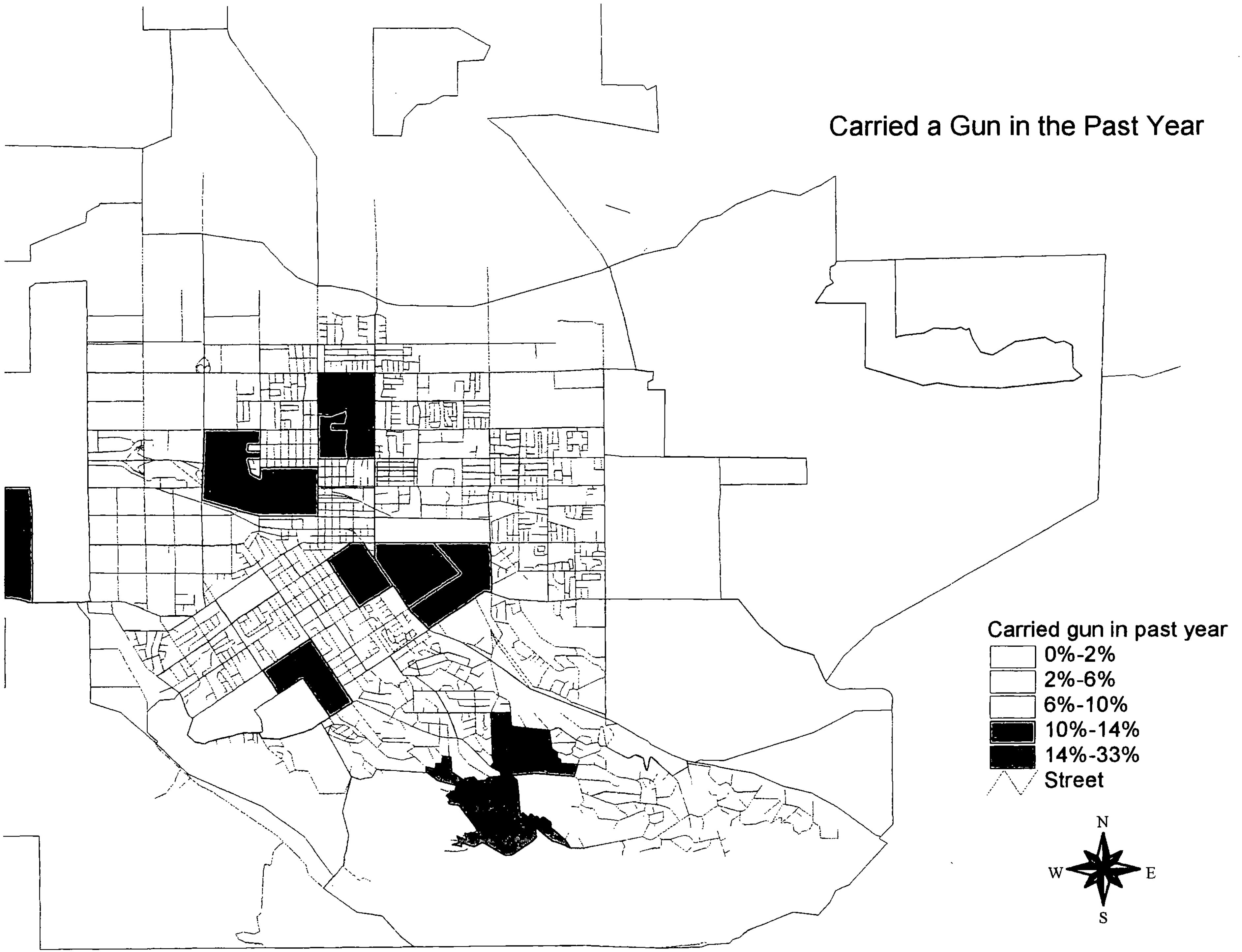
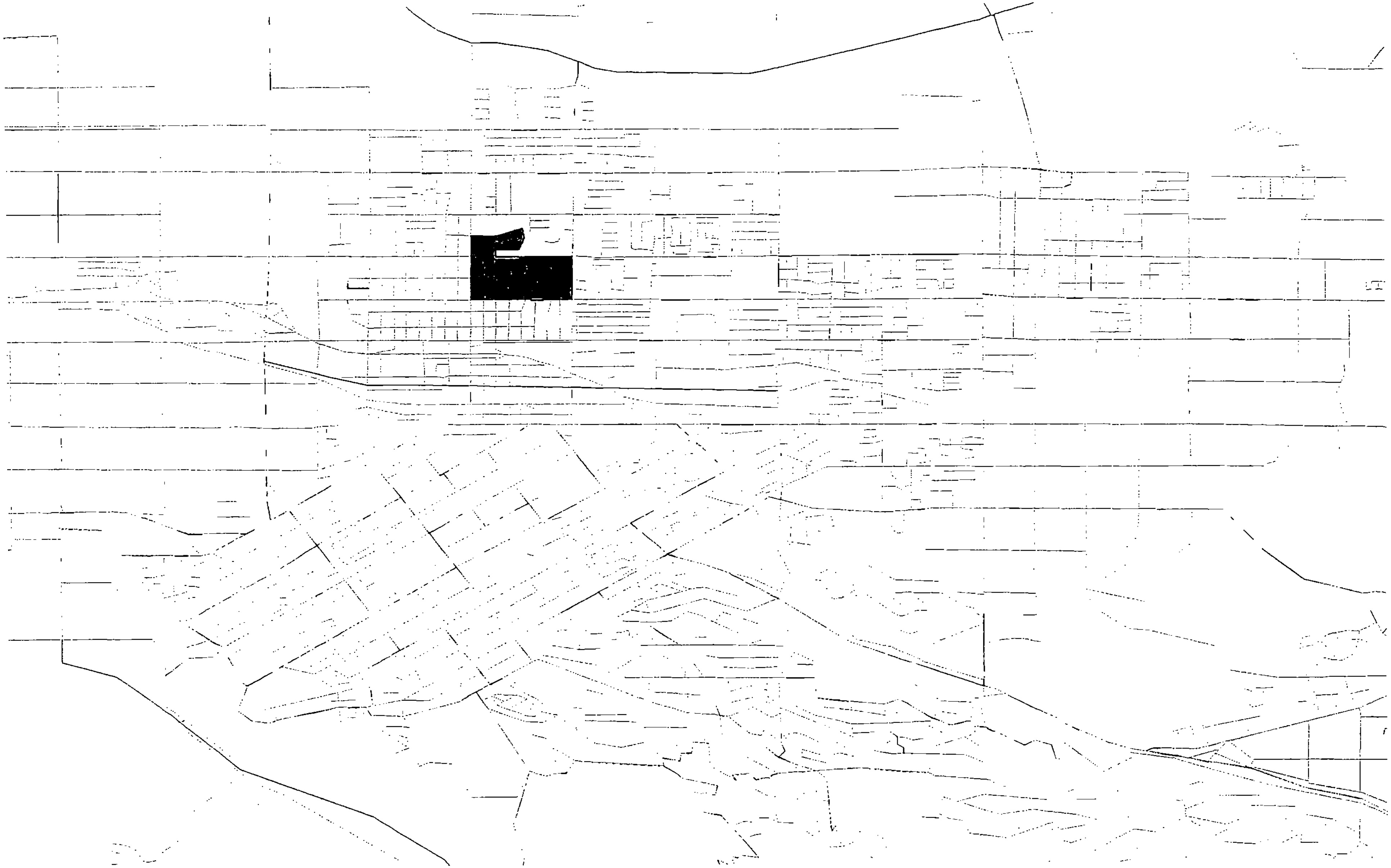


Figure 5. Vehicle Theft, Attacked to Hurt, Carried a Handgun in Neighborhood, and Arrested




Carried a Gun in the Past Year
Carried gun in past year
0%-2%
2%-6%
6%-10%
10%-14%
14%-33%
Street
N
W
E
S



Student Has Attacked to Hurt in Past Year

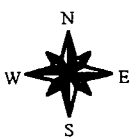
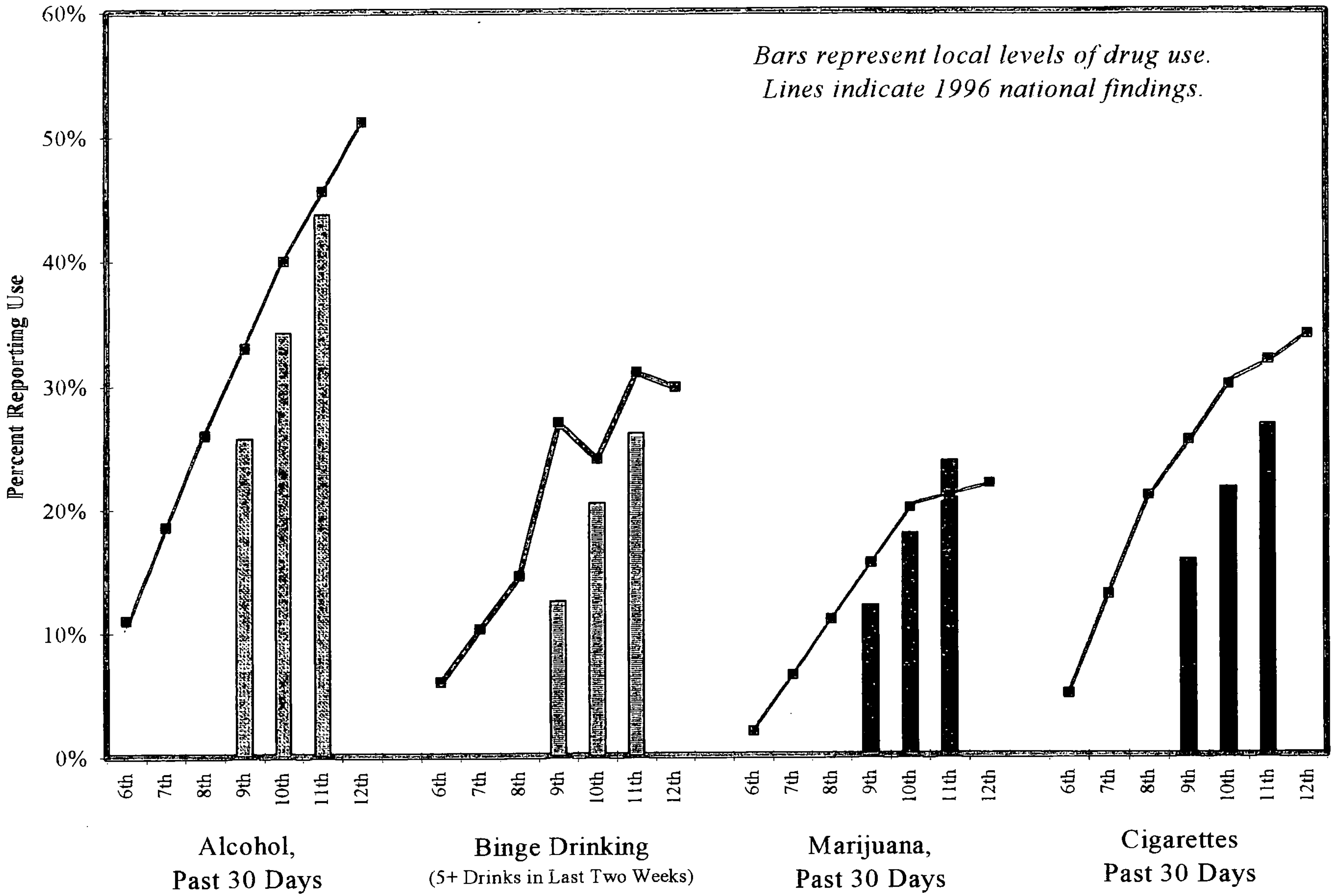
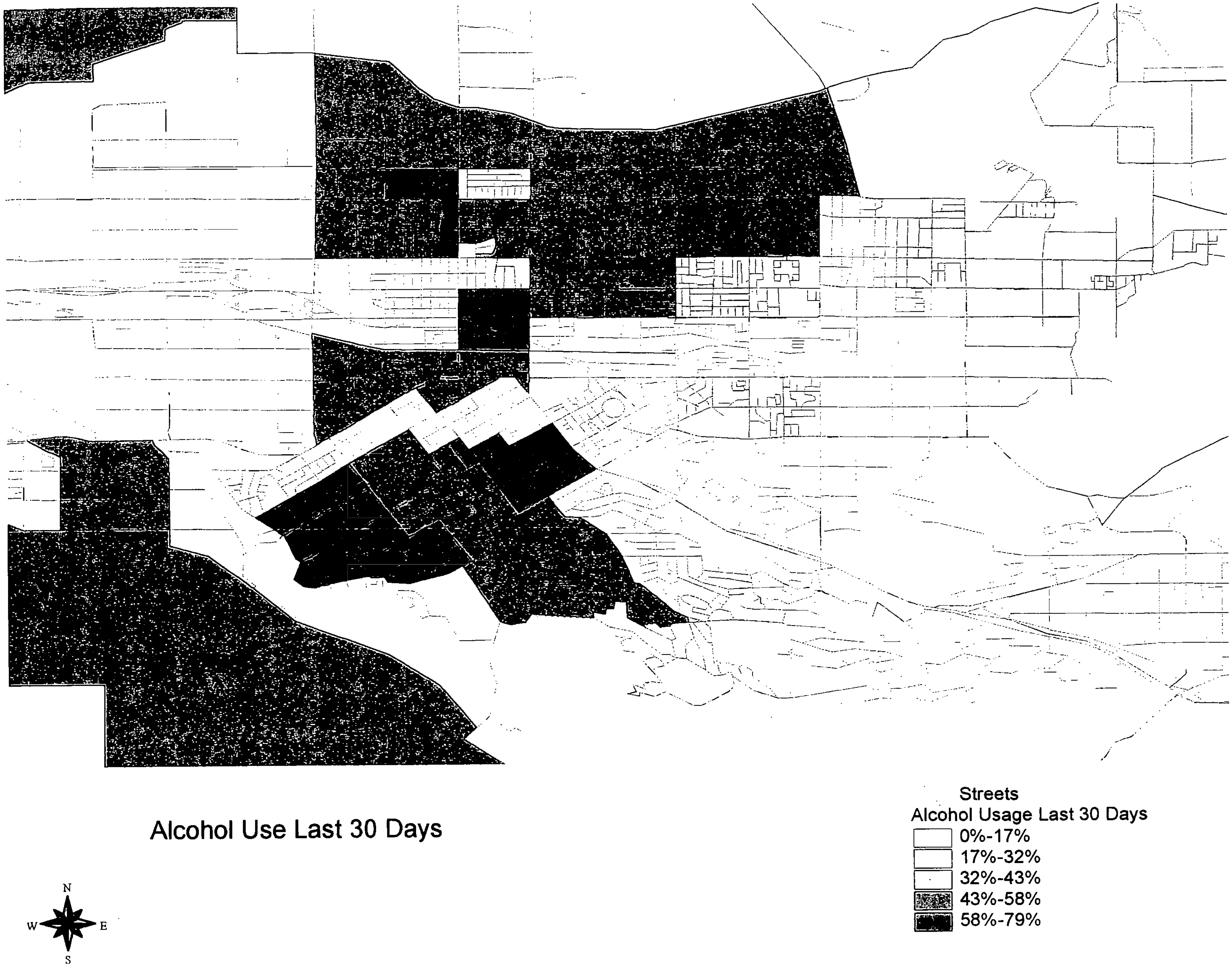


Figure 1. Alcohol, Marijuana, and Cigarette Use





Alcohol Use Last 30 Days

Clinton Presidential Records
Digital Records Marker

This is not a presidential record. This is used as an administrative marker by the William J. Clinton Presidential Library Staff.

This marker identifies the place of a tabbed divider. Given our digitization capabilities, we are sometimes unable to adequately scan such dividers. The title from the original document is indicated below.

Divider Title: **Average Risk & Protection**

Figure 7. Average Level of Aggregated Levels of Risk or Protective Factors

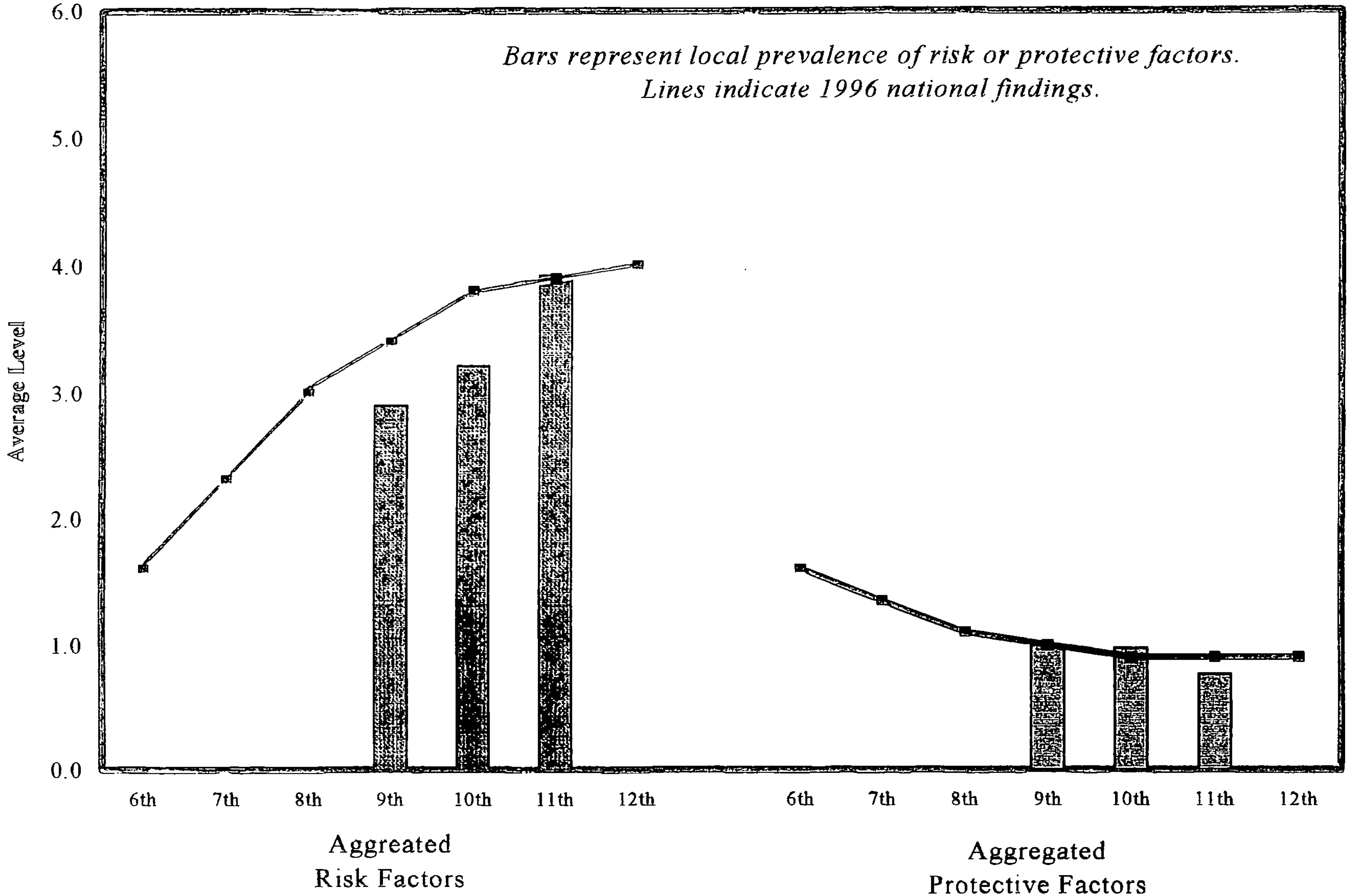


Fig. 9: Average Student Scores on School and Peer-Individual Risk Scales

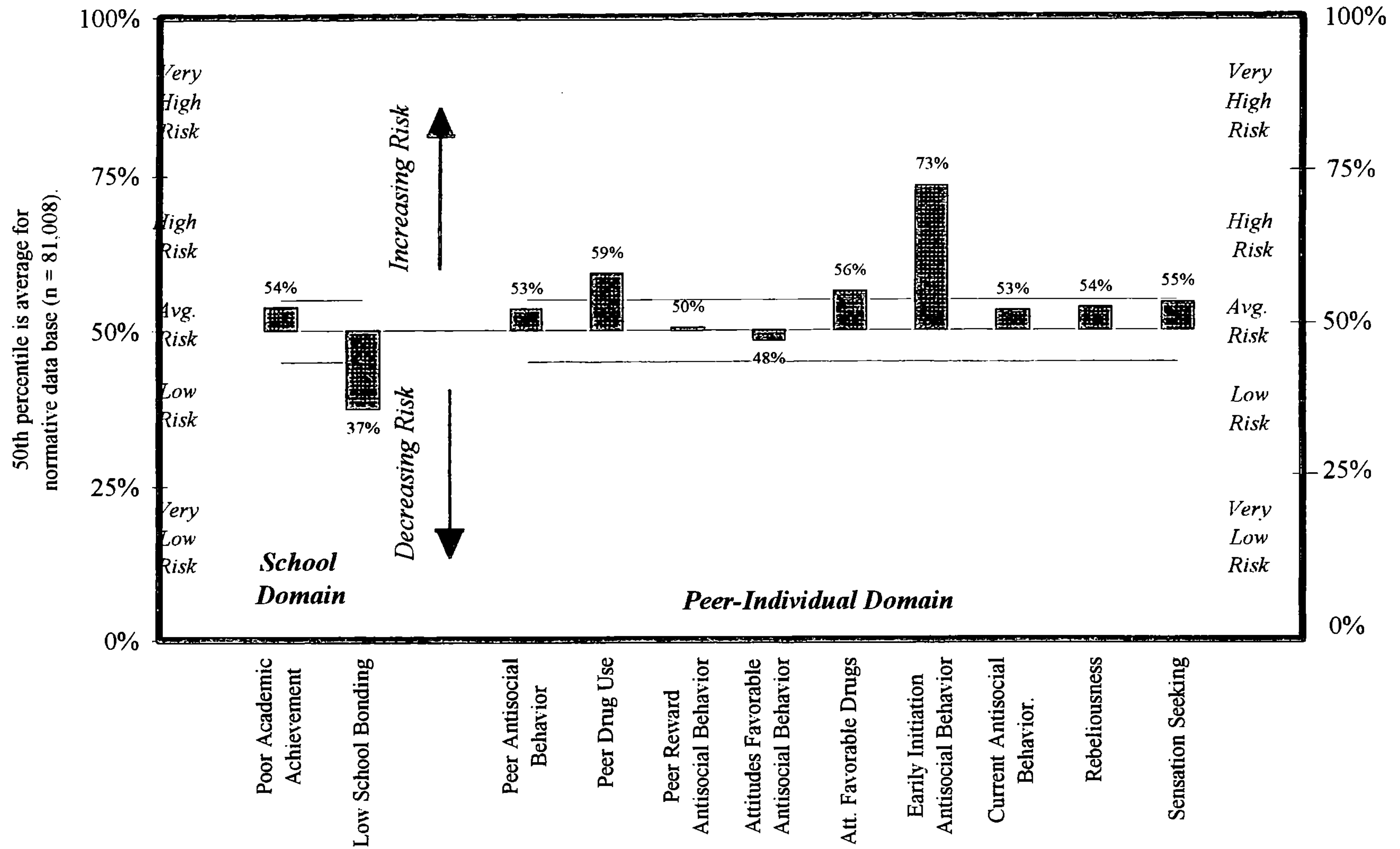
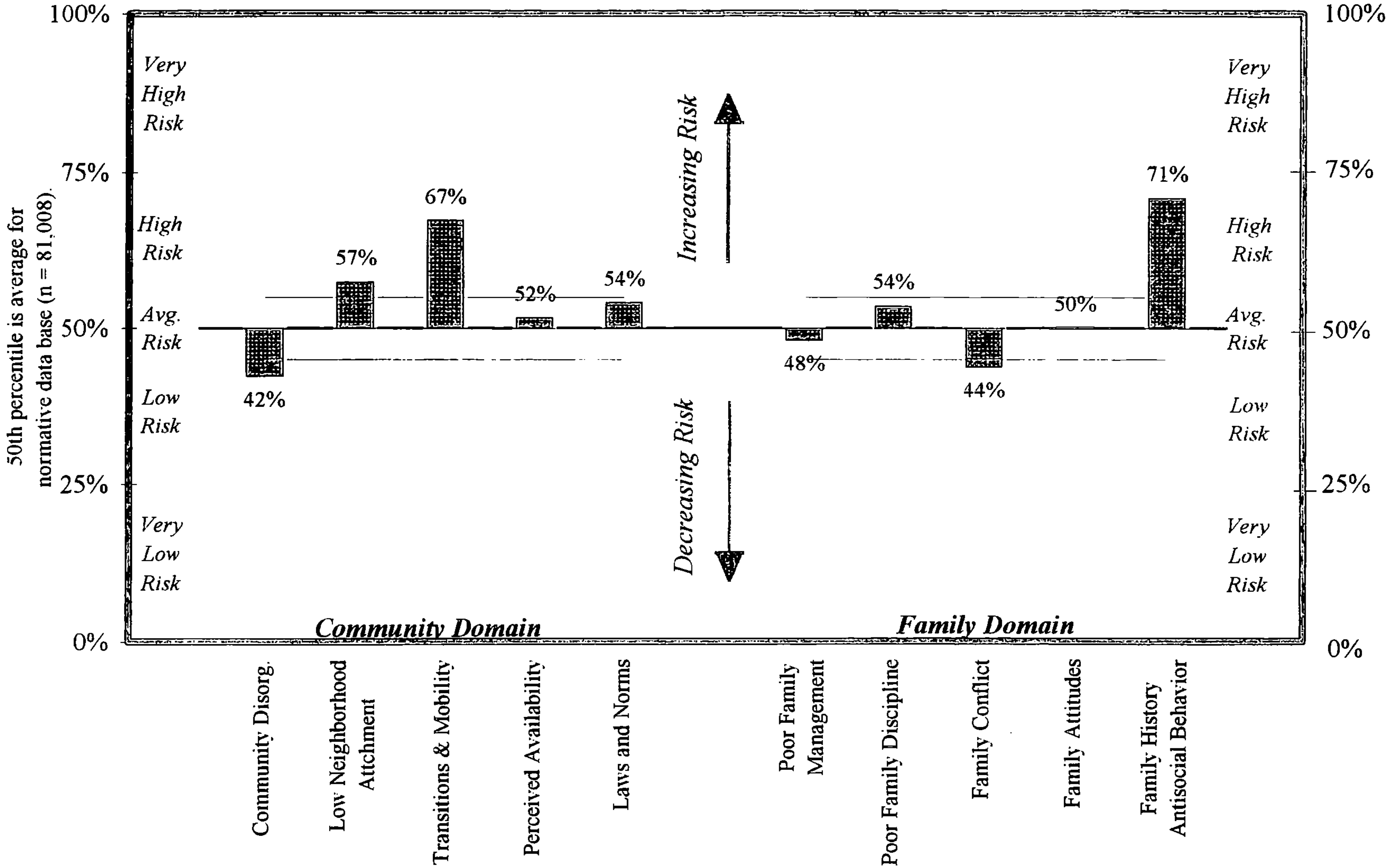
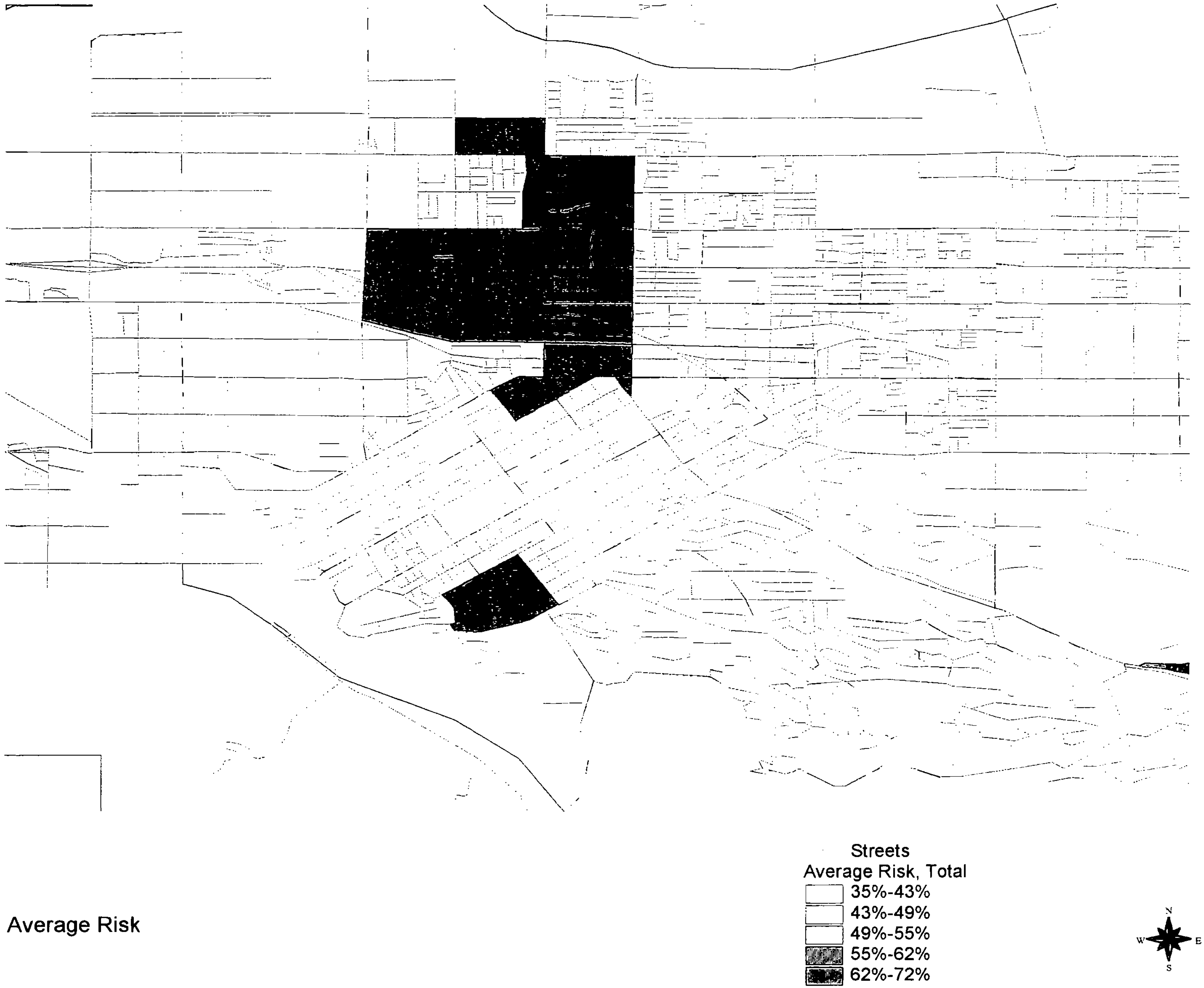


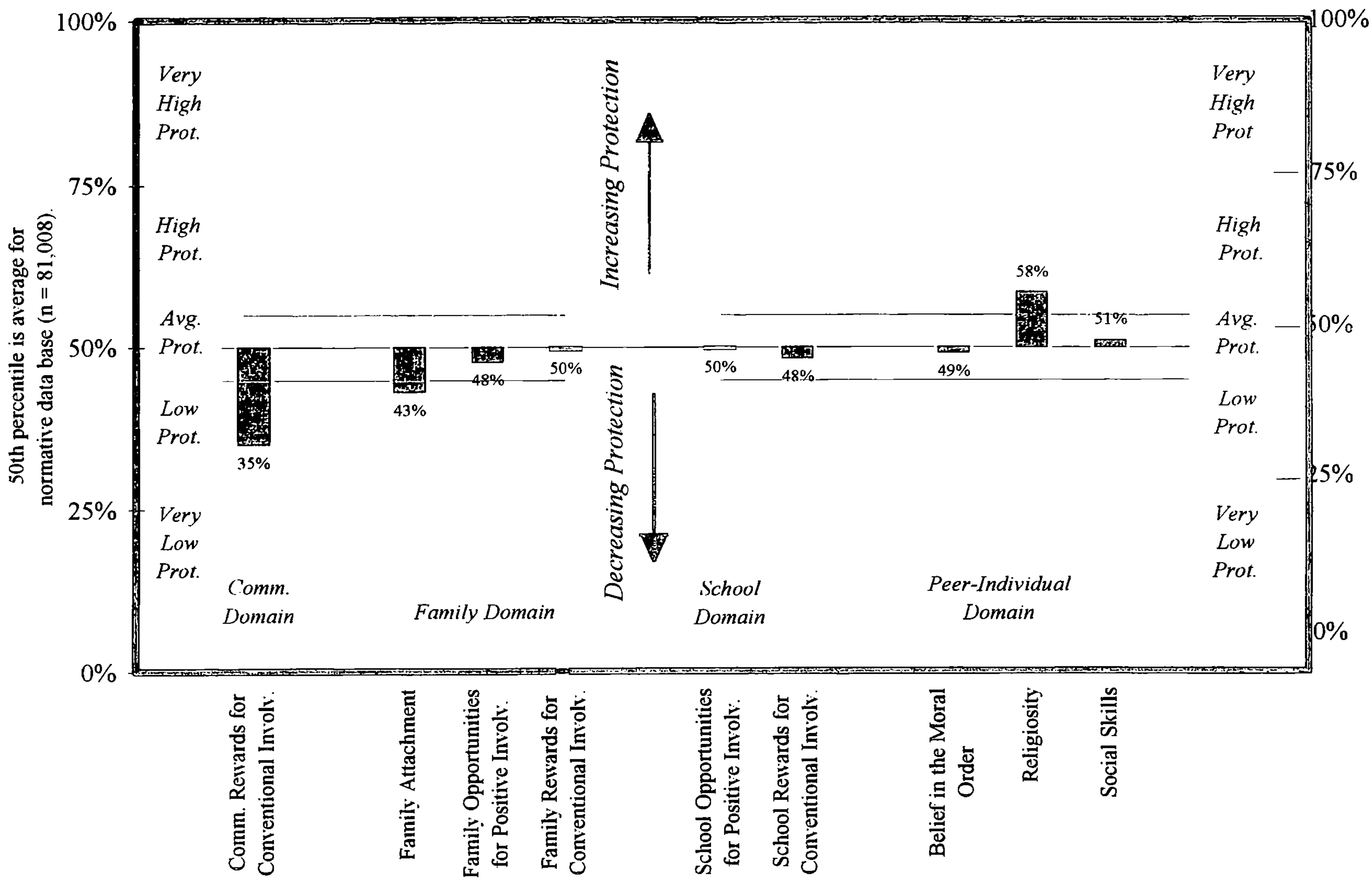
Fig. 8: Average Student Scores on Community and Family Risk Scales

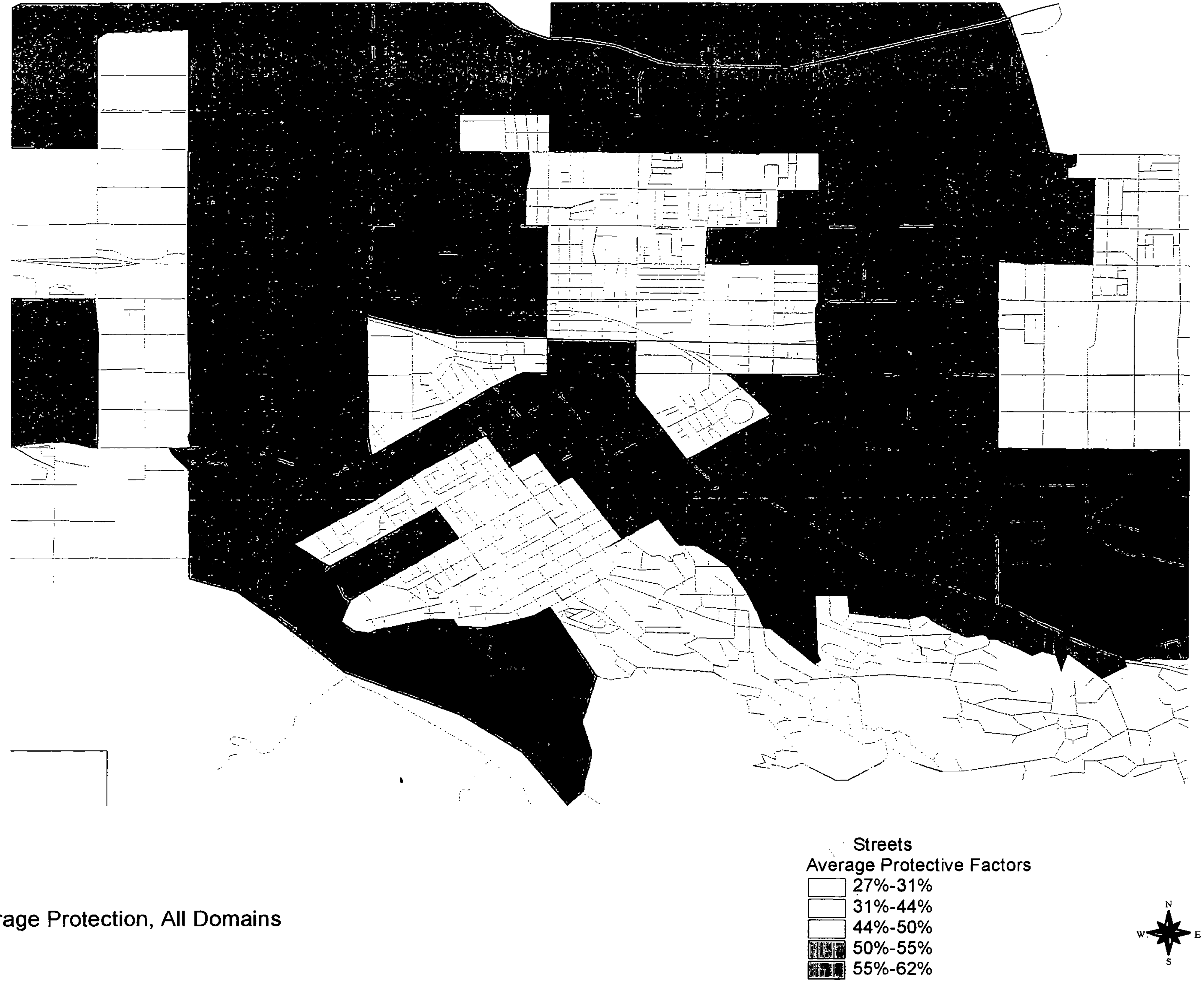




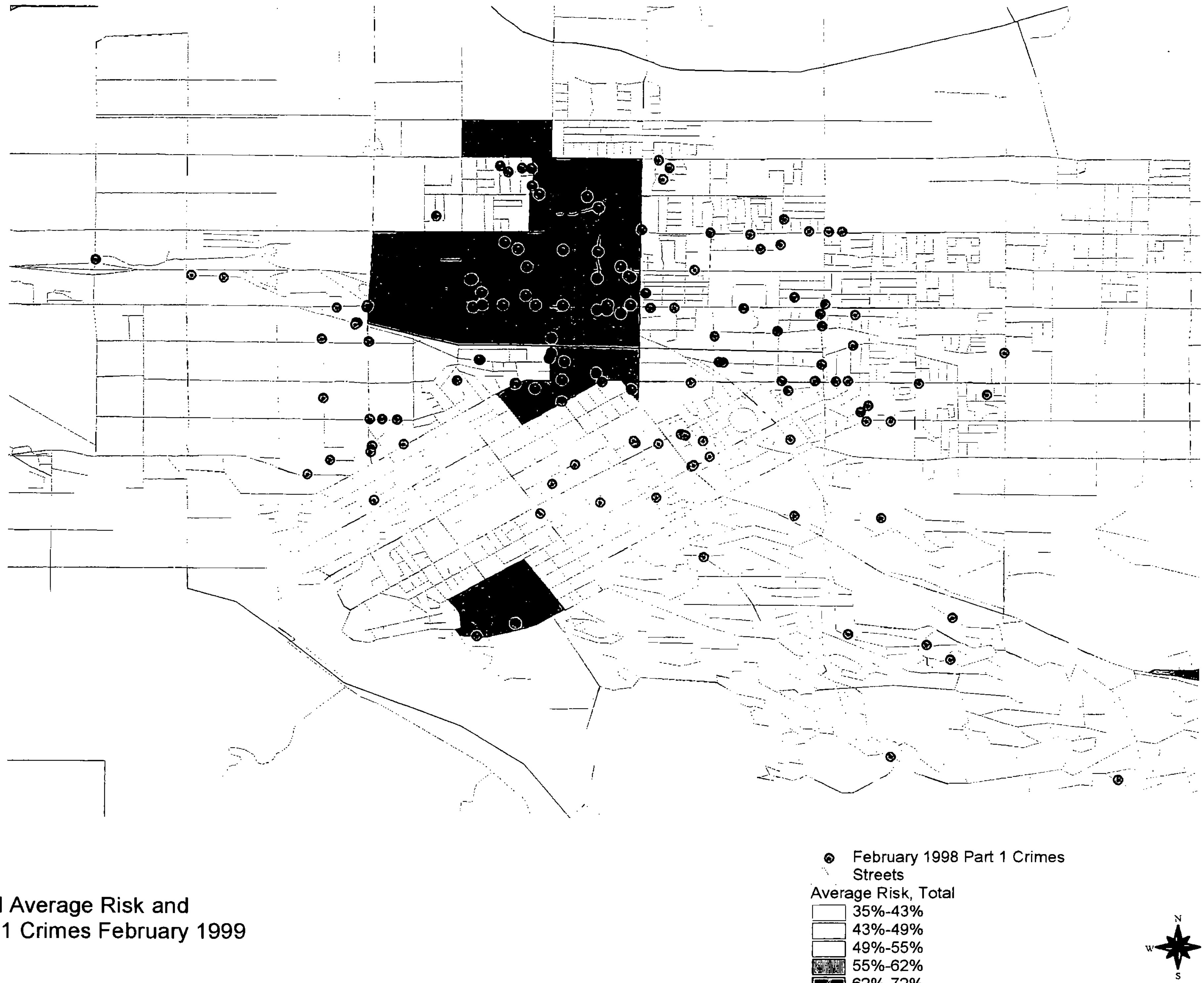
Total Average Risk

Fig. 10: Average Student Scores on All Protective Factor Scales

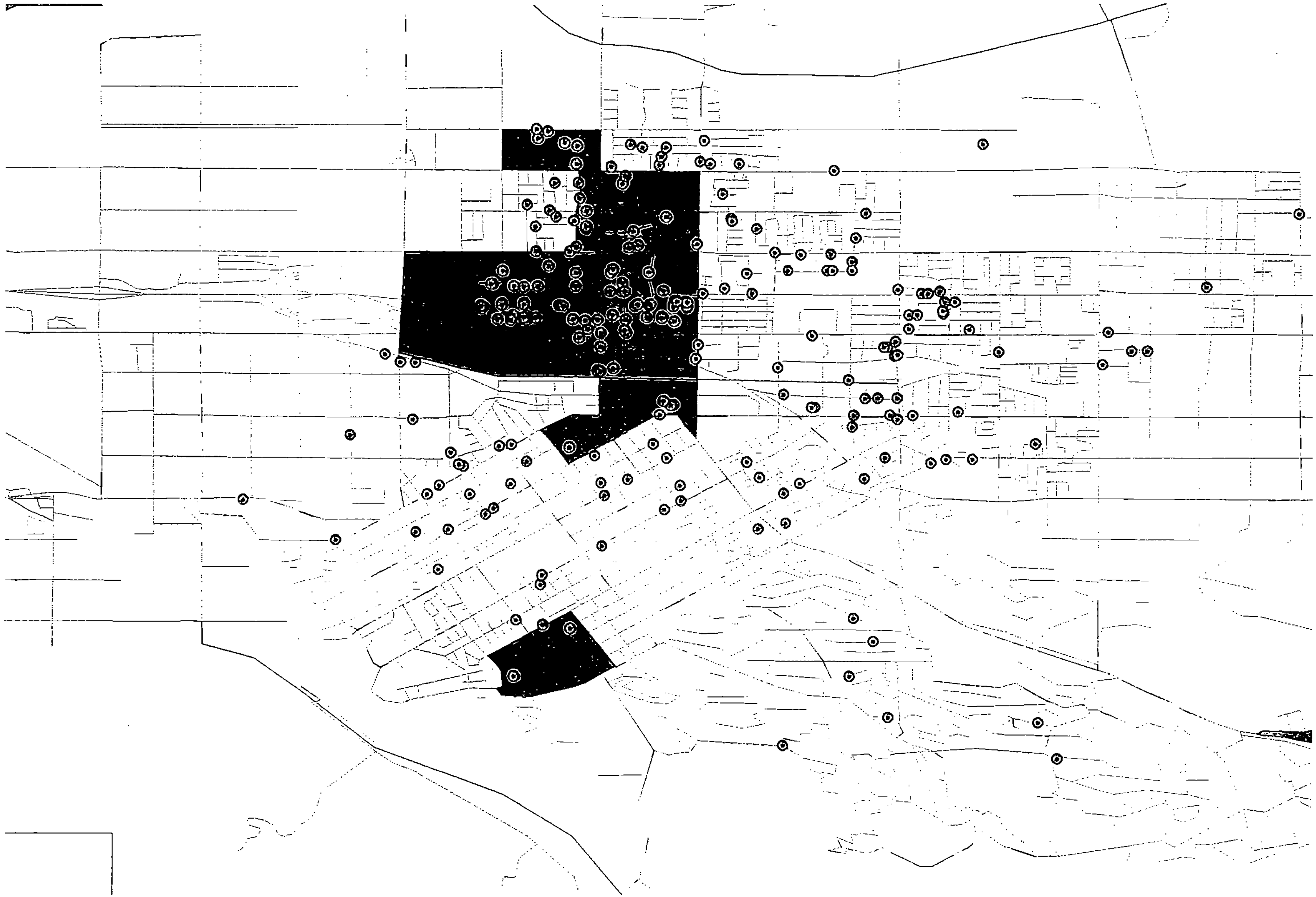




Average Protection, All Domains



Total Average Risk and
Part 1 Crimes February 1999



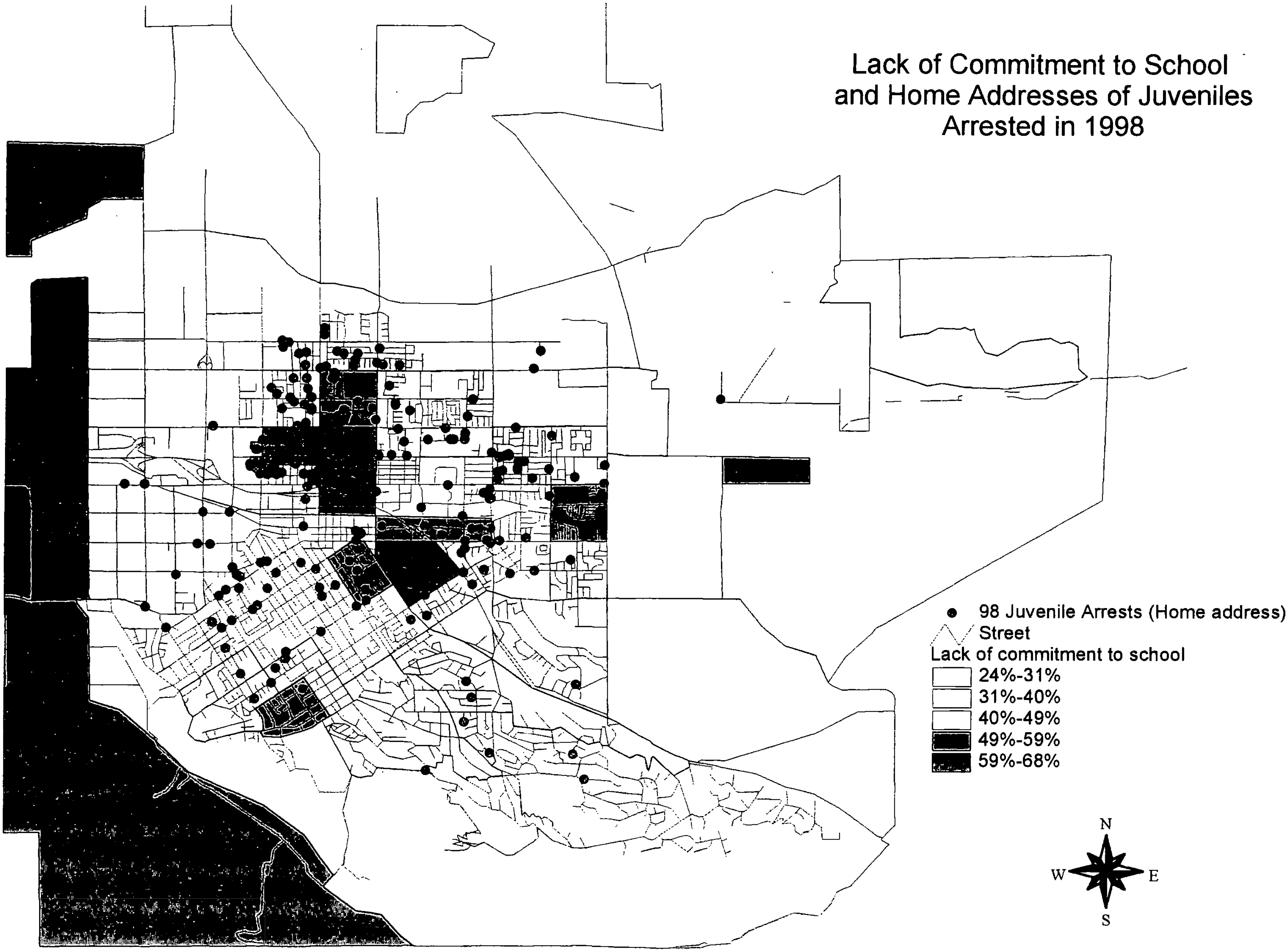
Average Risk, Total
and 1998 Juvenile Arrests

Clinton Presidential Records
Digital Records Marker

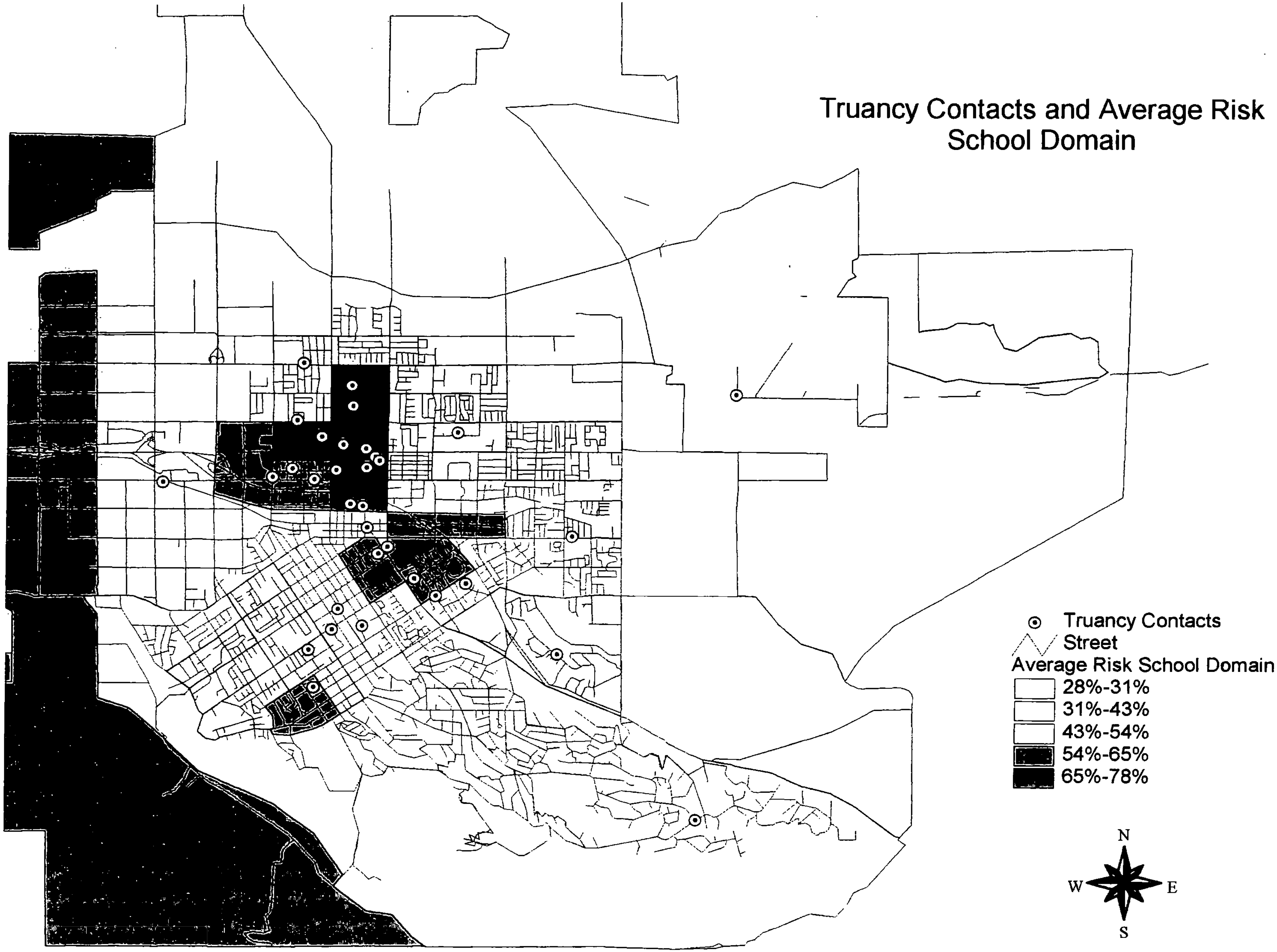
This is not a presidential record. This is used as an administrative marker by the William J. Clinton Presidential Library Staff.

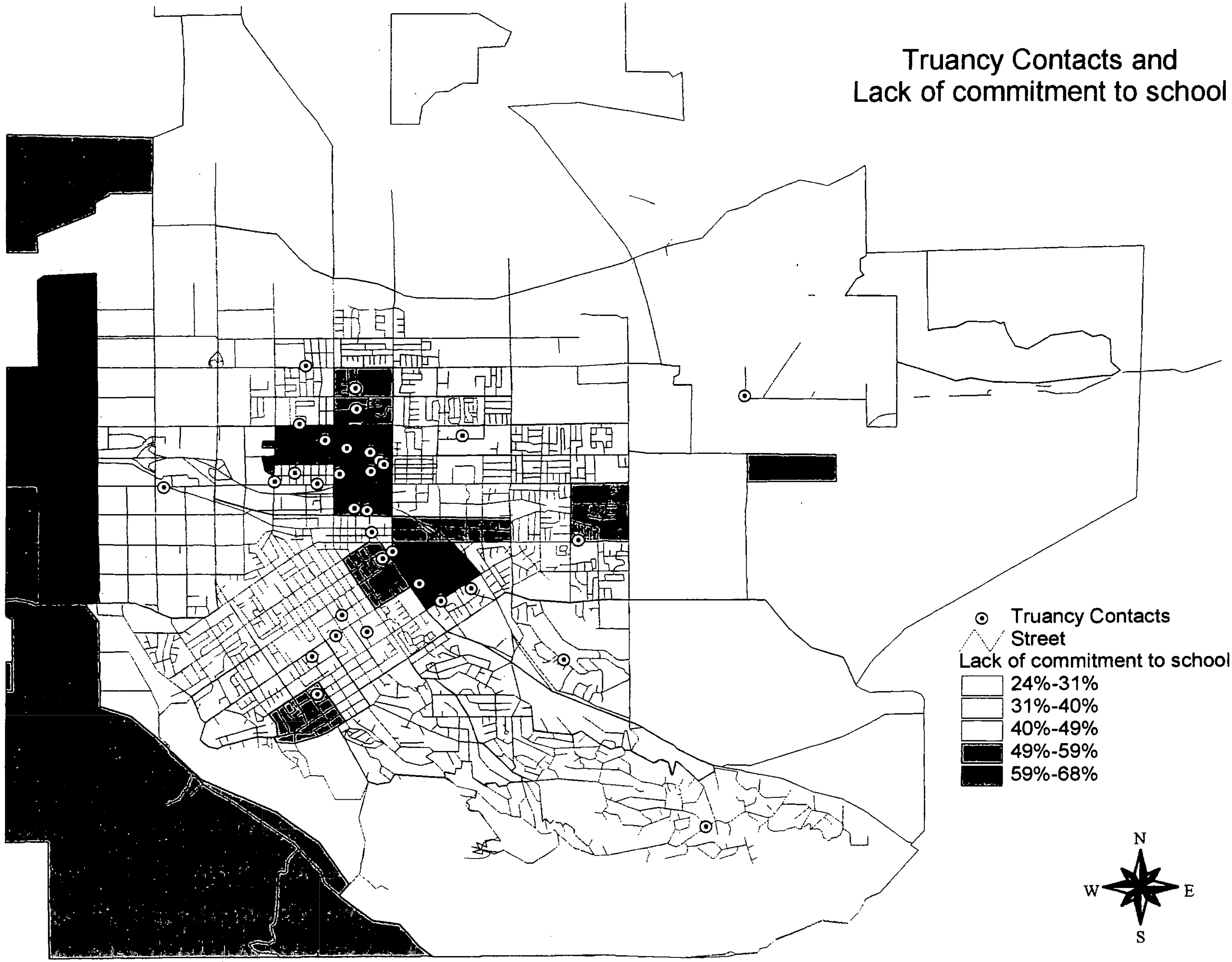
This marker identifies the place of a tabbed divider. Given our digitization capabilities, we are sometimes unable to adequately scan such dividers. The title from the original document is indicated below.

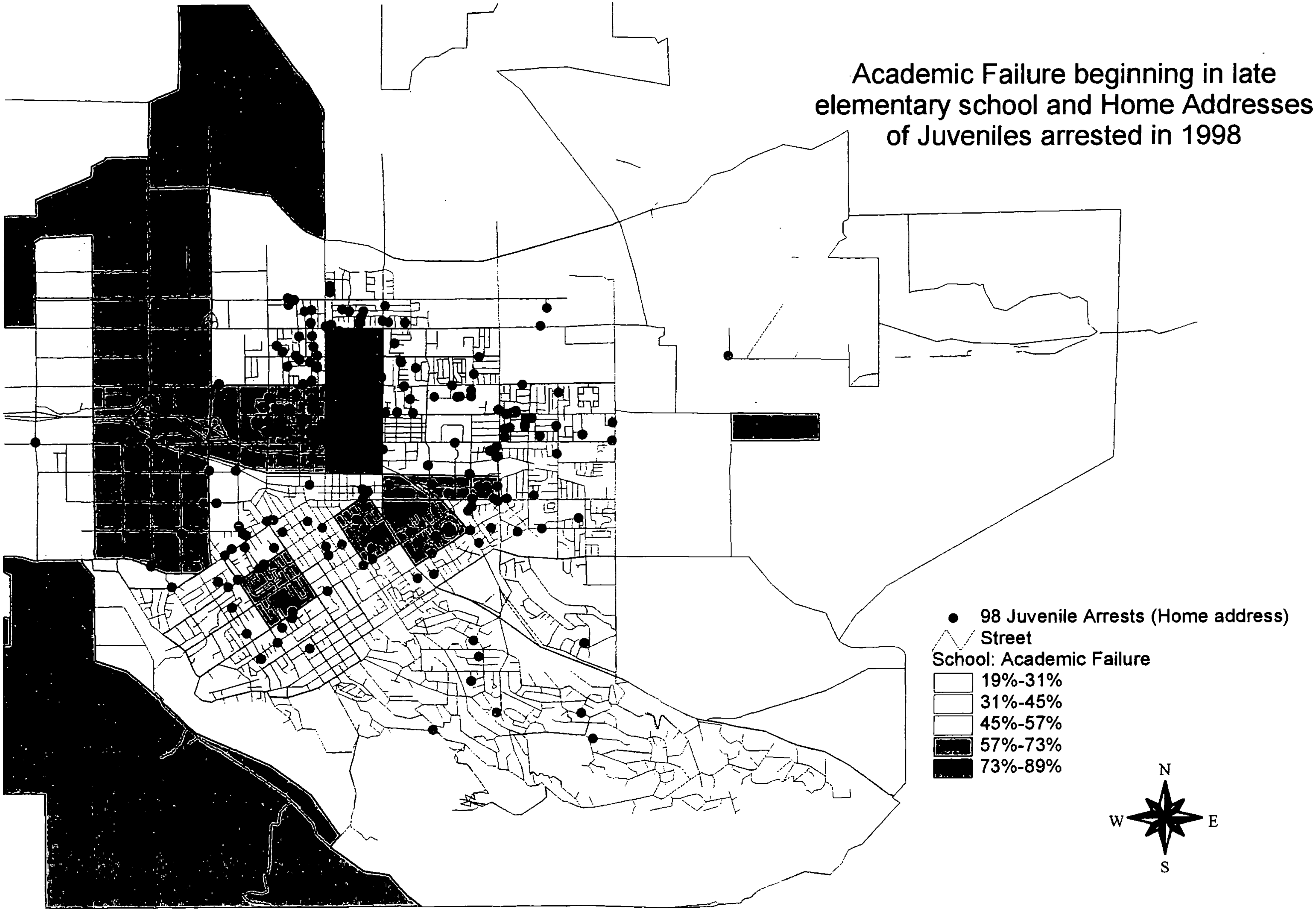
Divider Title: **School Domain**

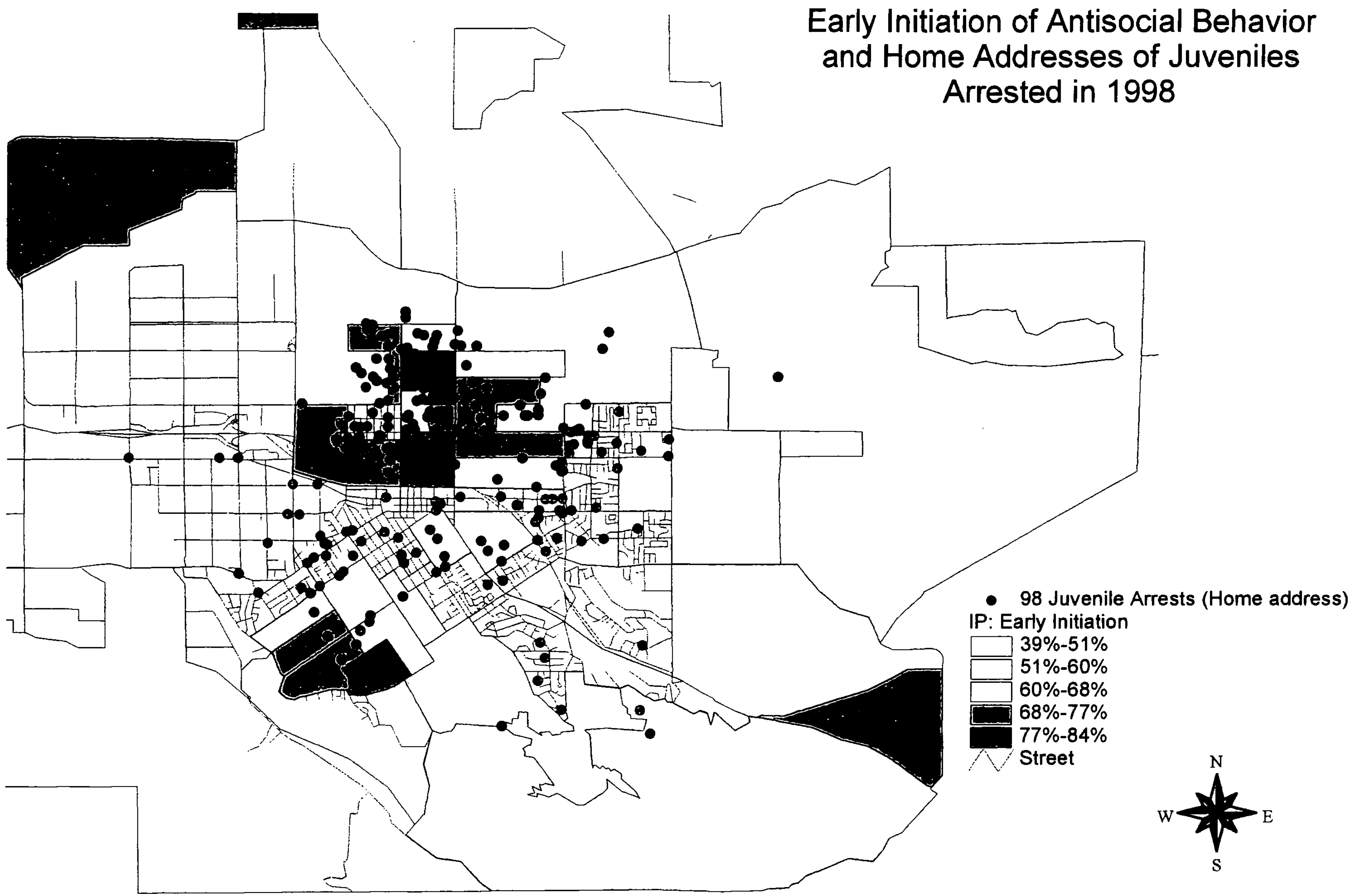


Nuisance Calls for Service = Disturbing the Peace, Vandalism, Other disorderly contact, Drunk, Soliciting, Curfew, Truancy, Disturbance, and Trespassing

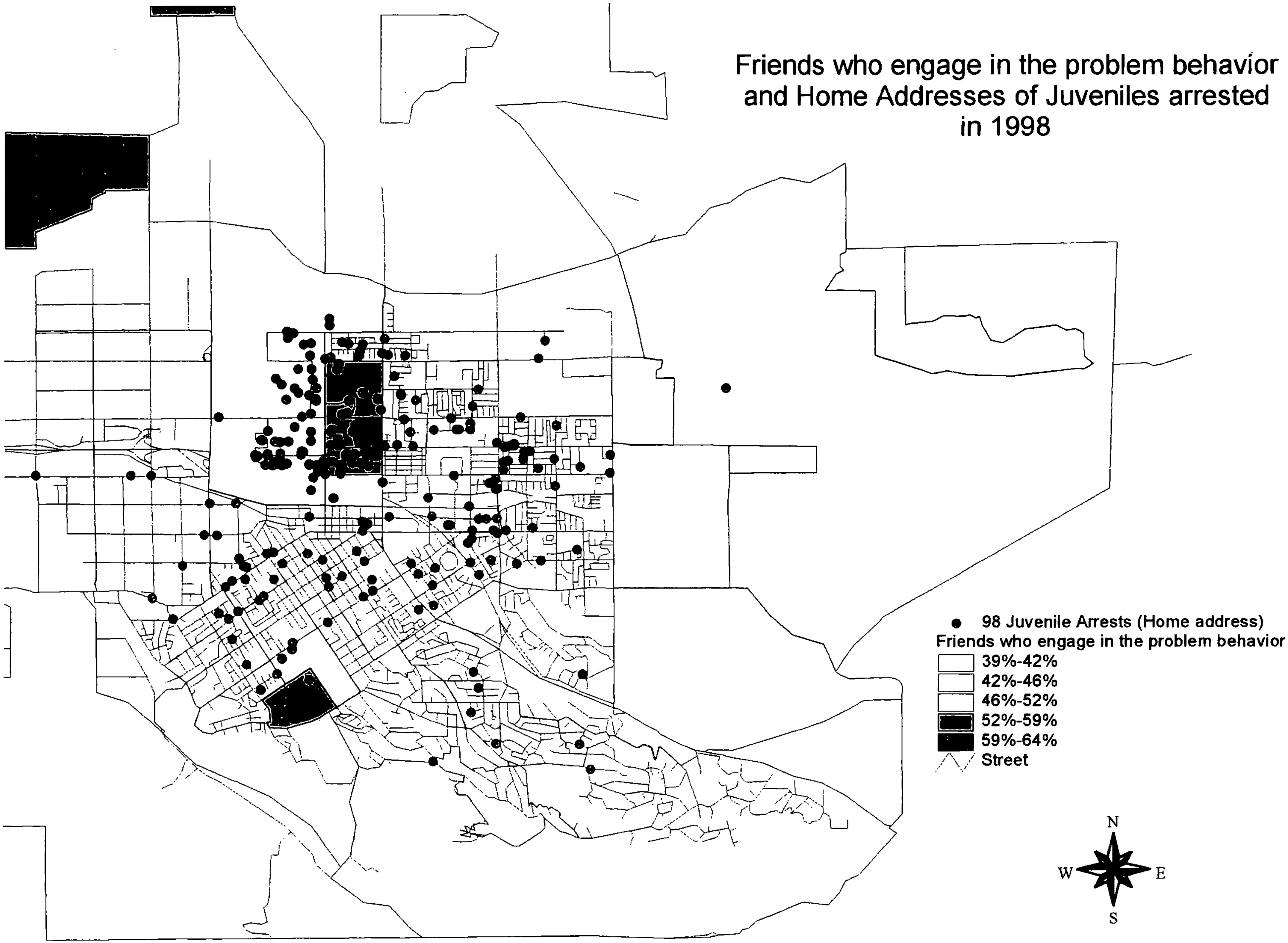

Truancy Contacts and Average Risk
School Domain
Truancy Contacts
Street
Average Risk School Domain
28%-31%
31%-43%
43%-54%
54%-65%
65%-78%
N
W
E
S


Truancy Contacts and
Lack of commitment to school
Truancy Contacts
Street
Lack of commitment to school
24%-31%
31%-40%
40%-49%
49%-59%
59%-68%
N
W
E
S


Academic Failure beginning in late elementary school and Home Addresses of Juveniles arrested in 1998
98 Juvenile Arrests (Home address)
Street
School: Academic Failure
19%-31%
31%-45%
45%-57%
57%-73%
73%-89%
N
W
E
S

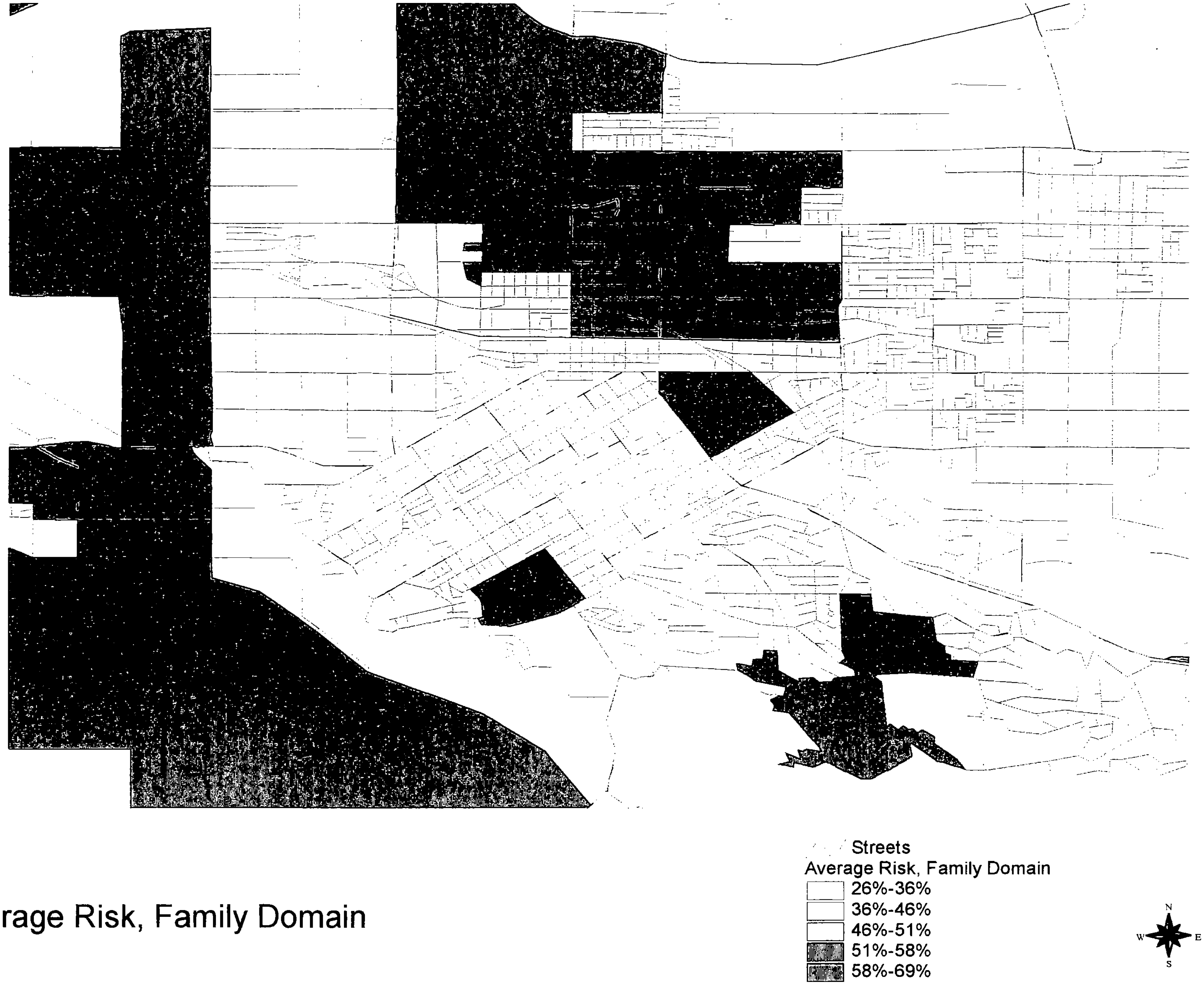


Early Initiation of Antisocial Behavior
and Home Addresses of Juveniles
Arrested in 1998
98 Juvenile Arrests (Home address)
IP: Early Initiation
39%-51%
51%-60%
60%-68%
68%-77%
77%-84%
Street
N
W
E
S

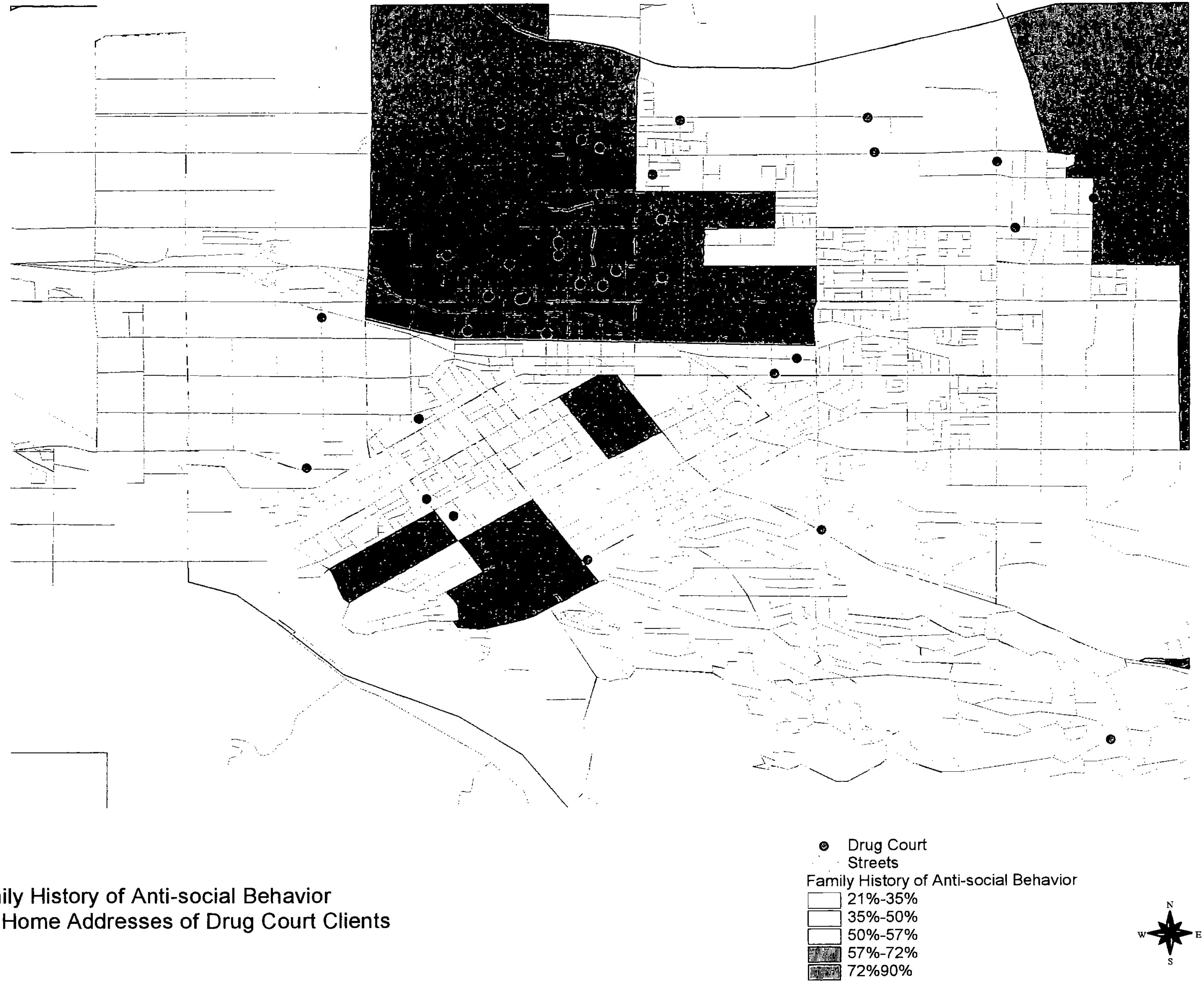

Friends who engage in the problem behavior and Home Addresses of Juveniles arrested in 1998
98 Juvenile Arrests (Home address)
Friends who engage in the problem behavior
39%-42%
42%-46%
46%-52%
52%-59%
59%-64%
Street
N
W
E
S

Clinton Presidential Records
Digital Records Marker

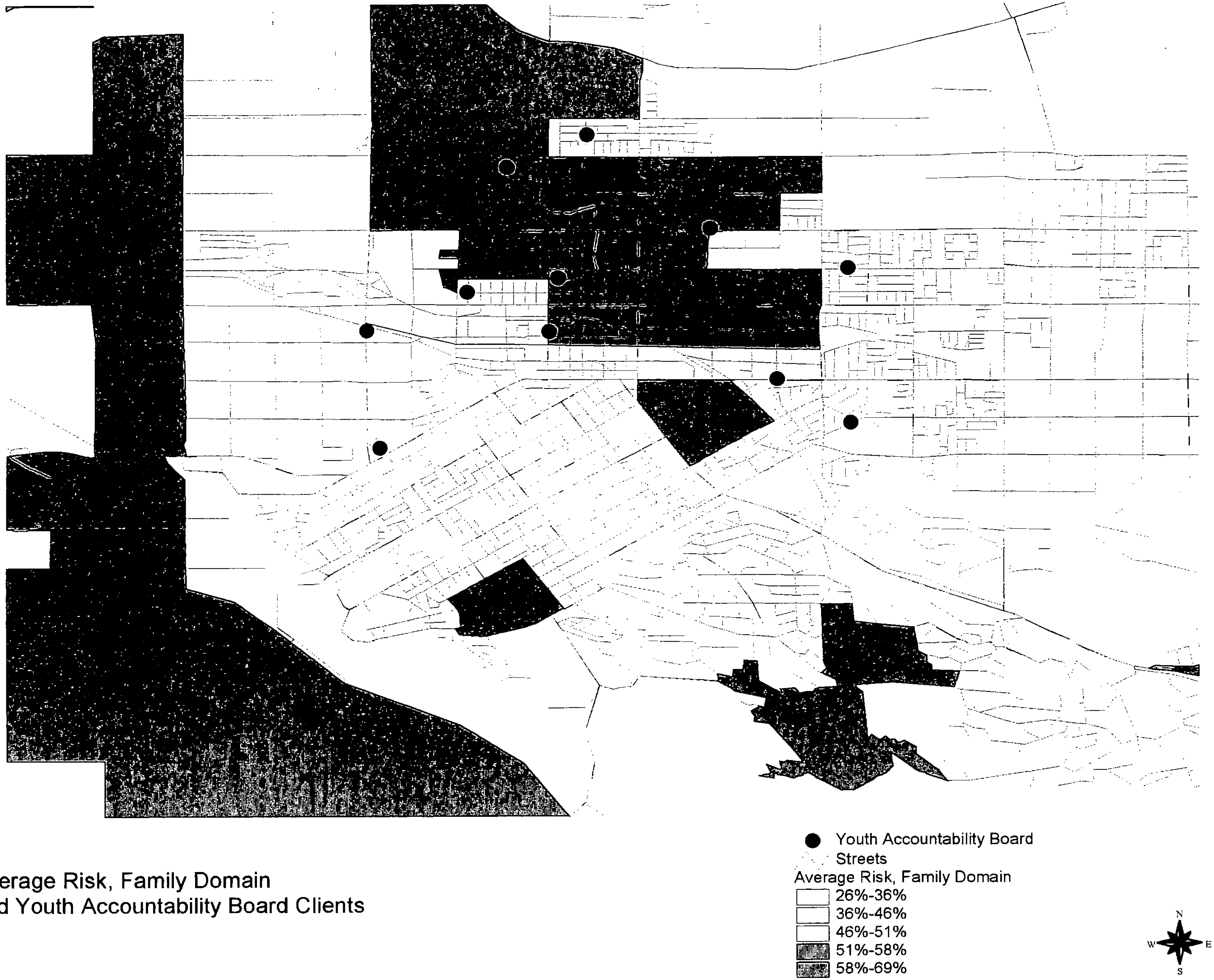
Divider Title: **Family Domain**



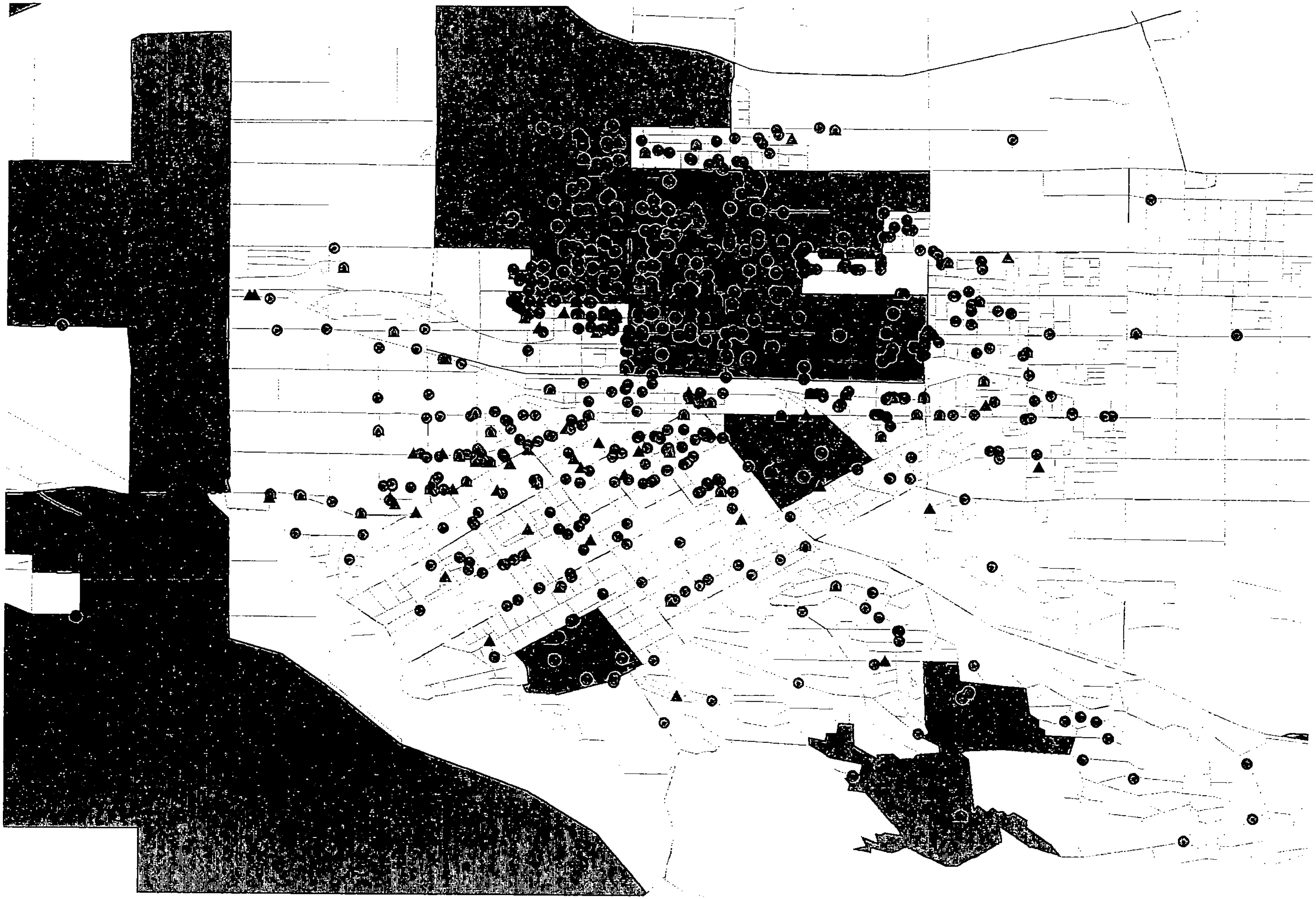
Average Risk, Family Domain



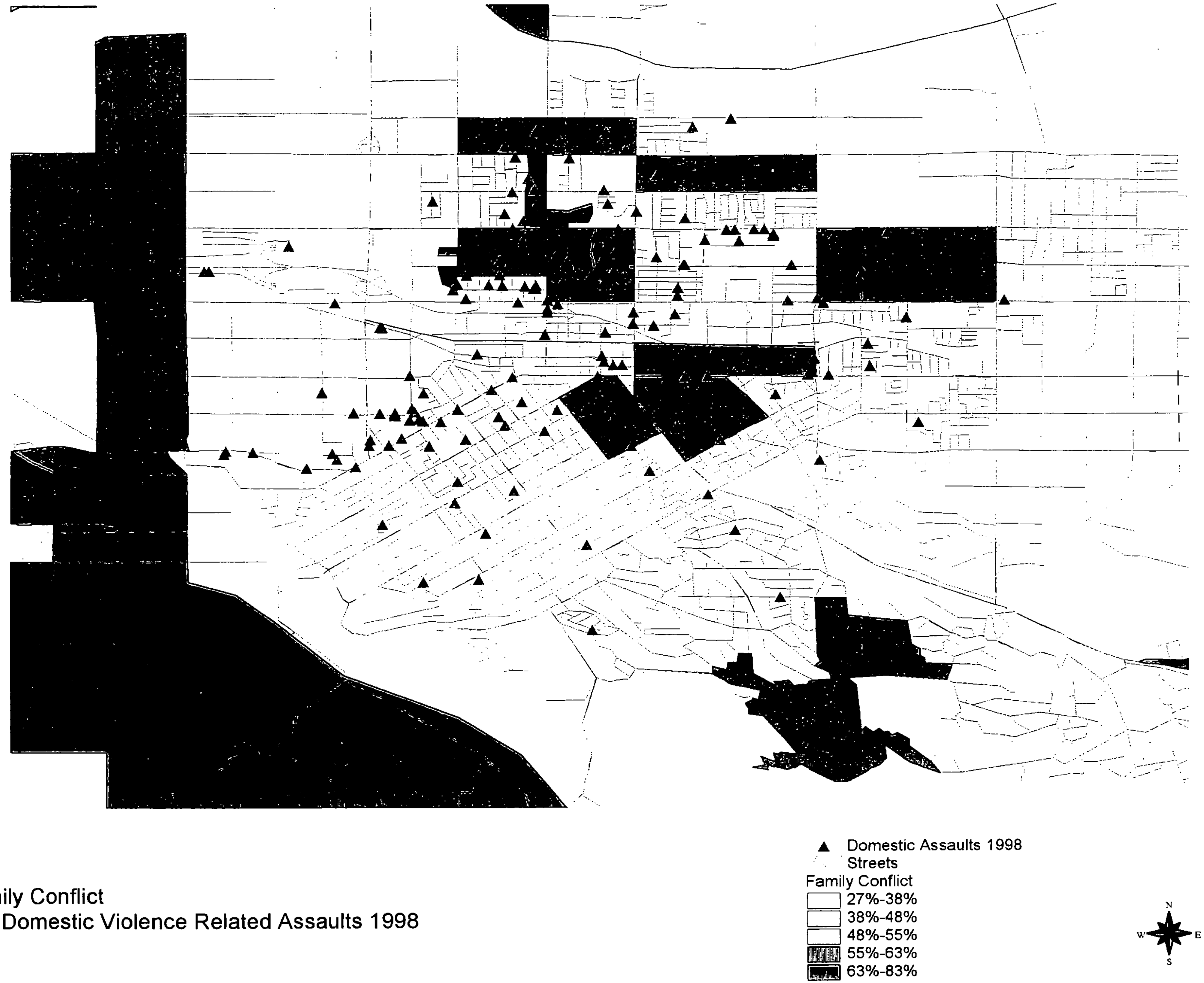
Family History of Anti-social Behavior
and Home Addresses of Drug Court Clients



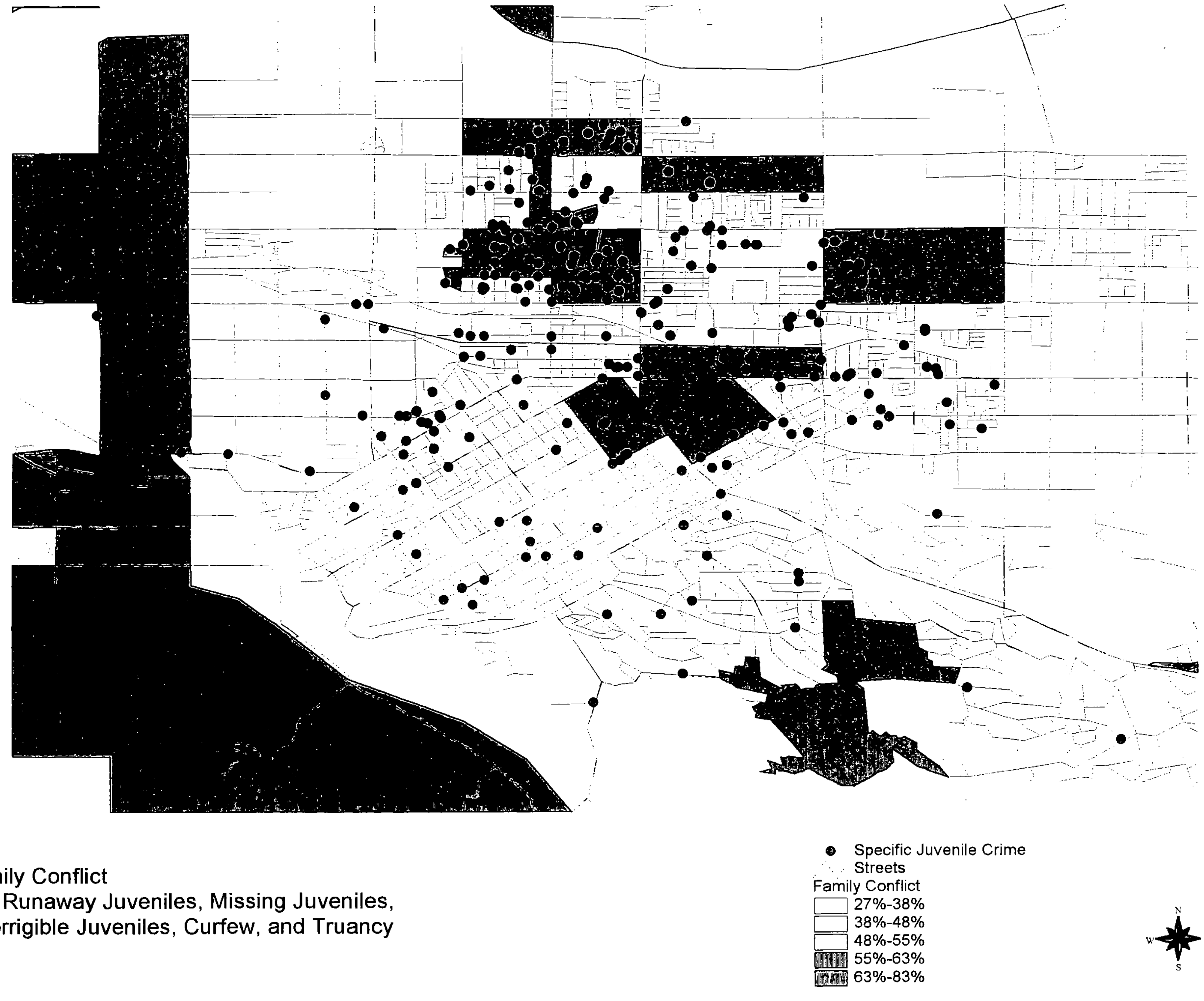
Average Risk, Family Domain
and Youth Accountability Board Clients



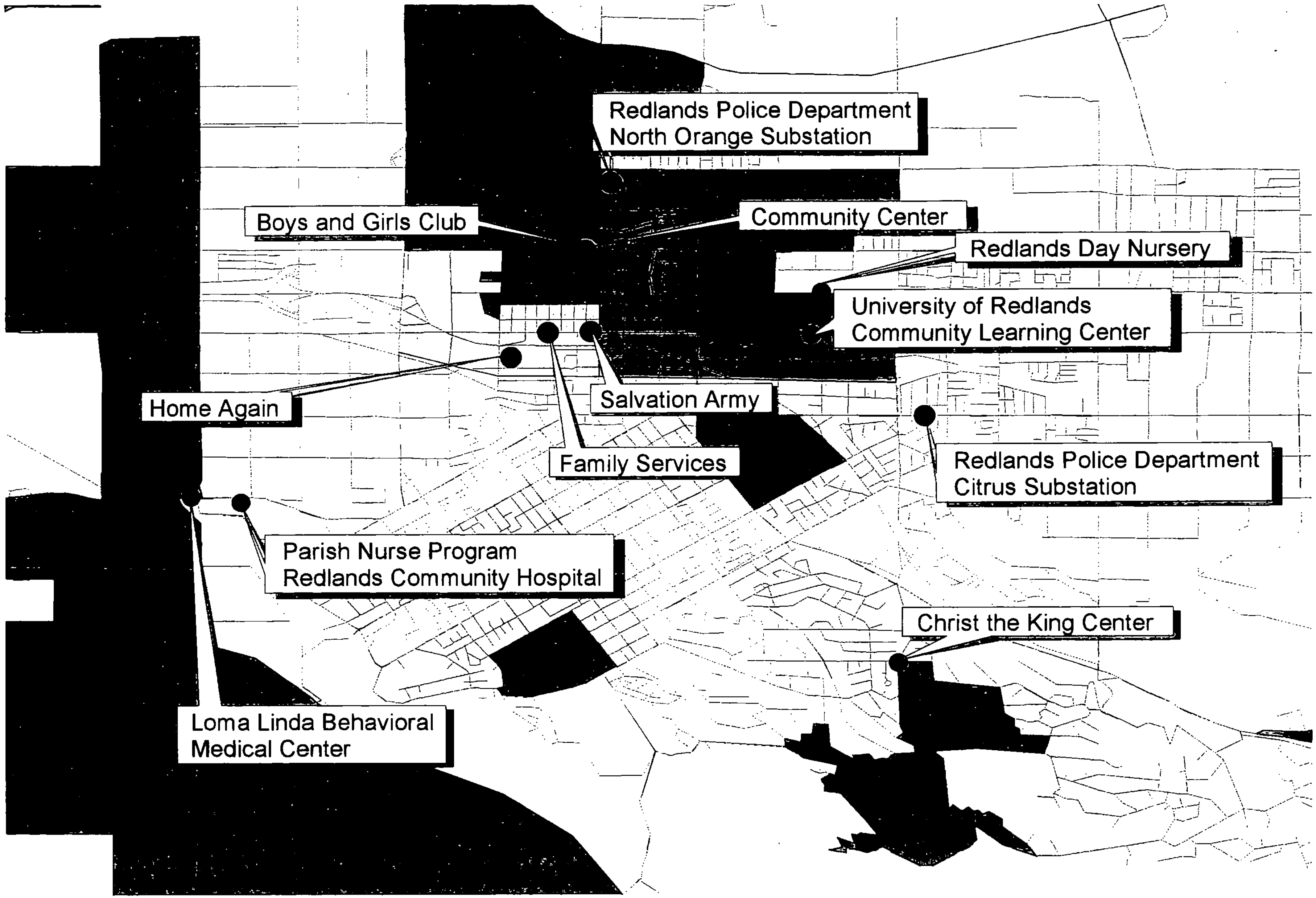
Average Risk, Family Domain
and Domestic Disturbance, Restraining
Orders and Domestic Violence Assaults
1998



Family Conflict
and Domestic Violence Related Assaults 1998



Family Conflict
and Runaway Juveniles, Missing Juveniles,
Incorrigible Juveniles, Curfew, and Truancy



Average Risk, Family Domain
and Community Assets Providing
Skills, Opportunities and Recognition

Resources
Streets
Average Risk, Family Domain
26%-36%
36%-46%
46%-51%
51%-58%
58%-69%

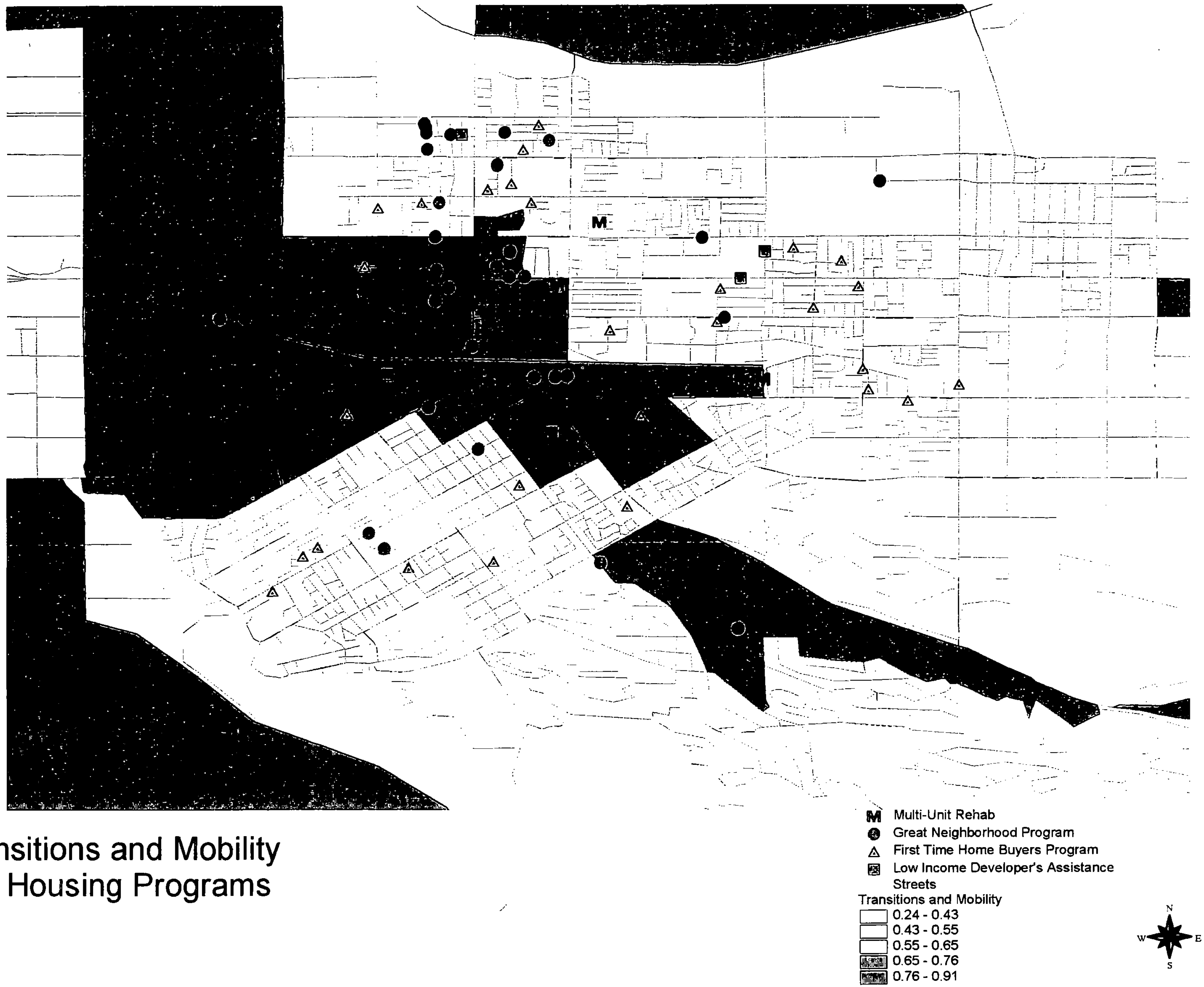
Clinton Presidential Records
Digital Records Marker

This is not a presidential record. This is used as an administrative marker by the William J. Clinton Presidential Library Staff.

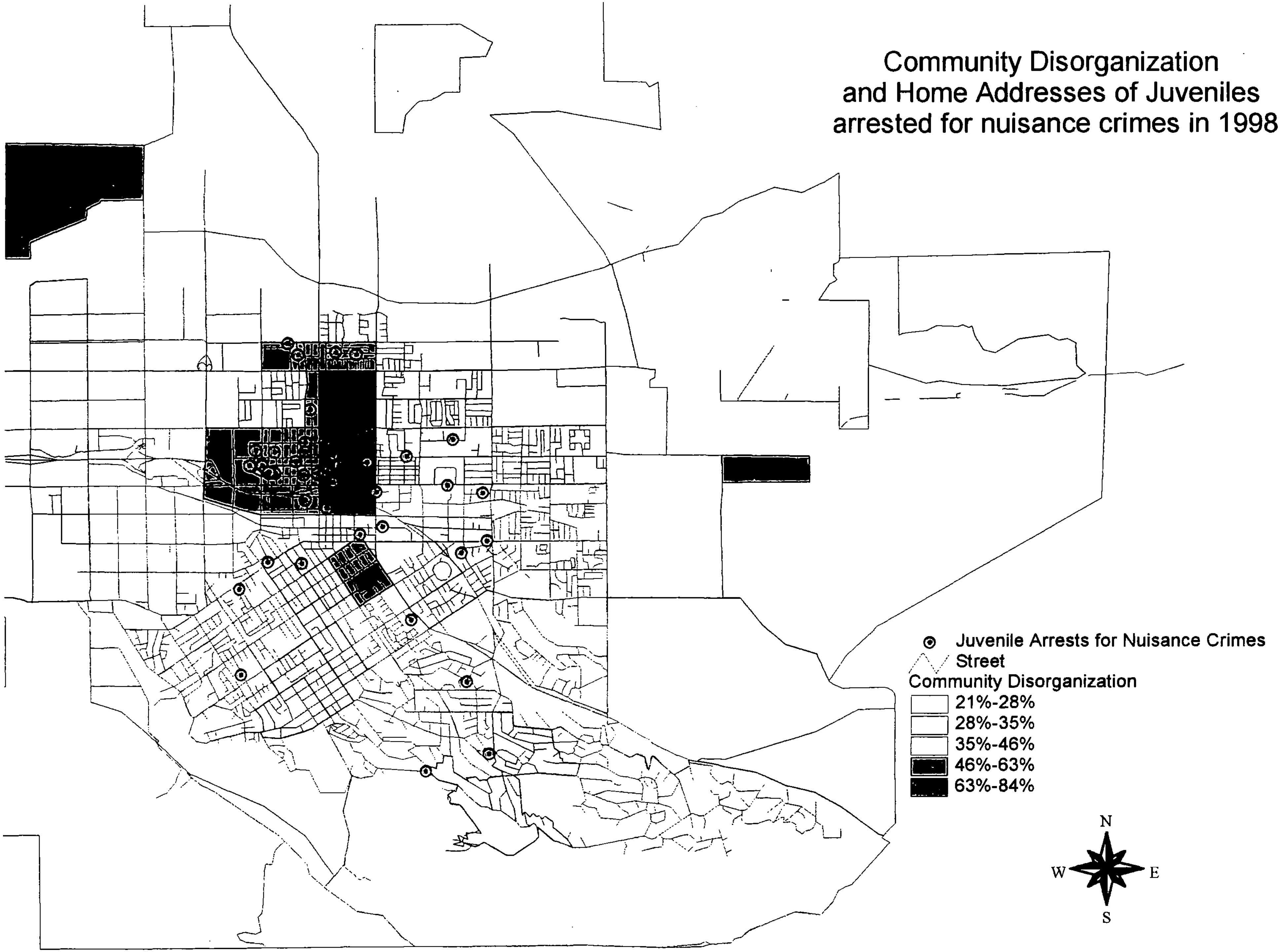
This marker identifies the place of a tabbed divider. Given our digitization capabilities, we are sometimes unable to adequately scan such dividers. The title from the original document is indicated below.

Community Domain

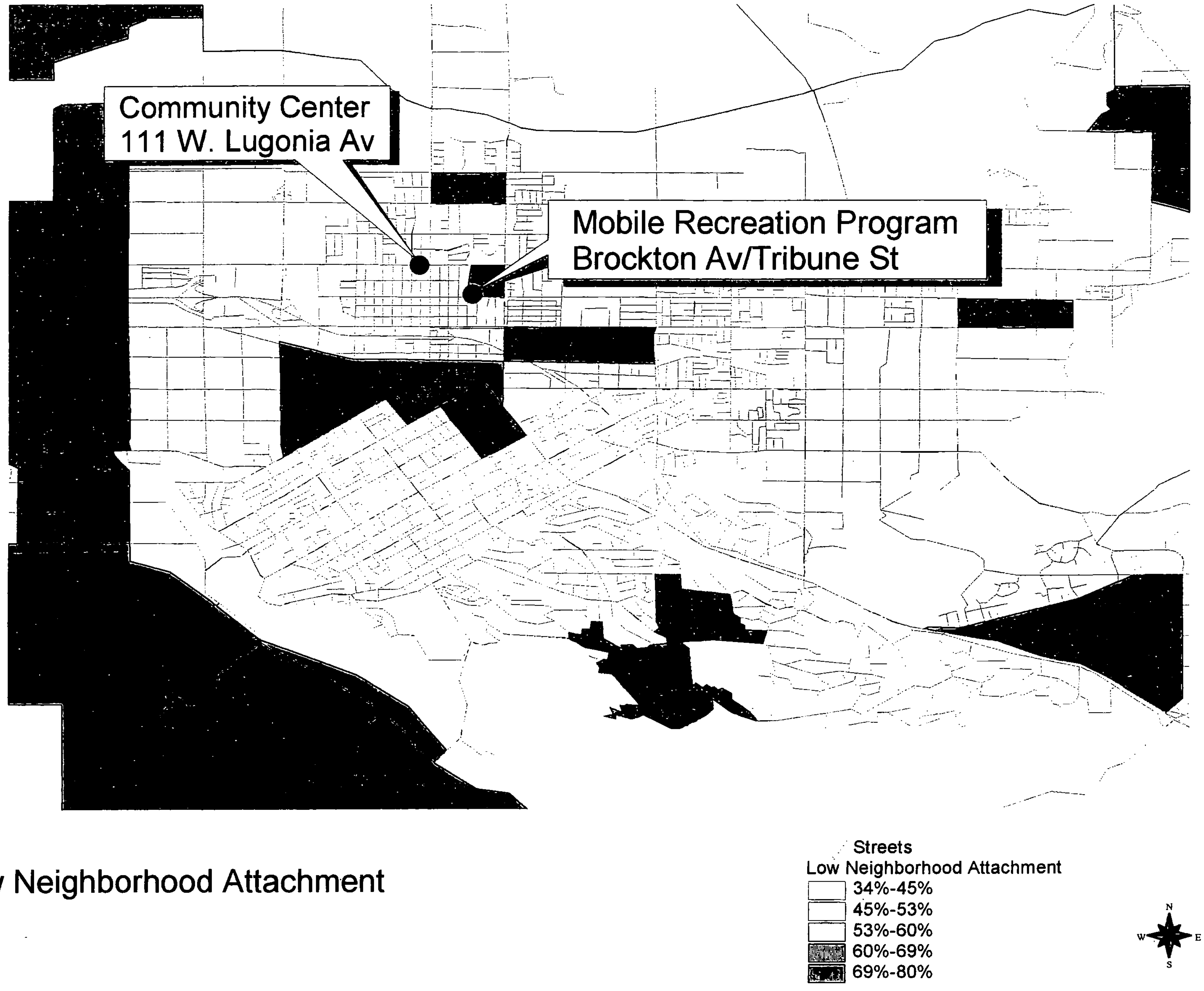
Divider Title: ___________________________



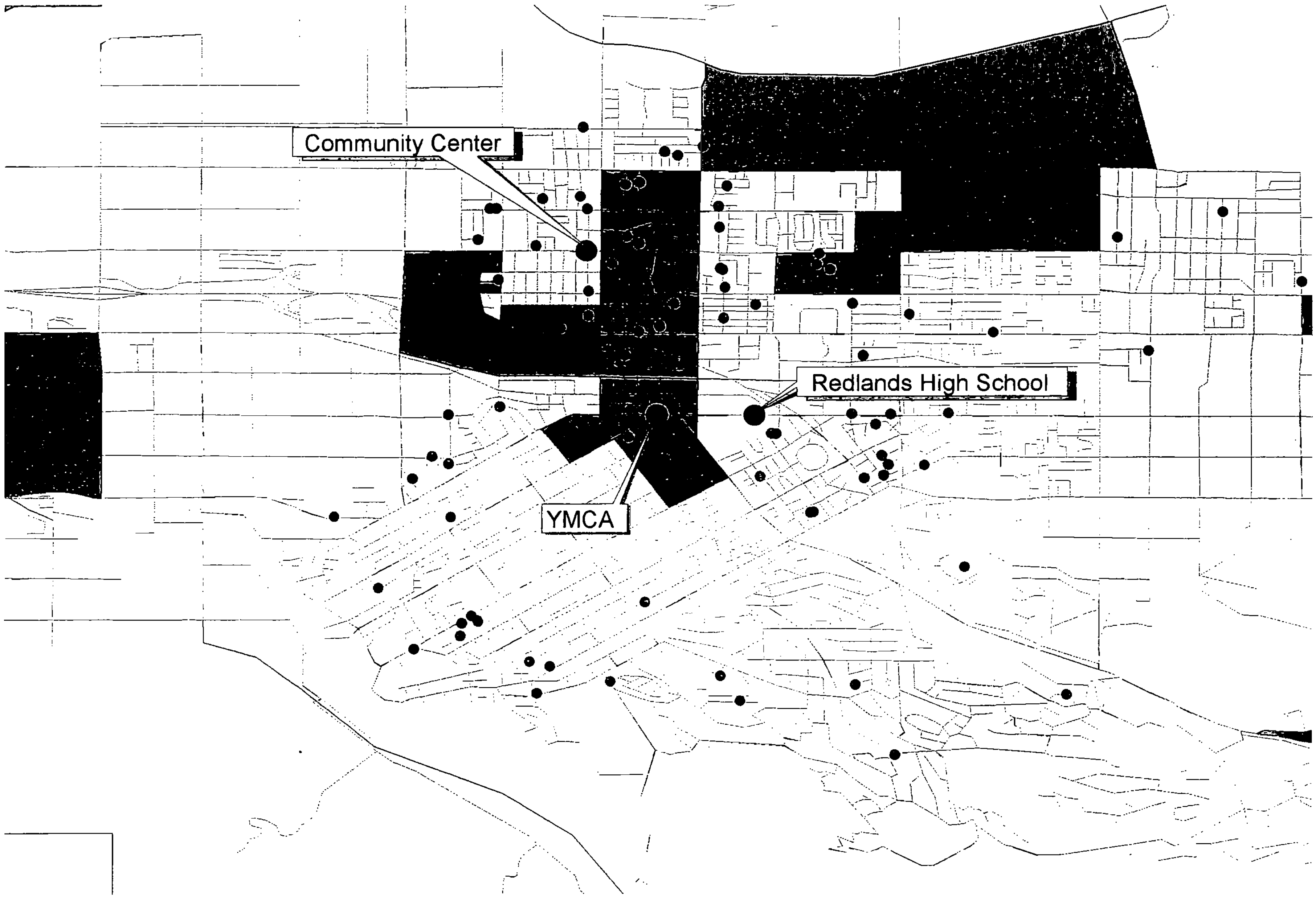
Transitions and Mobility and Housing Programs



Nuisance crimes = Disturbing the Peace, Vandalism, other disorderly conduct, Trespassing Drunk, Soliciting, Curfew, and Truancy

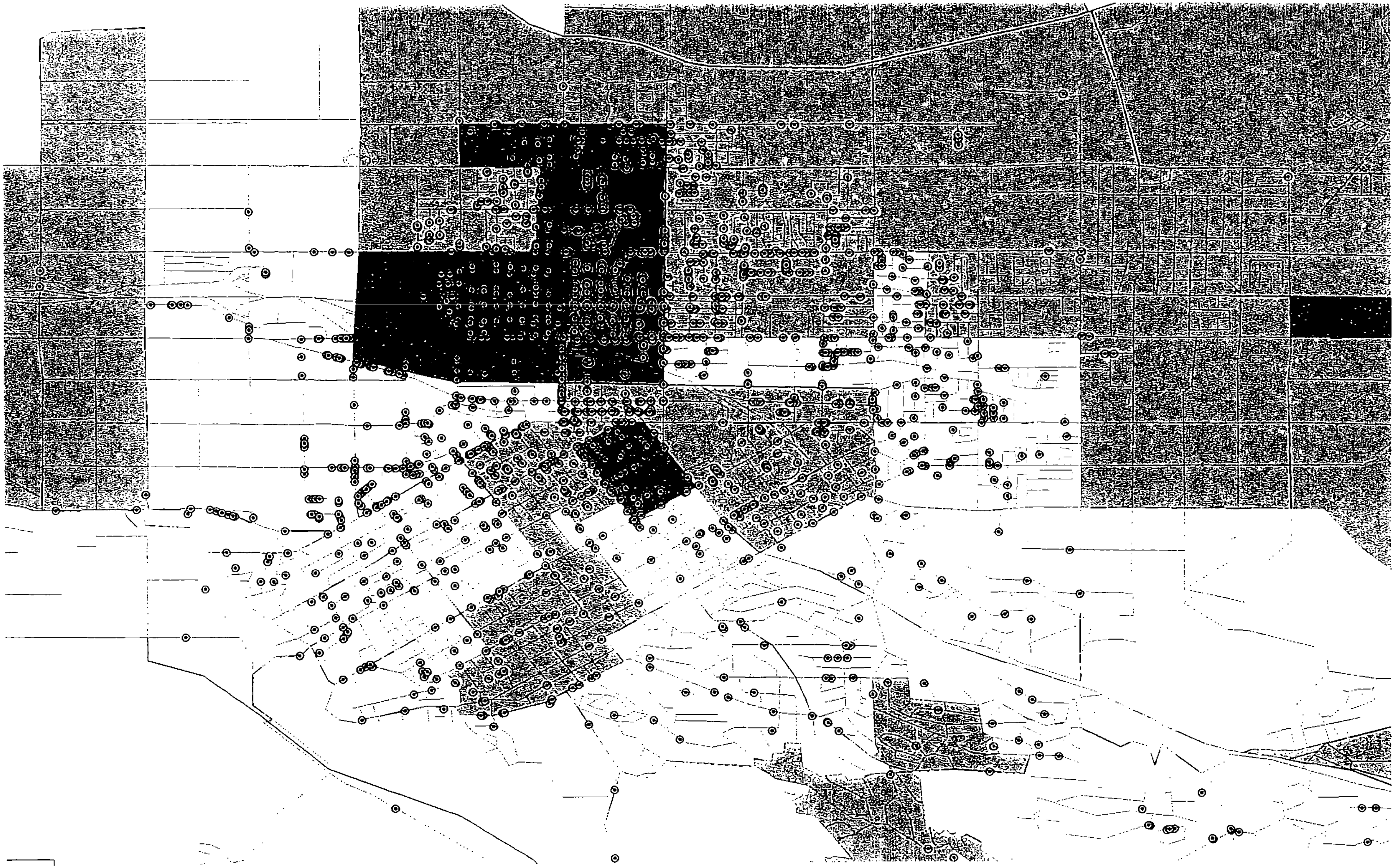


Low Neighborhood Attachment



Average Risk, Community Domain
and Recreation Program
(Basketball 98)

Basketball 1998
Streets
Average Risk, Community Domain
35%-44%
44%-49%
49%-55%
55%-64%
64%-77%



Community Disorganization and Nuisance Crimes

Nuisance Calls include: Disturbances including Juveniles, Subjects, Neighbors, Music, Noise, vehicles or street fights, Drunk or Drugged Adult, Solicitors, Narcotics activity, Malicious Mischief, Speeding or reckless vehicles, Disturbing the Peace, Vandalism, or Other disorderly conduct.

Streets
Nuisance Crimes
Community Disorganization
21%-28%
28%-35%
35%-46%
46%-63%
63%-84%

Redlands' Neighborhood Improvement Team

A Multi-Disciplinary Approach to Improving our Neighborhoods

Redlands' ability to maintain the quality of its neighborhoods is directly related to the degree to which its public agencies work together in collaborative approaches solving problems affecting its residents. There are simply too many dynamics affecting the changes in our community to view them as the responsibility of any one City department or public agency. The most effective way to address blight, crime issues, municipal code violations and other community concerns is through a multi-disciplinary approach which brings all pertinent service providers together under one, integrated holistic approach.

The idea of treating the "whole patient" is rapidly becoming the standard public health model in providing patient care. A patient with heart problems, for instance, is not only treated by cardiac specialists, but also receives counseling regarding diet and other lifestyle-changes to improve his overall health. Similarly, municipalities should approach issues affecting the entire community (i.e. sub-standard housing, abandoned vehicles, blight, factors facilitating crime, etc.) from the "whole patient" perspective. If the deterioration of an apartment complex for example, serves to encourage criminality or a lack of community responsibility by its residents, or their visitors, then the City is obligated to intervene and "treat" the complex (the "patient"). Representatives from the Police, Fire, Community Development, Administrative Services and Municipal Utilities Departments, and the City Attorney, will come together to diagnose the problem, identify its root causes and then pool their resources to "heal the patient." In this instance, the treatment might consist of a discussion, and subsequent consensus between the property owner and the various City representatives, about the problem, its cause(s) and the desired solution. An understanding between the owner and the City as to what each party will do to rectify the problem should follow. If the property owner fails to meet his responsibility then various strategies can be employed to encourage his participation.

This approach is not designed to discriminate against private property owners, Rather, it is intended to assist them in recognizing there is a problem with their properties and identifying the nature of the problems, the resources available to help solve them, and the benefits, both individual and community, that will be derived from doing so.

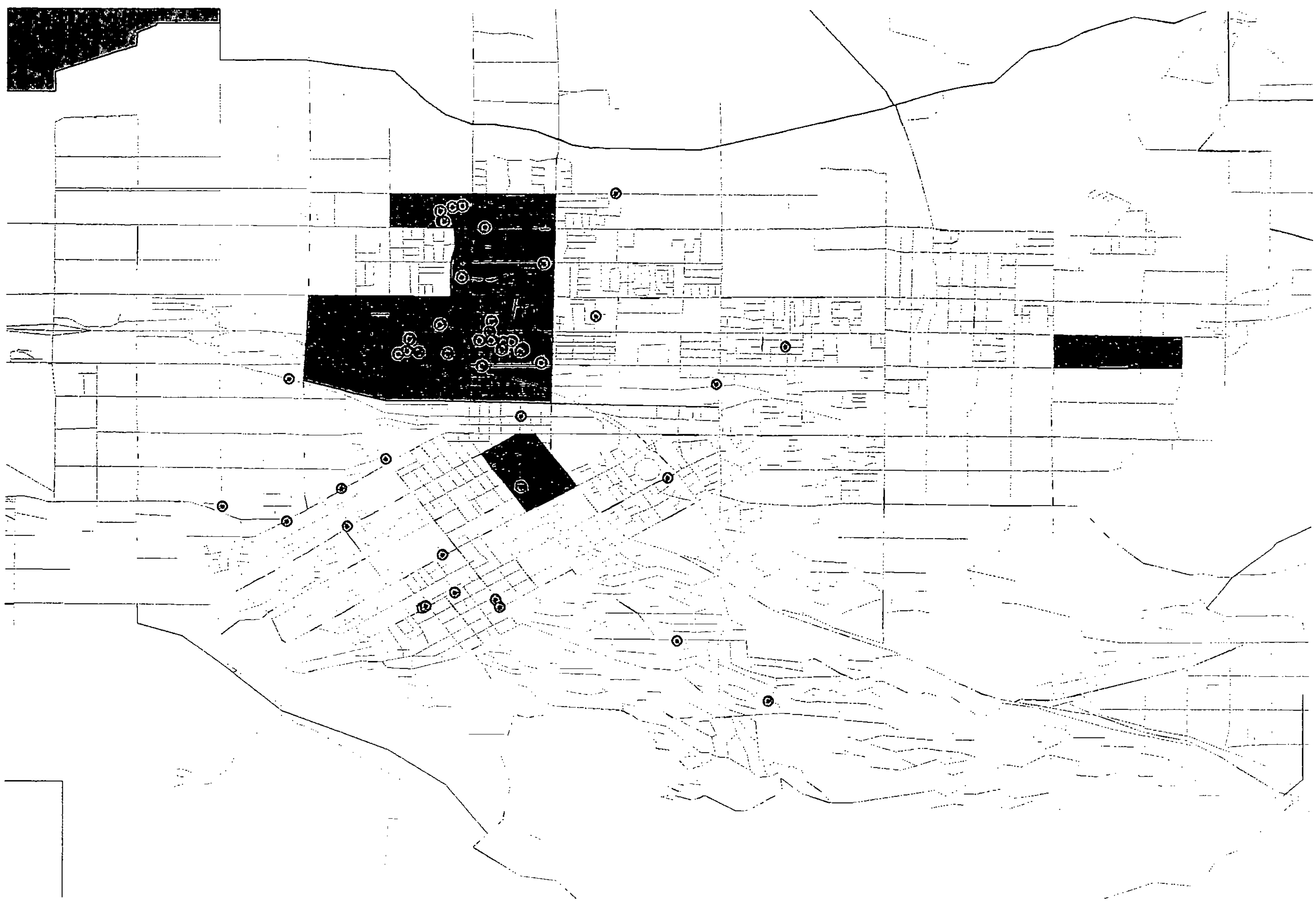
Our Mission

To affect positive changes in Redlands neighborhoods that are currently, or are at risk of, experiencing blight or poor environmental conditions that adversely affect our community's quality of life.

The *Redlands Neighborhood Improvement Team* (RNIT) is an appropriate vehicle by which the City can affect these positive changes in our neighborhoods. It consists of Community Policing Officers, Fire Inspectors, Code Enforcement Officers, Building and Safety Inspectors, the City Attorney, Housing Specialists, the Police Department Crime Analyst and a representative from the Municipal Utilities Department. RNIT meets monthly to identify problems throughout Redlands. Field tours of problem locations follow the *Problem Identification* meetings so the participants can see first-hand the nature of the issues. Utilizing a time-tested technique for analyzing community problems, Community Policing Officers prepare a diagnosis of the issue(s), identifying each problems' causation. The group then develops comprehensive strategies to address the problems.

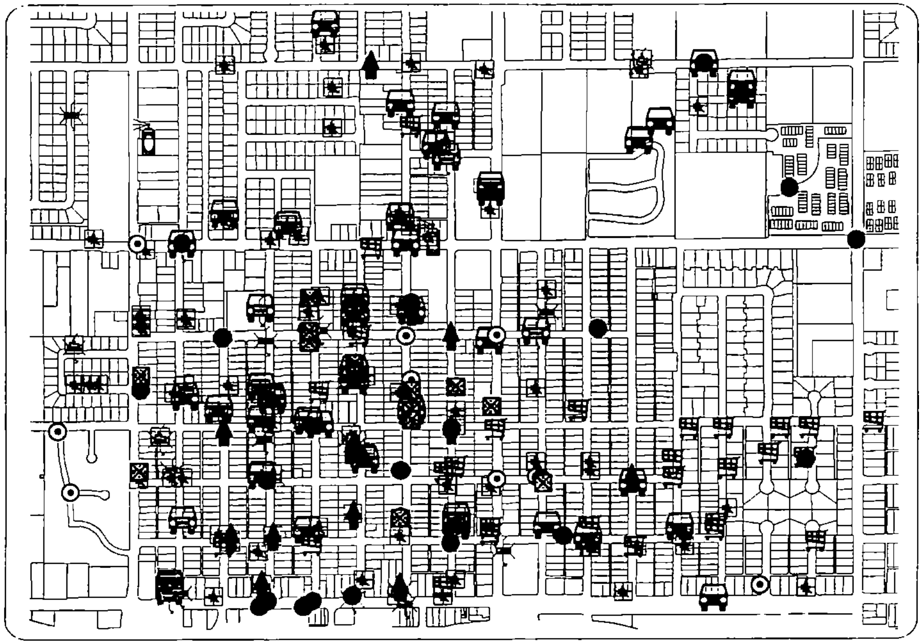
The key to this process is an indispensable bias for action. The group does not get bogged-down in endless study and discussion. It is a rapid-response team, taking sufficient time to examine the issue competently, but then developing an immediate action plan and setting it in place with realistic timetables. *RNIT Action Plans* help keep this process focused on its mission, identify responsibilities and time lines and document its actions.

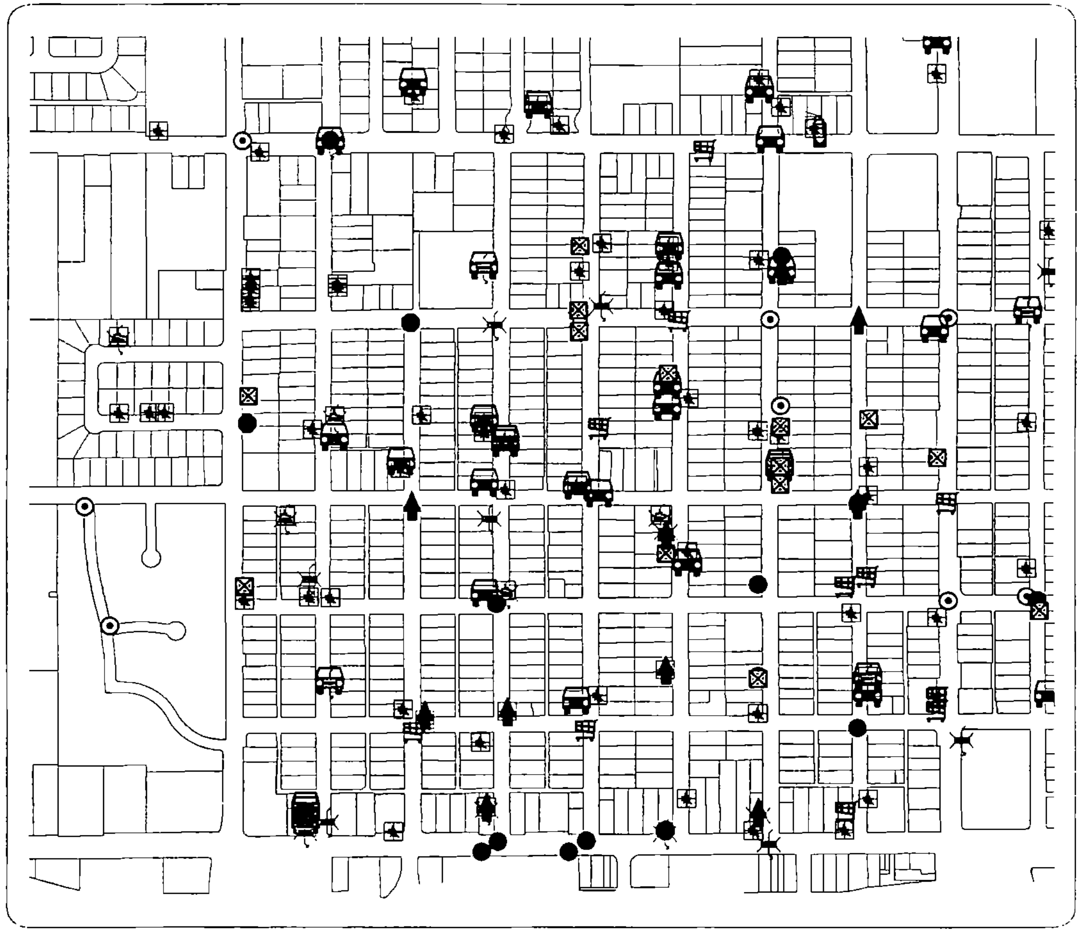
The Redlands' Neighborhood Improvement Team is yet another example of how the City strives to serve its citizens and maintain Redlands' beauty, sense of community and overall quality of life.



Community Disorganization
and Neighborhood Improvement Team
Projects 1998

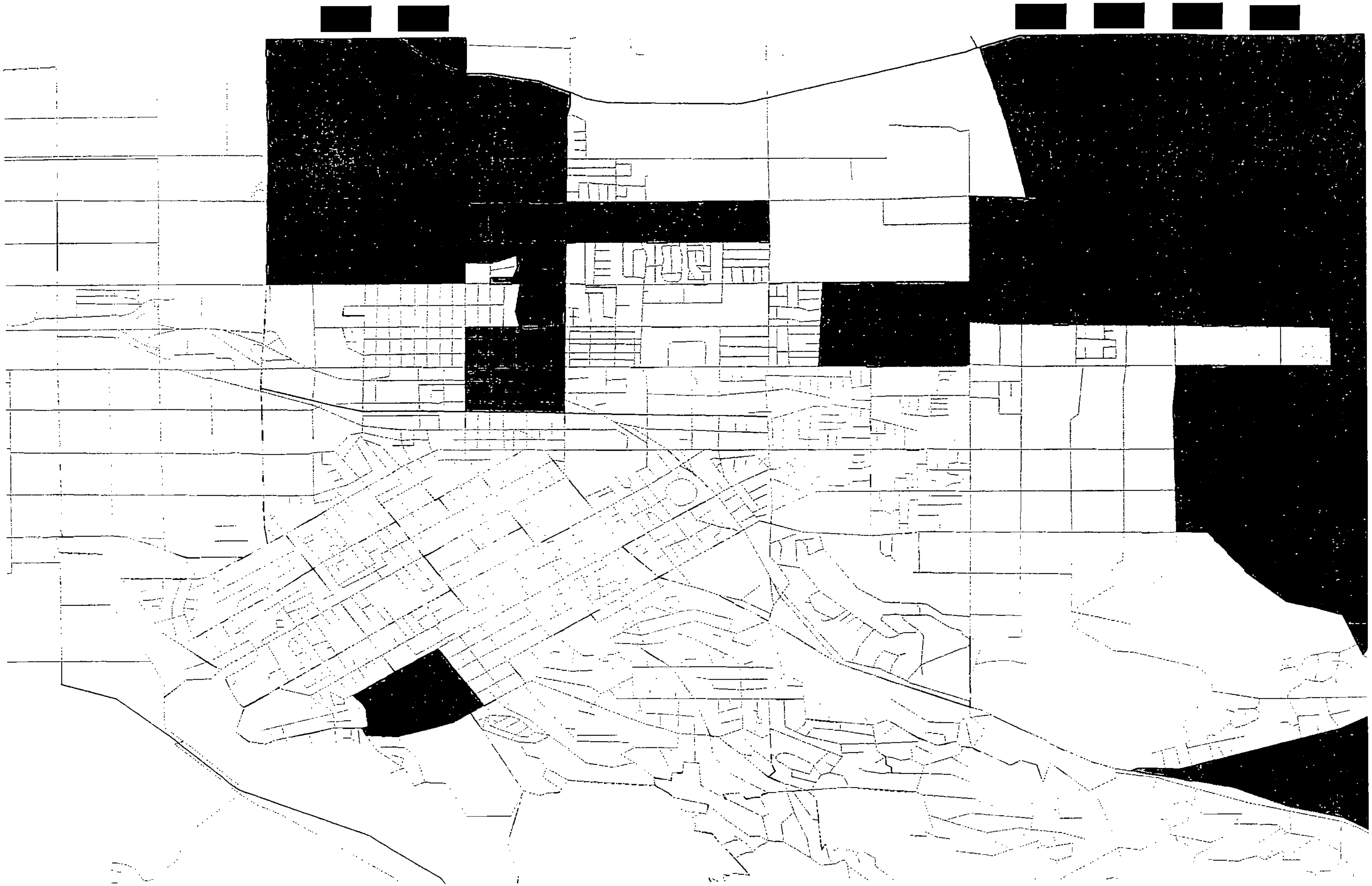
City of Redlands
Neighborhood Assessment



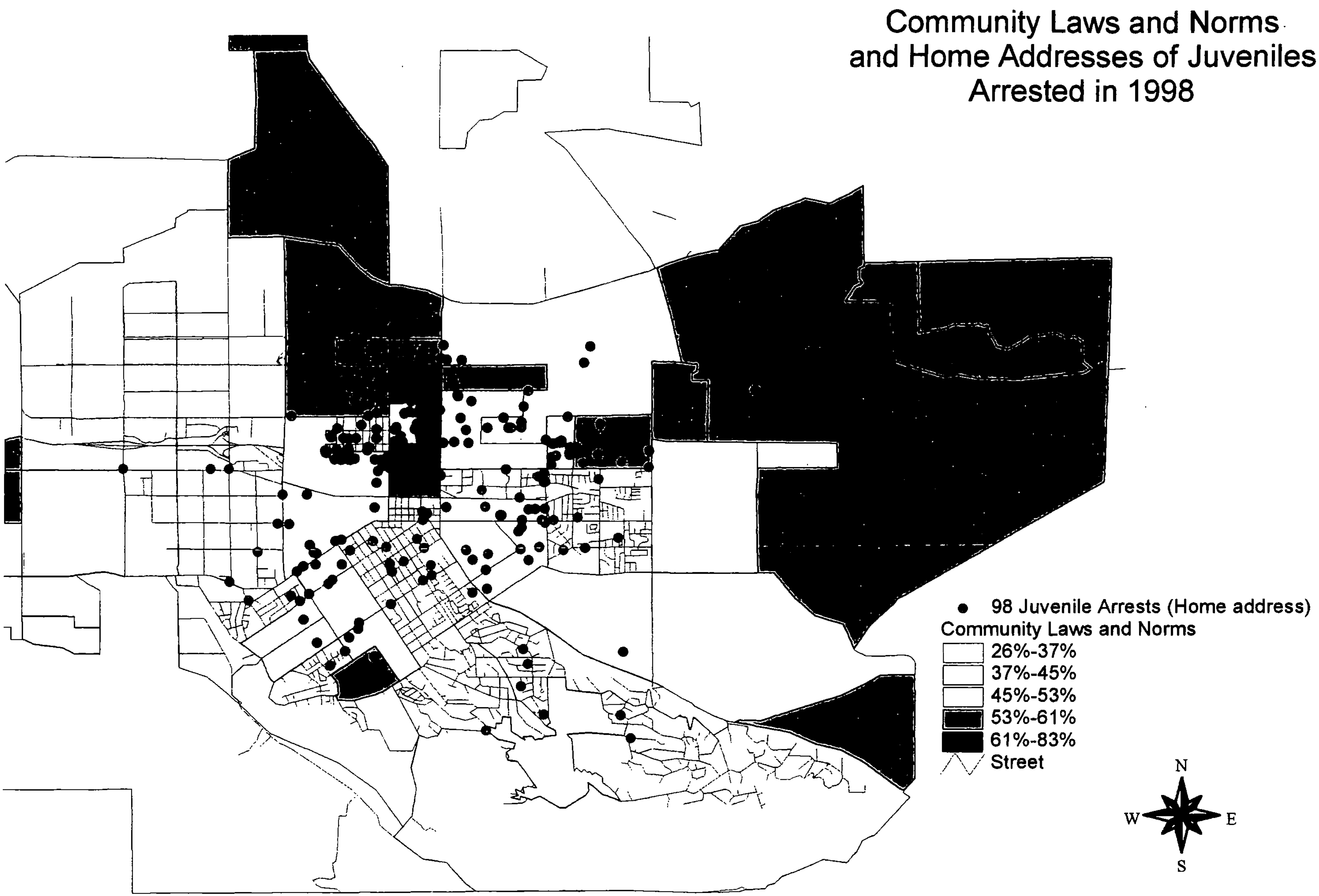


- Shopping Carts
- Overgrown Trees
- Damaged Sidewalks
- Street Light Outage
- Damaged Street Signs
- Potholes
- Litter
- Graffiti
- Abandoned Cars
- Blighted Residence
- Parcels

N



Community Laws and Norms Favorable Toward Drug Use, Firearms and Crime


Community Laws and Norms
and Home Addresses of Juveniles
Arrested in 1998
98 Juvenile Arrests (Home address)
Community Laws and Norms
26%-37%
37%-45%
45%-53%
53%-61%
61%-83%
Street
N
W
E
S

Jose Cerda
Domestic Policy Council
White House
Washington, DC

Jose:

Here are some quick thoughts that provide a thematic outline for a major technology initiative supporting policing and crime reduction that the Administration could embrace.

I suggest three themes around which to organize such an initiative -- (1) information for crime fighting; (2) technology for crime solving; and (3) communications for police effectiveness. I hope to convey the practical benefits of these three related initiatives. They will bring crime rates down even further, help police officers catch lots of criminals, and provide state of the art communications so that officers can do their work across geographic boundaries. Each initiative is clearly tied to a concept of the appropriate role of the federal government. Just as it was appropriate for the federal government to fund the interstate highway system in order for commerce and people to flow freely across state boundaries, so too it is appropriate for the federal government to fund the infrastructure that will allow the police to do their jobs better. All three -- and particularly the first one -- are consistent with the Administration's support for community policing. If community policing involves problem-solving at its core, then we need to give the police the best problem solving tools available -- and the technology revolution has passed the police by. The first initiative -- information for crime fighting -- is particularly supportive of community policing: it envisions a distinct role for the community, and encourages a community-level approach to crime fighting.

In the following sections, I have included budget initiatives already submitted by DOJ. As we discussed, my thrust here is to build upon them and to develop connecting themes.

I. INFORMATION FOR CRIME FIGHTING.

Community Data for Community Safety (now COMPASS) To combine and make accessible a whole range of crime data, community data, and crime-mapping data for individual cities.	$25,000,000
Arrestee Drug Abuse Monitoring System (ADAM) To collect quarterly data on drug use among arrestee populations to give immediate information about emerging local drug use trends.	$ 4,800,000
Computer Crime and Cyber-Fraud:	
Developing a National Statistical Program To gather information about the rates of cyber-crime for localities.	$ 250,000
Total	$30,050,000

As police departments in this country move rapidly toward community policing, a number of advanced departments have found that their greatest tool is information, particularly information about crime that shows crime in its neighborhood context. Crime mapping is now defining the cutting edge of community policing. Crime mapping shows crime in its spatial and temporal dimensions. It allows commanders to hold their officers accountable for results; it allows the community to hold the police accountable for results. When other data -- e.g., school data, liquor outlets, abandoned housing stock, parolee residences -- are added to the data mix, then the problem solving parameters become very broad and the response to crime conditions is much more comprehensive and strategic. Crime mapping, when combined with accountability measures and other indicators of neighborhood vitality, is one of the most powerful tools of the 21st Century police department.

Only about one third of large police departments in this country (over 100 sworn officers) are doing ANY computerized crime mapping. Only three percent of small departments (those under 100 sworn officers) are doing any crime mapping.

So the challenge, and the federal opportunity, is to accelerate the introduction of this powerful technology into the police departments of the country.

The goal that the Administration should adopt is to make crime mapping available to ALL police departments in the country within the next five years. This would involve a grants program similar to the COPS MORE program in which agencies now eligible for COPS funds would be eligible for Crime Mapping funds. More important than just installing the software, the federal initiative would involve significant training and technical assistance in the proper use of this powerful new tool.

The second goal of the Administration should be to equip the police departments in the 75 largest cities in the country -- those that account for half of all homicides -- with the most sophisticated crime analysis capabilities that we now have available. This is an accelerated and expanded version of the COMPASS (Comprehensive Planning and Analysis for Safety Strategies) project currently reflected in the Department of Justice budget submission for FY2000. (The working title in the budget document is Community Data for Community Safety. The requested amount is $25 million.)

Each of the cities participating in COMPASS would be equipped with a crime data system that builds upon the following building blocks: the Uniform Crime Reports; an incident based crime reporting system "NIBRS-lite"; an Arrestee Drug Abuse Monitoring (ADAM) program; a public survey to measure fear; a local victimization survey; a school based survey to measure school safety; a gun tracing system for crime guns. These data would all be mapped to show community-level problems and results; other data that are available in the jurisdiction would be added to the system, although not paid for by the federal funding.

In each city, a research entity would also be funded, as NIJ funded the Kennedy School in Boston, to work with the jurisdiction to develop data-driven crime control strategies and to evaluate the effectiveness of those strategies. Each participating jurisdiction would agree, in return for a federal investment in building this infrastructure, to create a broad partnership of agencies that would develop and test safety strategies using the data to reduce crime. This initiative would build upon the COMPSTAT experience (and other crime mapping projects in large departments), the Boston Gun Project, and Department of Justice Strategic Approaches Initiative, and other projects of the Office of Justice Programs (e.g., BJS' victimization surveys, NIJ's ADAM program, OJJDP's Communities that Care program, BJA's Comprehensive Communities Program, the Weed and Seed program, etc.).

The roll out of this part of the first initiative would be as follows. Under the plan currently contained in the Department of Justice budget submission, for $20 million in year 1, ten cities would be included in this project. The current plan envisions adding three cities a year, beginning in the second year, to include a total of 22 over a five year period. The accelerated version now being proposed in this memo would ADD another ten cities a year. So, in a five year period, 62 cities would be included. In a six year period, COMPASS would include 75 cities -- the approximate number of cities in the country over 200,000 in population.

As part of this initiative, the Department of Justice would also carry out research, test new technologies, and provide technical assistance. The evaluations of these new strategies would form an important national reservoir of successful strategies to learn what works to reduce crime, at the jurisdiction level as well as the neighborhood level. It would be particularly important to work with jurisdictions of all sizes to learn lessons from these test jurisdictions and to implement successful strategies and technologies in non-COMPASS jurisdictions.

II. TECHNOLOGY FOR CRIME SOLVING.

Investigative and Forensic Sciences:	
Development of Baseline Data and National Guidelines To assess the capacity of crime laboratories and develop national guidelines on effective handling of evidence in investigations.	$ 2,000,000
DNA Identification Grants Program:	
Crime Laboratory Improvement Program (CLIP) To develop, in at least 12 states nationwide, better systems gathering and use of DNA-based evidence.	$10,000,000
National White Collar Crime Center (NWCCC) To provide logistic, administrative and communication support for the National CyberCrime Training Partnership.	$ 5,028,386
Counter-terrorism Initiative To develop specialized training and equipment, and communication and management improvements in response to terrorist incidents.	$ 5,000,000
Total	$22,028,386

One of the single greatest needs in law enforcement and criminal justice today is for forensic infrastructure. The crime labs of the Nation are grossly underfunded and overwhelmed by the volume of work. They cannot carry out their bread and butter tasks, much less solve crimes using available technology. Of particularly acute urgency is the state of forensic work involving DNA. There is, for example, a current backlog of nearly a half million cases of convicted offenders (mostly sex offenders) who, under applicable state laws, have had their samples taken in prison but whose DNA samples have not been entered into the national CODIS DNA database. Because the CODIS database is increasingly used to solve new crimes, this means that crimes that could be easily solved are not being solved. Victims are left in fear and offenders are not brought to justice. In England, by contrast, their DNA database is used to solve hundreds of cases. The problem is also acute in terms of new arrest investigations. Crime labs can only perform DNA tests on priority cases -- and only on those where the county can afford the test (which costs several hundred dollars). In short, it is highly ironic that just when we have developed the most powerful forensic tool in our history -- DNA -- we cannot use it anything but a minimal level, simply because as a nation we have not invested sufficient resources in our laboratory infrastructure. Our crime solving capability is severely hampered, criminals are allowed to go free, victims suffer.

So, the first part of this second national initiative would be to make a pledge to the American people: we will give our cops the resources to make sure that DNA samples are taken and analyzed *wherever they are needed to solve crimes*. Cost will not stand in the way. And we will create a national database that makes sure that convicted offenders are not let back on the streets without leaving a DNA sample in the national database. Cost will not stand in the way.

The specifics of this initiative will need some fleshing out, but they look like this at first blush. We must eliminate the backlog. NIJ has developed a proposal for this that would cost about $15 million. Second, we must upgrade the quality of the labs over the next ten years so that they can perform DNA tests whenever the criminal investigation requires it. This will cost in the neighborhood of $100 million a year. This would go mostly for equipment, but would also cover training. (The current DNA lab improvement program is budgeted at $10 million a year.) In addition, we should help localities hire the laboratory technicians to staff the crime labs. We would need to develop an estimate of this part of the program.

The second part of the initiative would be to develop a national forensic infrastructure for crime solving that is second to none. Very few crime labs have the capability to perform high-end forensic work such as photo enhancement, voice recognition, etc. Some labs can, the FBI laboratory can sometimes, some defense labs can. We need to develop a national, regional, state and local approach to criminal investigations that brings the best technology to even the smallest police department. The FBI and NIJ have submitted a joint proposal as part of the DOJ budget request this year to improve crime labs and to encourage regional sharing of expertise and equipment. The cost is $25 million, as I recall, $10 million f which is in the NIJ budget. This can be greatly accelerated and enhanced, particularly by working with the Department of Defense to make these investigative technologies available to civilian law enforcement. A price tag of $100 million would be quite reasonable.

III. COMMUNICATIONS FOR POLICE EFFECTIVENESS.

Public Safety Telecommunications Assistance Program To improve interagency communication systems in all 50 states.	$87,000,000
Advanced Law Enforcement Response Technology (ALERT) To develop high-tech police car information terminals.	$ 5,000,000
Information Technology Integration Initiatives To develop nationwide information networks across jurisdictional lines, and to better connect state and federal governments.	$30,000,000
Total	$122,000,000

A particularly critical need of law enforcement is the need for interoperability. Police departments need to be able to communicate with each other. In joint operations, in first responder situations, in regional enforcement settings, it is essential that police be able to share communications capabilities. This is also directly related to officer safety -- in joint operations, the safety of each member of the team depends on the ability of the team members to communicate over secure radio frequencies. NIJ released a report on this topic which is included in this notebook; this has the intense interest of Ray Fisher because of his experience in Los Angeles with this issue. The FCC is looking into it. The important point here is that there is a clear need for federal leadership to create the communications infrastructure that will allow police agencies to communicate with each other. The DOJ Budget contains an $87 million request for a public safety telecommunications assistance program. Related to this is the request to develop the ALERT car.

The DOJ budget also includes a request for 30 million to allow police departments to share data. This proposal is based on a series of focus groups convened by the Office of Justice Programs where local police agencies asked the federal government to take a leadership role in developing standards, protocols, and data sharing mechanisms so that police can do their work across geographic and jurisdictional boundaries. This is another perfect example of the federal role in developing the infrastructure of the next centurty, in this case the information superhighway.

Those are my thoughts on short notice. Let me know if you would like to discuss this any further.

MEMORANDUM

To: Jeremy Travis
From: Peter Owen
Date: October 30, 1998
Subject: Technology Initiatives

I've re-read your letter to Jose Cerda a few times now, and I have some thoughts.

First off, it seems pretty well put together. There are some times when I think we could be a bit more explicit about what would happen under this initiative (sometimes it's just use of passive voice: "DOJ will provide localities" vs. "localities will be provided with"). You're right that part III could use some further fleshing-out, in terms of differentiating between the various ways in which police communications infrastructure could be improved (intra-agency, inter-agency, extra-agency).

As far as spin goes, I think your interstate highway/information superhighway analogy is very persuasive for the federal role. It's very easy to fit it into longstanding and popular administrative rhetoric. I'd like to suggest also another mantra, related to the President's pledge to be the "bridge to the 21st Century." Now that we've put 100,000 new police on the streets, why are we forcing them to use 19th century methods against 21st century criminals?

The bad guys now have cyber-crime, why not let the police have a white-collar crime database? Child molesters trade information over the Internet, so why not let the police have a nationwide DNA network? Bank robbers now have high-speed engines, so why not let police have radios to communicate across jurisdictions? Terrorists now have advanced new bombs, so why not let the police have advanced new bomb-detection devices? Let's move beyond the days of fingerprints, and into the days of voiceprints and DNA prints. New technology will help us set dozens of innocent people free, and will help us convict tens of thousands who would otherwise have gotten away.

Old, bigger, government just throws more money at the crime problem, new government gets smarter. With a relatively small investment in infrastructure and training, we can create a police "force-multiplier" (a military term). It's like having another 100,000 cops for 1/10 (or 1/8 or whatever) the cost.

Another thing that strikes me is that, once again, the technology side makes for the best sound-byte, but it's the social-science cooperation that, in reality, creates the most powerful synergy. After all, what do you do once you've mapped crime? You call in a criminologist, and have them show you the weak points. Harder sell.

As for COMPASS, again to use the military analogy, having the multiple layers of crime intelligence is like having a "combined-arms" (air, armor, and infantry-- the most powerful kind of) attack. If we let police know 1) early warning about an emerging crime problem, 2) where it's happening, and 3) who's involved, either as victims, or as perpetrators... we allow the police to launch a "blitzkrieg" before the social systems that perpetuate crime can even establish themselves.

I think part III could also use some anecdotal "horror stories" like the fact that the various agencies could not communicate with each other after the Oklahoma City bombing, or that just tonight on the news, DC and Maryland have had to resort to deputizing each other's officers, because so many criminals are escaping just by crossing state lines. Lack of information across jurisdictions (or even across precincts!) covers up early signs of serial crimes, and gives criminals a head start.

One figure that I'd like to know is if we're going to spend, say $250-500 million on these new technologies, what is that compared to the overall amount that the states and the Federal Government spend on law enforcement? Again, it's another multiplier effect... rhetorically, "we're going to spend just 1% more on making police smarter, and even if it makes them only 15% or 10% or even 5% more effective, we've multiplied that money many times." Like buying a more technologically advanced refrigerator that saves you its own cost after three years of lower electric bills. And that's not even counting the cost of crime!

So, there you go. I have a meeting out of the office until the late morning, but I'll be calling in to check messages, and I'll be ready to work some more on this as soon as I get in.

OJP Technology Initiatives

This binder contains explanations of the various technology initiative proposed by OJP for the next fiscal year. These have simply been cut out from the Office of Justice Program's FY2000 budget request and re-ordered into the three main categories outlined in the attached memorandum. The dollar amounts indicated are those of the OJP budget request, not the amounts outlined in the attached memorandum. These figures are the proposed increases in funding beyond current funding levels.

PART I INFORMATION FOR CRIME-FIGHTING	
Community Data for Community Safety (now COMPASS)	$25,000,000
To combine and make accessible a whole range of crime data, community data, and crime-mapping data for individual cities	
Arrestee Drug Abuse Monitoring System (ADAM)	$ 4,800,000
To collect quarterly data on drug use among arrestee populations to give immediate information about emerging local drug use trends.	
Computer Crime and Cyber-Fraud:	
Developing a National Statistical Program	$ 250,000
To gather information about the rates of cyber-crime for localities.	
Total	$30,050,000
PART II TECHNOLOGY FOR CRIME SOLVING	
Investigative and Forensic Sciences:	
Development of Baseline Data and National Guidelines	$ 2,000,000
To assess the capacity of crime laboratories and develop national guidelines on effective handling of evidence in investigations.	
DNA Identification Grants Program:	
Crime Laboratory Improvement Program (CLIP)	$10,000,000
To develop, in at least 12 states nationwide, better systems gathering and use of DNA-based evidence.	
National White Collar Crime Center (NWCCC)	$ 5,028,386
To provide logistic, administrative and communication support for the National CyberCrime Training Partnership.	
Counter-terrorism Initiative	$ 5,000,000
To develop specialized training and equipment, and communication and management improvements in response to terrorist incidents.	
Total	$22,028,386
PART III COMMUNICATIONS FOR POLICE EFFECTIVENESS	
Public Safety Telecommunications Assistance Program	$87,000,000
To improve interagency communication systems in all 50 states.	
Advanced Law Enforcement Response Technology (ALERT)	$ 5,000,000
To develop high-tech police car information terminals.	
Information Technology Integration Initiatives	$30,000,000
To develop nationwide information networks across jurisdictional lines, and to better connect state and federal governments.	
Total	$122,000,000
Grand Total	**$174,078,386**

Clinton Presidential Records
Digital Records Marker

This is not a presidential record. This is used as an administrative marker by the William J. Clinton Presidential Library Staff.

This marker identifies the place of a tabbed divider. Given our digitization capabilities, we are sometimes unable to adequately scan such dividers. The title from the original document is indicated below.

Divider Title: 1

PART I INFORMATION FOR CRIME-FIGHTING

Community Data for Community Safety (now COMPASS)	$25,000,000
Arrestee Drug Abuse Monitoring System (ADAM)	$ 4,800,000
Computer Crime and Cyber-Fraud:	
Developing a National Statistical Program	$ 250,000
Total	$30,050,000

3. Community Data for Community Safety $25,000,000

Approximately 10 percent of all places generate 60 percent of crimes (Spelman and Eck). Understanding what makes these places vulnerable to crime is the first step to preventing crime. Unfortunately, the communities most in need of resources to understand crime problems are those least likely to have the resources (Skogan). This initiative will build capacity to prevent crime in at-risk neighborhoods and will develop tools and models that can be used nationwide.

This $25 million, 15 position initiative has three parts:

1. The Community Crime Data Initiative (CCDI) builds data collection and analysis infrastructure in 22 communities over 5 years ($10 million, 4 positions).

2. The Neighborhood Crime Mapping (NCM) program provides intensive assistance to 10 neighborhoods to develop comprehensive geographic information systems, and develops models for predicting crime based on crime mapping ($5 million, 4 positions).

3. The Community Safety Initiative (CSI) seeks to understand what works in crime prevention and why at the neighborhood level ($10 million, 7 positions).

Each part of this initiative builds on the ones before. For example, the Community Crime Data Initiative (CCDI) builds the basic data collection and analysis foundation for advanced crime mapping techniques used in the Neighborhood Crime Mapping (NCM) program. Armed with community-wide data and analysis capability, and sophisticated maps, communities will be properly equipped to engage in the identification of problems, and testing of solutions involved in the Community Safety Initiative. Each activity is described in greater detail below.

Part 1 - Community Crime Data Initiative (CCDI) - $10 million

NIJ requests $10 million and 4 positions for the Community Crime Data Initiative, to enhance community capacity to collect and analyze data. This initiative will require communities to collect and integrate multiple sources of data including incident-based crime reports, victimization studies, and offender data. Using the data collected, law enforcement agencies will combine the most practical applications of statistical tools and research methods – including crime mapping – with traditional law enforcement techniques to devise and structure the most appropriate responses to the identified crime problems.

At the New York City Police Department, under the COMPSTAT model, printouts of crime statistics and community maps with crime overlays govern weekly management meetings. This system has helped transform the department into one that is focused on crime and has crime reduction as its mission. As the COMPSTAT motto states, "If you can predict it, you can prevent it."

Lessons learned from the ongoing Attorney General special project, Strategic Approaches to Crime Safety Initiative, will be applied to the CCDI. Under this NIJ-managed project, United States Attorneys bring together key criminal justice agencies and a research partner to collaborate on data analysis and then design and implement informed, strategic interventions to prevent further crime. Both the Strategic Approaches project and CCDI build on NIJ's model for researcher-practitioner partnerships first developed in Boston, where a multi-disciplinary team developed an information-driven strategy to target chronic youthful offenders which is largely credited with reducing the rate of juvenile handgun homicides in Boston to among the lowest of all large cities.

Communities will receive $1 million each year for the first two years, $500,000 in the third year, and $200,000 in the fourth year. By the fifth year, the community will bear the full cost of the ongoing collection and analysis of crime and related data. In the first year, 10 communities will receive funding. Funding will support staff, office space, and the hardware and computer software tools they will need to produce reports, maps, and statistical analyses. Communities will be able to purchase state-of-the-art data analysis technology to pinpoint crime patterns and to track the success of strategies developed in response. Communities will compete to receive funds, and grantees will be selected based on their innovative plans for using data to address their pressing crime problems and the extent to which their plan is a collaborative one among diverse community actors.

This funding will build community capacity to assemble data describing crime incidents reported to police, criminal victimizations, citizen perceptions of crime, and other relevant data necessary for them to identify specific crime problems and to devise tactical solutions to those problems. In addition to data already existing in every community, such as UCR data, communities will integrate and utilize the following sources of local data:

- *Arrestee Drug Abuse Monitoring:* Data from NIJ's survey of drug use among arrestees documents the nature and extent of drug use both locally and nationally.

- *Criminal victimization statistics:* BJS has developed a Windows-based version of the National Crime Victimization Survey (NCVS) allowing local jurisdictions to conduct their own local victimization surveys. This software can be used by localities to accurately estimate crime rates, the rates of reporting of crime to the police, citizen attitudes toward the police, and perceptions of community policing initiatives.

- *Incident-based crime statistics:* In collaboration with the FBI, BJS has long encouraged the implementation of incident-based records management systems. Incident-based crime data provide specific information describing a community's crime problem and contain information relevant to the tactical and strategic decisions that law enforcement administrators must make.

- *Other relevant data*: Other sources may be selected by the community such as: gun tracing, school crime, social welfare, public health, economic development and local commercial statistics.

To implement the proposed initiative, each community will receive a significant amount of hands-on assistance. The total cost for funding the local grantees is $10 million per year.

Summary Chart of Annual Funding for Part 1					
	FY 2000	**FY 2001**	**FY 2002**	**FY 2003**	**FY 2004**
First Year Grants ($1 million each)	10,000,000	0	5,000,000	3,000,000	4,000,000
Second Year Grants ($1 million each)	0	10,000,000	0	5,000,000	3,000,000
Third Year Grants ($500,000 each)	0	0	5,000,000	0	2,500,000
Fourth Year Grants ($200,000 each)	0	0	0	2,000,000	0
Total	**10,000,000**	**10,000,000**	**10,000,000**	**10,000,000**	**9,500,000**
Number of Sites Receiving Funding	10	10	15	18	12
Cumulative Sites Funded	10	10	15	18	22

NIJ requests 4 positions for the Community Crime Data Initiative, 3 as NIJ employees, and 1 as a BJS employee. Staff will be responsible for direct coordination with 3-4 sites, providing intensive technical assistance in selection of data elements to be included in the system, development of system architecture, and implementation of data collection and analysis. The BJS staff member will develop and coordinate data collection and analysis protocols. BJS will provide technical support to jurisdictions in the development and analysis of incident-based crime statistics, local victimization data, and other data specific to local needs for the purposes of identifying and responding to local crime and victim assistance needs. Assistance will be provided in the areas of survey design and methodology, survey implementation, and data management and analysis. BJS will continue to serve as a technical resource to localities in the development, acquisition, and analysis of incident-based reporting datasets.

Of the $10 million, BJS will provide $500,000 for technical assistance to jurisdictions in addition to the 10 communities already receiving this assistance under the CCDI initiative. Technical assistance will be used to help communities carry out their own victimization surveys using a Windows-based version of the NCVS developed by BJS. The CVS software, which can easily be modified to meet State and local needs, can be used by jurisdictions to collect data on criminal victimizations, citizen attitudes toward the police, their willingness to report crimes to the police, and the impact of different community policing strategies on crime and neighborhood conditions. Localities may receive assistance in survey methods, survey implementation, and data management and analysis. A national "Helpdesk" will be established to assist on topics such as survey sampling and weighting, telephone-based surveys, use of database software, use of data analysis software, and the use of inferential statistics with sample data. The software is currently being pilot tested in Baltimore, MD and Kansas and will be available for national distribution at no cost to local jurisdictions. NIJ estimates the cost of this activity at $500,000 per year.

Part 2 - Neighborhood Crime Mapping Capacity Building - $5 million

NIJ requests $5 million and 4 positions to establish a Neighborhood Crime Mapping program in 10 communities to enable criminal justice agencies to be able to describe their current crime patterns, and to predict and prevent emerging "hot spots" of criminal activity. This initiative would be the responsibility of the NIJ Crime Mapping Research Center (CMRC) which serves as a clearinghouse of crime mapping technology and research development. The Center is equipped with state-of-the-art hardware and software and is staffed with researchers trained in geography, cartography, and spatial analysis. The CMRC provides advice and assistance to OJP, the Department, and to communities on the use of geographic information systems to analyze crime data.

This initiative involves three activities – establishing the capacity to map crime at the neighborhood level, building models to predict crime, and sharing lessons learned. Each is described in greater detail below.

(1) Establish Neighborhood Crime Mapping Capacity. If hot spots of criminal activity can be predicted *before* they happen, crime can be prevented. This research program would establish such crime forecasting capabilities in ten sites across the country. The forecasting system requires that data representing indicators of crime, such as measures of disorder and disadvantage, be collected across agencies and analyzed geographically. The analytic engine that will drive this initiative is a Geographic Information System (GIS), which holds promise as a powerful tool for forecasting purposes. These neighborhood-based mapping systems will serve as an early warning signal to local criminal justice and social service agencies—a signal that will aid in the development of strategic and tactical responses.

- NIJ's Crime Mapping Research Center staff will develop comprehensive databases for each of the ten sites, consisting of criminal justice and other data representing indicators of crime and disorder.

- Local coordinating councils representing criminal justice, social services, and research entities, will be established at each site to guide the development of the databases. These councils will ensure that the end users of the crime mapping system are fairly represented and that local control of the project is maintained.

- Funds will be provided to purchase hardware, software, and maps of each of the ten sites will be purchased to enable sites to establish their mapping and analysis capabilities. NIJ will convene a series of working groups of researchers and practitioners to develop the theories, constructs, and instruments that will serve as the basis of the Neighborhood Crime Mapping program.

NIJ estimates the cost of this activity at $3 million per year for a total of 10 sites over the five-year period.

(2) **Develop Predictive Capacity.** In addition to building local capacity in specific neighborhoods, NIJ staff will work with the sites to develop theoretical models for predicting crime that can be applied to all neighborhoods. Specific activities include:

- Developing predictive modeling methods to create forecasting capabilities.

- Forecasting methods will be tested in each of the ten sites to determine the most accurate predictive method.

- The predictive model will be piloted and refined in each of the ten sites.

NIJ estimates the cost of this activity at $1 million. The most important part of this effort will be NIJ staff time. Staff will work very closely with the sites to assess the relative predictive power of a variety of data elements (poverty, health statistics, etc.). In addition, program funds will be required for purchase of specialized statistical modeling software and equipment, and to pay for the time of technical consultants.

(3) **Build a National Knowledge Base.** The long-term value of this research program is its ability to translate lessons learned from a small number of neighborhoods to communities nationwide. This will be accomplished in the following way:

- NIJ will archive the data collected and analyzed for this project, and make the data accessible through the Crime Mapping Research Center Web Site to enable researchers to easily replicate analyses and experiment with new research methods.

- An annual conference will be convened on the development and use of these forecasting systems to provide regular interaction, promote collaboration, and disseminate information on the latest methods and technologies.

- Research in Brief (RIB) papers for each of the ten sites will be published with monies from NIJ's base budget. In addition, NIJ will continue its Crime Mapping Monograph Series, which consists of a series of "how to" monographs covering topics from the basics of implementing a GIS system to advanced spatial analysis methods.

A total of $1 million and 4 positions are requested for this effort. The project demands NIJ staff to work in close collaboration with each of the ten sites, requiring an allocation of 4 sites per person for 2 positions, 3 sites for 1 positions, who will also serve as project director, and 1 position for administrative and program support on the project.

Part 3 - Testing Neighborhood-level Interventions - Community Safety Initiative -$10 million

NIJ requests $10 million and 7 positions for the Community Safety Initiative to demonstrate and evaluate innovative research-based approaches to crime prevention. NIJ staff will work closely with the 10 Neighborhood Crime Mapping sites to identify pressing crime problems, test proposed solutions, and replicate interventions shown to be successful.

After years of rising rates of crime and drug abuse, many communities are showing signs of success in turning the tide -- neighborhood-focused policing has contributed to crime reductions in New York City, combined police-prosecutor efforts against gangs in East Boston have reduced violence in that community, and community-focused collaborative efforts have reduced violent crime in Houston. Local leaders point to specific local actions as explanations for their declines, and often take the credit for their smart policy decisions. More likely, credit belongs not to a single policy or program, but to a series of efforts.

In OJP's Congressionally-mandated review of prevention research, *Preventing Crime: What Works, What Doesn't, What's Promising*, the authors identified a wide range of successful and promising programs. Assessing more than 500 studies, the research team found best practices to developing effective parenting and guardianship skills in homes, to preventing drug abuse through awareness and self esteem training in schools, and to securing community trouble spots through collaborative planning between citizens and justice officials. Other recent research has documented successful interventions with neighborhood gangs; identification and removal of neighborhood "hot spots" through criminal and civil law enforcement tactics; new approaches for curbing spouse and child abuse; new treatments for cocaine addicts; and new community justice concepts for dealing with offenders. Crime Act investments in NIJ program evaluations are adding to this inventory through research on community policing, drug courts, violence against women, and incarceration of violent predators and sex offenders.

Evaluation results may indicate a specific program is successful for a specific crime or target population or under particular circumstances. Simply copying effective programs under different conditions may not produce the same results. And simply publishing an inventory of promising approaches is not likely to engender new successes and it may, in fact, generate new failures as replication is attempted where it is not appropriate to the population or circumstance. Few communities can adapt another city's experience to their own setting without some outside assistance. This proposal seeks to provide communities with that assistance.

The Community Safety Initiative (CSI) has three main activities -- helping communities identify their most salient crime problem(s), assisting the community in selecting possible solutions, and helping the community learn from other community's successes. Elements of the program are described below.

The first element is problem identification. NIJ staff will work closely with the 10 CSI sites to identify specific crime problems for attention. This will help determine the most appropriate topics for testing of solutions. Community crime problem identification will involve intensive hands-on assistance from NIJ staff, as well as additional data collection beyond the foundation laid through the Community Crime Data (CCDI) and mapping initiatives. Funding for this activity would support the actual collection and analysis of local data. This could involve researchers digging through existing files or it could mean collecting new data either through community surveys or via observational studies of ongoing activity. NIJ estimates that this activity would cost $5 million a year for the first two years and $2 million in years 3, 4, and 5.

The second element is testing solutions. NIJ proposes to work with the 10 communities to simultaneously test the effectiveness of multiple crime prevention interventions. These neighborhood demonstrations will be multi-year efforts to determine the impact on community safety, community perception of safety, and overall community well-being, as measured by the data and indicators available because of the CCDI and mapping programs. NIJ will assist communities in designing and selecting interventions to test based on evaluation results. The package of interventions tested in a community must address three public safety targets: offenders, victims and other community members, and justice system reinvention. Each of these public safety targets is discussed below.

- Help communities test interventions to cease the criminal activity of convicted offenders under supervision in the community. The goal is to build human capital and motivation of offenders to pursue legitimate job opportunities.

- Help communities design and test collaborations between residents and police that provide productive, law-abiding developmental pathways for children. NIJ will provide technical assistance on location-specific prevention and group-specific prevention strategies, crime mapping and incidence reporting expertise and help communities design and test systemic preventive programs for children.

- NIJ will provide help to agency managers to think through and implement community-focused management practices. NIJ will also encourage both justice and non-justice organizations to stretch their resources and improve on performance through productive partnerships. Police-prosecutor coordination and joint police-probation officer teams are especially important concepts to community based management.

Consistent with CCDI and mapping funding and assistance, NIJ will develop a research infrastructure within demonstration neighborhoods for measuring and evaluating results over the life of the program. The combined data from these measurement activities will enable planners to modify and redirect intervention activities intelligently. NIJ staff and local evaluation teams will help the community measure program performance with program-specific indicators of success, and will provide feedback for project improvements. NIJ estimates the cost of this activity to be $5 million per year.

The third element is replication of successful models. NIJ will work with the selected communities to modify existing programs, or implement new initiatives, based on the results of the neighborhood demonstrations. By way of illustration, consider a decision to invest in after school recreational programs. At the neighborhood level, planners might create a Boys and Girls Club. They would use data to select a site and target population, and they would monitor performance by collecting data on participant characteristics and attendance, activities offered, disciplinary problems, and on child victimization and delinquency. Research might seek to identify where and how at-risk kids spend their time and come in contact with crime. Researchers would collect information for entire jurisdictions on the times of day and locations for various child activities and victimizations. They could also survey children to learn their fears and how they related to guardianship. They might also track gang involvements as a competing activity. These data would be used to structure and locate new child recreational programs throughout the jurisdiction. NIJ estimates the cost of this activity at $3 million per year in years three, four, and five. Zero funds are requested in years 1 and 2.

Summary of Funding Requested						
	2000	2001	2002	2003	2004	Total
Problem Identification	5,000,000	5,000,000	2,000,000	2,000,000	2,000,000	10,000,000
Testing Solutions	5,000,000	5,000,000	5,000,000	5,000,000	5,000,000	20,000,000
Replication	–	–	3,000,000	3,000,000	3,000,000	10,000,000
Total	10,000,000	10,000,000	10,000,000	10,000,000	10,000,000	50,000,000

NIJ requests 7 positions for research and technical assistance support. 3 staff persons will be responsible for two sites each and 4 staff persons will be responsible for one site each. Staff will work closely with local officials from throughout the criminal justice system, will oversee all research and technical assistance activities at assigned sites, and will be responsible for assuring that all aspects of the infrastructure building and crime mapping components of this initiative are working smoothly in assigned sites.

PERFORMANCE MEASUREMENT TABLE: PRESENTED BY INITIATIVE AND PROGRAM

INITIATIVE: Community Justice and Community-Based Initiatives
PROGRAM/ORG UNIT: Community Data for Community Safety/National Institute for Justice (Justice Assistance Account)

MISSION: To demonstrate and evaluate innovative research-based approaches to crime prevention by working with the 10 Neighborhood Crime Mapping sites to identify pressing crime problems, test proposed solutions, and replicate interventions shown to be successful.

PERFORMANCE INDICATOR INFORMATION			PERFORMANCE TARGETS AND ACTUAL RESULTS					
Type of Indicator	**Performance Indicators**	**Data Source**	**1997 Actuals**	**1998 Final Plan**	**1998 Actuals**	**1999 Initial Plan**	**1999 Current Plan**	**2000 Plan**
Input	1. Appropriation (in millions) 2. New positions	Congress OJP/OBMS						$25M 15
Output/ Activity	3. Funding opportunities for communities 4. Proposals received	NIJ files NIJ contractor						4 50
Intermediate Outcome	5. Number of communities receiving funds for data infrastructure, mapping capacity, and research demonstrations 6. Number of treatment and prevention demonstration projects evaluated	OJP files NIJ files						10 10
End Outcome	7. New analytic model to predict and prevent crime 8. Number of communities with ability to analyze crime data and make strategic policy decisions 9. Number of communities receiving TA on CVS 10. Number of communities participating in annual conferences on analytic methods and mapping 11. Publications including information on Internet	NIJ files NIJ files BJS contractor NIJ contractor NCJRS						1 10 15 50 2
Productivity	12. Grant award time	OJP files						120 days

A. Definitions of Terms or Explanation of Indicators and Data Sources:

B. Factors Affecting 1998 Program Performance.
C. Factors Affecting Selection of 1999 and 2000 Targets. In 2000, the National Institute of Justice (NIJ) requests $25 million to build local crime data collection and analysis capacity in urban, suburban, and rural communities, to improve models for predicting crime in neighborhoods with the use of advanced crime mapping techniques, and to test the effectiveness of selected community crime prevention interventions. Of the total amount, $500 thousand will be provided to BJS to develop and coordinate data collection and analysis protocols.

2. Arrestee Drug Abuse Monitoring System (ADAM) $4,800,000

NIJ requests $4.8 million to expand the Arrestee Drug Abuse Monitoring System (ADAM), of which $3.8 million will be used to take the program from 35 sites to 50 sites and the remaining $1 million will be used to fund local and regional alliance research projects, and develop and conduct an outreach effort to the 35 initial sites which will include understudied areas such as rural, suburban, and Native American lands.

In 1998, Congress provided $4.4 million to initiate a major redesign of the Drug Use Forecasting (DUF) program, over a period of several years, as the renamed Arrestee Drug Abuse Monitoring program. ADAM will provide local and national policymakers a strong basis from which to make policy decisions. It is the only federally-funded drug use prevalence program to directly address the relationship between drug use and criminal behavior and is the only program to provide drug use estimates based on urinalysis results, which are proven to be the most reliable method of determining recent use. ADAM findings are processed and released immediately and allow for quarterly monitoring in changes of use of a wide range of drugs by numerous subgroups of the offender population.

In 1998, the first year of expansion, the ADAM program has achieved several major successes such as the awarding of a contract for overall system management to improve the consistency and quality of data collection and analysis and a drug policy specialist was hired to fully exploit the richness of the data collected and to help analyze local crime and drug data for policy making. However, the most significant success was the expansion of the program from 23 to 35 sites. Twelve new sites in Western states have been asked to join the program. These new sites fill in gaps that previously existed among this important, more suburban and rural part of the U.S. which is also experiencing some of the Nation's strongest population growth. Each of the new local sites management grants was subject to competition to assure top quality local management, and to assure universal commitment to new performance standards. The sample selection strategy in each of the sites was redesigned to assure locally representative samples to feed into a national estimate of drug use among arrestees. In addition, important changes in the methodology of data collection are currently being formulated, including implementation of a rigorous sampling strategy that will provide local prevalence estimates; revision of the interview instrument to improve validity of the data collected; and development of systems that will ensure greater accountability and performance among site personnel. Additional funds are critical to fully realizing the benefits of improvements to the program currently being put in place.

This year, ADAM program staff studied the dynamics of local drug markets and published the results. The study addressed the relationship between drug buyers and sellers, factors motivating drug users to temporarily stop drug use, typical consumption and purchase patterns, and how local drug purchase and use patterns are affected by police interventions. Since publication in December 1997, this document has been downloaded from NIJ's web site more often than any other document.

Of the $4.8 million requested, $3.8 million is needed to continue expanding coverage of ADAM sites from 35 to 50 sites by the end of 2000. Increasing the number of sites will allow the program to pursue two important but distinct goals with respect to population coverage.

First, more sites will expand the ability to directly inquire into drug problems in particular cities, rather than relying solely on a national representative sample that cannot provide insights for specific communities. The capability to look at drug use at the local level was the most important contribution made by the original DUF program. It is now better understood how different kinds of drugs are abused and that patterns of use vary tremendously from one region of the country--and even one city--to the next. For example, the growing phenomenon of methamphetamine use in the West became apparent through the DUF program while other systems had only started to register the trend. Current increases in heroin use among young people being seen in ADAM samples may not register in a national sample for many years. Heroin is a drug that appears to be particularly susceptible to local conditions and needs to be monitored throughout the United States. Expansion to the next 15 sites, largely Eastern U.S. cities, will be critical for monitoring this serious health problem.

Second, the addition of ADAM sites will enable the program to estimate drug use at the national level. The value of the program will be multiplied greatly when, along with providing data for the majority of large U.S. cities, data can be generalized to the entire population.

The remaining $1 million will be used for two major enhancements of the program. First, $500,000 will allow NIJ to confront the current inadequate capacity within ADAM to fund local and regional alliance research projects. The potential of ADAM data for research of local, regional and national dimensions is significantly increased by the improved data collection methods being introduced. What is currently limited is the capability to give researchers the means to capitalize on the data collected at their sites and to use the data in informing the policymaking process. For many years, site directors have asked for support from the program to conduct site-specific research. These site directors, researchers who are coordinating criminal justice research and planning in their communities, have recently brought proposals to conduct research on topics specific to their needs. For example, in the area of domestic violence, two recent proposals include a study of the relationship between alcohol, other drugs, and domestic violence in Albuquerque, particularly in the Latino community; and an evaluation of a jail-based treatment program for batterers in Sacramento County.

To fully engage local participation and ownership in ADAM, the program must be prepared to respond to needs for information about specific problems being faced in our communities. ADAM will provide a solid, existing platform from which research can be cost effectively conducted. Findings from that research can then be efficiently disseminated to the community through ADAM-supported publication products.

The remaining $500,000 will allow NIJ to move ahead with development of the methodology and start to initiate an outreach program at the 35 currently operational sites. This outreach program will focus on data collection in understudied areas such as suburban, rural and tribal settings. Sites will select a specific non-urban area of interest for annual study as part of this program. Urban areas have traditionally been the focus of government anti-drug and anti-crime measures, and very little is known about the relationship between drugs and crime in a rural, suburban, or tribal setting. Current trends indicate that crime and drugs are a growing problem outside urban areas, and yet very little attention has been paid to these locations to date. NIJ plans to address this deficiency through the outreach to understudied areas program.

The ADAM staff will continue its efforts to coordinate a government-wide partnerships among other federal agencies such as the Centers for Disease Control and Prevention, the Drug Enforcement Administration, and the Center for Substance Abuse and Treatment to develop new measures on local issues of public health, drug markets, and treatment needs.

PERFORMANCE MEASUREMENT TABLE: PRESENTED BY INITIATIVE AND PROGRAM

INITIATIVE: Breaking the Cycle of Substance Abuse and Crime
PROGRAM/ORG UNIT: Arrestee Drug Abuse Monitoring System (ADAM)/National Institute of Justice (Justice Assistance Account)

MISSION: Provide a platform for estimating national and local drug use trends among adult and juvenile arrestees; for assessing criminal justice and social policy topics; and for evaluating national and local policy initiatives.

PERFORMANCE INDICATOR INFORMATION		PERFORMANCE REPORT AND PERFORMANCE PLANS						
			1998 Performance Report			Performance Plans		
Type of Indicator	Performance Indicators	Data Source	1997 Actuals	1998 Final Plan	1998 Actuals	1999 Initial Plan	1999 Current Plan	2000 Plan
Input	1. Appropriation	Congress	NA	$4.4 M	$4.4 M	$0	$0	$4.8 M
	2. Number of new staff	Congress						0
Output/ Activity	3. # of arrestee drug testing sites	NIJ files	23	35	35	35	35	50
	4. # of questionnaires with funding support for analysis.	NIJ files	0	13,000	13,000	13,000	13,000	20,000
	5. # of days until questionnaire and urinalysis data available to local sites.	Site reports	NA	60 days	60 days	60 days	60 days	60 days
Intermediate Outcome	6. # sites receiving research design and quality control technical assistance.	NIJ files	6	35	35	35	35	50
	7. # of arrestee drug testing outreach sites (suburban, rural and tribal lands).*	NIJ files	0	0	0	0	0	0
	8. # of LECCs funded to coordinate ADAM sites.	NIJ files	NA	35	35	35	35	50
End Outcome	9. # of community drug research policy collaboratives.	NIJ files	0	35	35	35	35	50
	10. # of issue-specific research addendums.	NIJ files	1	10	10	10	10	20
	11. # of grants for drug-crime research supported by NIJ's non-technology base funds.	NIJ files	5	10	10	10	10	20

A. Definitions of Terms or Explanations for Indicators and Data Source: NA

B. Issues Affecting 1998 Program Performance. NIJ replaced the DUF Program with the ADAM program in FY 1997.

C. Issues Affecting Selection of 1999 and 2000 Plans. *In 2001, 75 outreach sites will be operational.

5. Computer Crime and Cyber-Fraud: Developing a National Statistical Program $250,000

Forty-nine States and the Federal government have enacted specific computer crime statutes which provide penalties ranging from civil remedies to incarceration. The proposed statistical series would be designed to gather information on the enforcement of these statutes and changes over time to the incidence and prevalence of offending. At present, there are no national data available to characterize the nature or extent of computer crime nationwide or to serve as a baseline against which future data could be compared.

This proposal would create a mechanism to measure the frequency with which computer crimes occur and the consequences of those crimes. The capability to conduct such measurements will carry with it substantial benefits, such as increased willingness among corporate entities to report and prosecute law violators, and is likely to change public views about the problem and how the justice system should respond. Since most states have now enacted such computer crime statutes, learning more about the magnitude and context of such crimes, complemented by case-processing data, will further our understanding of the effectiveness of enforcement strategies. In addition, such data should help to identify emerging classes of computer crimes. Finally, the accurate measurement of the problem nationwide is a uniquely Federal responsibility, particularly as computer crime offenses are often interstate or international in their origin or impact.

Computer crime may affect a wide array of victims, drawn from both the public and private sectors, and may reflect a diversity of criminal behaviors. The general categories of computer crime for which data would be collected include:

- *unauthorized access or use for illegal purposes*, such as unauthorized penetrations of financial network and use of network to facilitate future crime such as child abduction.
- *causing damage to systems or records*, such as incidents involving vandalism to financial records or destruction of networks and costs to repair damage or reconstruct financial records.
- *theft of intellectual property*, such as theft of computer programs or software, and illegal transfer of proprietary computer code.
- *economic fraud or gain,* such as illegal credit card transactions over the Internet and creation of false identities for purposes of theft from financial networks.

In 2000, the Bureau of Justice Statistics (BJS) requests $250,000 to develop a national statistical program relating to computer crime and cyber-fraud. The task will begin with a design phase and conclude with an annual reporting program. Major efforts will be devoted to identifying the data collection objectives, preparing agreements with respondent data sources, and examining the range of data available on a recurring basis. However, of greatest importance will be the delineation of the specific behavioral measures which will constitute computer crime. BJS will coordinate these efforts closely with relevant DOJ components, including the Computer Crime and Intellectual Property Section (CCIPS) of the Criminal Division and the FBI, as well as with other relevant agencies, including the Federal Deposit Insurance Corporation and the Security and Exchange Commission. This initiative has been discussed with the CCIPS, the FBI's National Infrastructure Protection Center, and the National Institute of Standards and Technology. All have testified to the tremendous need for the proposed statistical program and that no such data currently exists.

BJS is uniquely qualified to carry out this new statistical program, particularly among units of State and local governments. In 1984, BJS initiated the first-ever statistical study of ATM and Electronic Funds Transfer Fraud and historically has had lead responsibility for assisting States in the development of information systems for a wide variety of purposes. Most recently, BJS has served as the primary architect of criminal history records systems nationwide and has regularly surveyed those operating systems on their functions and activities.

BJS has not collected or published any data on this emerging crime problem in 15 years. The range and volume of economically significant types of electronic transactions have grown exponentially while there are no current national data series measuring the extent of fraud associated with such transactions. There is no single source of national data to inform policy-makers and the public on the magnitude of such losses, the types of transactions most vulnerable to fraud, and the extent to which the incidence and prevalence of loss vary over time and across geographic areas. While we know that bank robbery accounts for about 2% of the robberies in the U.S. with an average loss of $4,207 per incident, there are no equivalent measures of the distribution by victim or the size of loss associated with ATM, EFT, or other types of financial transactions. In addition to economic fraud, there are other types of thefts and illegal acts which need to be counted and described. These include unauthorized access to or use of computer networks, causing damage to systems of records, and theft of intellectual property. There is no current source for information on these kinds of crimes and their consequences.
Reliable empirical measures on the nature and scope of computer crime and fraud are essential to demonstrate conclusively existing and predicted threats to the national infrastructure, and are in high demand among all Federal agencies involved in this arena, as well as by academia, the private sector, and Congress.

PERFORMANCE MEASUREMENT TABLE: PRESENTED BY INITIATIVE AND PROGRAM

INITIATIVE: Enhancing Technology Initiative (Including Information Technology)
PROGRAM/ORG UNIT: Computer Crime and Cyber-Fraud/Bureau of Justice Statistics (Justice Assistance Account)

MISSION: Establish a data collection program on computer crime to, for the first time, collect national data on various types of computer crimes and cyber-fraud to estimate the incidence and prevalence of such crimes, as well as provide data on the victims and offenders involved.

PERFORMANCE INDICATOR INFORMATION			PERFORMANCE REPORT AND PERFORMANCE PLANS					
			1998 Performance Report			Performance Plans		
Type of Indicator	Performance Indicators	Data Source	1997 Actuals	1998 Final Plan	1998 Actuals	1999 Initial Plan	1999 Current Plan	2000 Plan
Input	1. Appropriation	OBMS						$.25M
Output/ Activity	2. Identify data collection objectives 3. Examine range of available data 4. Design data collection procedures 5. Establish coordination and endorsement from relevant Federal agencies and other respondent data sources.	Greenfeld, BJS Greenfeld, BJS Greenfeld, BJS Greenfeld, BJS						* * * *
End Outcome	**							

A. Definitions of Terms or Explanations for Indicators and Data Source: * Results to be achieved.
** Information is an integral part of the BJS summary GPRA chart and cannot be represented individually.

B. Issues Affecting 1998 Program Performance.

C. Issues Affecting Selection of 1999 and 2000 Plans.

Clinton Presidential Records
Digital Records Marker

This is not a presidential record. This is used as an administrative marker by the William J. Clinton Presidential Library Staff.

This marker identifies the place of a tabbed divider. Given our digitization capabilities, we are sometimes unable to adequately scan such dividers. The title from the original document is indicated below.

Divider Title: **2**

PART II TECHNOLOGY FOR CRIME SOLVING

Investigative and Forensic Sciences:	
Development of Baseline Data and National Guidelines	$ 2,000,000
DNA Identification Grants Program:	
Crime Laboratory Improvement Program (CLIP)	$10,000,000
National White Collar Crime Center (NWCCC)	$ 5,028,386
Counter-terrorism Initiative	$ 5,000,000
Total	$22,028,386

C. MEETING NEW CHALLENGES - PROGRAM INITIATIVES

1. Investigative and Forensic Sciences: Development of Baseline Data and National Guidelines $2,000,000

In the NIJ research report *Convicted by Juries, Exonerated by Science,* the Attorney General enumerated several tasks for the scientific and justice communities including "ensuring proficiency and credibility of forensic scientists so that their results and testimony are of the highest caliber and are capable of withstanding exacting scrutiny." Support for the development of successful protocols, as well as the collection of fundamental information about the activities of crime laboratories is needed to effectively support the forensic community in meeting these objectives. This initiative will: (1) assess the current capacity of forensic labs and (2) develop national guidelines on effective handling of evidence in investigations.

NIJ proposes to initiate, develop, and support several Technical Working Groups (TWG) dedicated to creating guidelines and protocols for investigative and forensic sciences. NIJ will create new protocols and establish national guidelines and standards, based on a broad-based consensus from criminal justice professionals, to ensure the sound identification, collection, and preservation of forensic evidence and its presentation in the courtroom as well as develop criteria for training investigators.

There are no nationally recognized investigative and forensic science protocols to guide State and local law enforcement. Police departments currently operate under a broad array of investigative and procedural guidelines based on State and local standards, which range from sophisticated to seat-of-the-pants.

In December 1997, NIJ published National Guidelines for Death Investigation, which was the first national presentation of guidelines for any crime scene investigation, death or other. The study that led to the publication of these guidelines was initiated in June 1996, and its purpose was to identify, delineate, and assemble a set of investigative tasks that should and could be performed at every death scene. These tasks would serve as the foundation of the national death investigative scene guidelines.

NIJ developed the death investigation guidelines after it selected an independent review panel whose members represented international and national organizations. Two multi-disciplinary technical groups were formed, one with members representing the investigative community at large, and the second consisting of an executive board representing the investigative community at large. The guidelines are the result of a consensus reached by these experts.

The purpose of the second part of the national death investigator guidelines research was to identify training criteria for each of the 29 national guidelines. This research is ongoing and is expected to be completed by summer 1998. For each guideline, a minimum level of performance will be developed and verified by members of the review panel. These training guidelines will provide both individuals and educational organizations the material needed to establish and maintain outcomes for each investigative trainee.

NIJ has already convened technical working groups on crime scene investigation and eyewitness evidence that include State and local investigators, training representatives, prosecutors, and defense attorneys, along with researchers who are working in these fields.

Specifically, NIJ will target $1,500,000 to support the following objectives:

- Continue three new technical working groups: one on eyewitness evidence; one on crime scene evidence; and one on cybercrime.

- Develop national guidelines for the identification, collection, and preservation of crime scene evidence by investigators and development of criteria for training investigators. National guidelines and protocols for evidence collection have not been typically established for law enforcement use.

- Develop national guidelines for the identification, collection, and preservation of eyewitness evidence and criteria for training investigators. The protocols and guidelines will, for the first time, provide investigators across the country with a set of national guidelines for eyewitness interviewing and crime scene investigations.

- Fund projects to develop, enhance, and demonstrate technologies that will address recommendations from the Technical Working Groups such as on-scene analytic tools, evidence preservation devices, eyewitness interviewing tools, and innovative training systems.

The remaining $500,000 will be used by BJS to conduct the first-ever national survey of forensic laboratories to address the lack of available information regarding the nation's crime labs and laboratory policies and procedures. These critical baseline data will provide information to support the TWG in their work to establish national guidelines and respond to the repeated demands of laboratory directors for data to enable comparisons of workloads, procedures, and technological capabilities among the different laboratories. Specifically, the data will identify the capacity to analyze evidence including administrative information on staffing and budget, policies and procedures (including chain-of-custody), the number and sources of cases/evidence received, backlogs in processing of cases, and contracting of work to private laboratories. BJS expects to establish this data collection as an ongoing series that will provide trend data and allow for the assessment of the implementation of the TWG-developed guidelines and protocols, as well as an examination of the laboratories progress in managing cases and backlogs.

The proposed new data collection program expands on work BJS is currently conducting under the 1998 survey of DNA laboratories. Experience gained in the development and data collection of the DNA survey will be useful in the establishment and implementation of the forensic laboratory survey, which is much larger in scope as it includes all areas of the crime laboratory. Cost estimates are based on the activities associated with the development of a sample of publicly funded crime laboratories, development and testing of a survey instrument, collection of data from the laboratories, quality assurance of the survey responses, analysis of the survey data, and development of a public-use data set.

PERFORMANCE MEASUREMENT TABLE: PRESENTED BY INITIATIVE AND PROGRAM

INITIATIVE: Meeting New Challenges
PROGRAM/ORG UNIT: Investigative and Forensic Sciences /National Institute of Justice (Justice Assistance Account)

MISSION: To initiate, develop, and support several Technical Working Groups dedicated to creating guidelines and protocols for the investigative and forensic sciences. Blinders Project -- To develop, promote and implement a holistic, directed objective investigations program.

PERFORMANCE INDICATOR INFORMATION			PERFORMANCE TARGETS AND ACTUAL RESULTS					
			1998 Performance Report			Performance Plans		
Type of Indicator	Performance Indicators	Data Source	1997 Actual	1998 Final Plan	1998 Actual	1999 Initial Plan	1999 Current Plan	2000 Plan
Input	1. Appropriation (in millions)	Congress	$0M	$0.5M	$0.5M	$0.5M	$0.5M	$2M
	2. New positions	OJP/OBMS						1
	3. Number of proposals received	NIJ files	0	1	1	3	3	25
	4. Solicitations	NIJ files	2	3	3	2	2	5
	5. Existing research results	*	NA	NA	NA	NA	NA	12
	6. Convening of Objective Investigations Planning Panel	*	NA	NA	NA	NA	NA	TBD
Output/ Activity	7. TWGS Formed	NIJ files	0	2	0	2	2	3
	8. TWG Meetings	NIJ Files	0	2	0	8	8	12
	9. Awards and Interagency Agreements	OJP files	1	3	3	4	4	12
	10. Conference presentations	NIJ files	10	10	10	12	12	25
	11. National Survey of Labs	BJS files	NA	NA	NA	NA	NA	YES
	12. Develop protocols for the identification, collection and preservation of evidence	*	NA	NA	NA	NA	NA	8
	13. Establish and test curriculum	*	NA	NA	NA	NA	NA	200
	14. Develop training criteria, tools and materials	*	NA	NA	NA	NA	NA	TBD

Intermediate Outcome	15. Minutes from TWG Meetings	NIJ files	0	2	0	8	8	12
	16. Test, evaluations, and assessments	NIJ files	0	1	1	1	3	7
	17.. Protocol test sites operational	NIJ files	0	0	0	0	0	2
	18. Final reports	NIJ files	0	0	0	2	2	5
	19. Number of panel meetings	*	NA	NA	NA	NA	NA	4
	20. Number of reports and publications	*	NA	NA	NA	NA	NA	24
End Outcome	21. Prototypes developed	NIJ files	1	1	1	4	4	8
	22. Publications including information on Internet	NIJ files	4	3	3	5	5	8
	23. Training and technical assistance available	BJA files	NA	NA	NA	YES	YES	YES
	24. Protocols established and disseminated	*	NA	NA	NA	NA	NA	300
	25. Training curriculum established	*	NA	NA	NA	NA	NA	20
	26. Number trained	*	NA	NA	NA	NA	NA	8

A. Definitions of Terms or Explanation of Indicators and Data Sources:
*BLINDERS: Annual Program Performance Report on Investigations

B. Factors Affecting 1998 Program Performance. The FY 98 budget wasn't passed by Congress and signed by the President until late November.

C. Factors Affecting Selection of 1999 and 2000 Targets. Congress must re-authorize 1% set-aside for these fiscal years to address research, development, and demonstration of related technologies so that the products and recommendations of the Technical Working Groups can be efficiently and effectively addressed. At least one additional employee in NIJ/OS&T/Research Technology Development Division will be needed to effectively plan the Technical Working Groups and manage related technologies.

2. The DNA Identification Grants Program - Crime Laboratory Improvement Program (CLIP) $10,000,000

To provide the best service possible to the criminal justice system, crime laboratories must stay abreast of and have access to the latest technology and methods to analyze forensic science evidence. Limitations surrounding accessibility to new technologies, training, and support threaten the quality and effectiveness of the criminal justice system. These limitations can be overcome both by increasing the capacities and capabilities of State and local crime laboratories and by developing a means of accessing specialized forensic services that extend as a network available to the forensic science community. The framework of sharing methods, equipment and other resources that are valuable already exists in the forensic community where consortiums of laboratories share certain DNA-based technologies across states and regions. The Crime Laboratory Improvement Program (CLIP) will leverage lessons learned in implementing DNA techniques to other critical forensic science areas such as transfer (trace) evidence, bomb and arson, latent print examinations and others.

NIJ requests $10 million and four positions for CLIP to improve the ability of the nation's crime laboratories to more effectively support investigations by bringing the best available science to bear in the investigations of serious crimes. These funds will be used for the following purposes:

1. To award grants to at least 12 agencies in at least 12 states to expand and improve their investigative and analytic capabilities. Grants will be awarded following NIJ's external review process which will include a review by the FBI.

2. A three day National Workshop will be held to identify crime laboratory development in several specific areas which will include resource protocol for State and local agencies to gain access to specialized forensic capabilities unavailable to them, fee for service arrangements like the MetroCard concept, and protocol for obtaining sound scientific testing on forensic evidence in specialized national or private laboratories.

3. Initiate a national survey to identify the status and needs for specialized forensic capabilities by State and local laboratories in cooperation with the FBI.

4. Initiate training, research, and technical assistance to help expand the State and local investigative and analytic capabilities in coordination with FBI, BJA, and other DOJ efforts.

5. Establish a State, local, and Federal steering group for the National Law Enforcement and Corrections Technology Centers (NLECTC) to give advice on the development of protocols for locating and funding high priority, hard to find forensic capabilities in critical State

and local criminal investigations. Among the planning members of this group will be the FBI, the American Society of Crime Laboratory Directors (ASCLD), and the American Academy of Forensic Sciences.

The explosion in both technology and detection capabilities and the availability of new tools being implemented by criminals, coupled with a number of incidents which have called into question the integrity of parts of the nation's forensic laboratory system, makes it essential that the nation continue to develop, test, and implement new forensic capabilities across the country. CLIP will build on a number of efforts within the Department of Justice to address critical forensic science needs at the State and local levels of the criminal justice system. These efforts include the existing NLECTC mechanism for locating and funding high priority, hard-to-find forensic capabilities when State and local agencies must have the support in critical criminal investigations. For example, investigators in Oregon needed assistance in a murder case to establish whether a battery cable had initiated a fire and whether a metal fuel line had been disconnected deliberately or melted apart during a fire. NIJ arranged for and funded a metallurgist at a U.S. Air Force funded laboratory to conduct specialized analysis that could not be performed by the staff of any existing crime laboratory in the United States. The State obtained a conviction.

A total of four new positions are required to support the Crime Laboratory Improvement Program. These four new managers will survey, monitor, evaluate, and provide technical assistance to State and local forensic laboratories.

PERFORMANCE MEASUREMENT TABLE: PRESENTED BY INITIATIVE AND PROGRAM

INITIATIVE: Enhancing Technology Initiative (Including Information Technology)
PROGRAM/ORG UNIT: DNA Identification Grants Program Including Crime Laboratory Improvement Program (CLIP)/National Institute of Justice (VCRP Account)

MISSION: To improve the capabilities and capacities of State and local crime laboratories by developing a national network for accessing specialized forensic services (e.g. methods, equipment, and other resources) available to the forensic science community for cross-jurisdictional cooperation and collaboration in criminal investigations.

PERFORMANCE INDICATOR INFORMATION			PERFORMANCE REPORT AND PERFORMANCE PLANS					
			1998 Performance Report			Performance Plans		
Type of Indicator	Performance Indicators	Data Source	1997 Actuals	1998 Final Actuals	1998 Plan	1999 Initial Plan	1999 Current Plan	2000 Plan
Input	1. Appropriations	Congress	$3M	$12.5M	$12.5M	$15M	$15M	$25M
	2. Number of new positions	OBMS	n/a	n/a	n/a	n/a	n/a	4
	3. Number of solicitations	NIJ Files	n/a	n/a	n/a	n/a	n/a	1
	4. Number of grant applications	NIJ Files	62	68	68	63	63	90
	5. Number of grant awards	NIJ Files	15	40	40	20	20	67
	6. Number of National surveys and workshops	NIJ Files	n/a	n/a	n/a	n/a	n/a	2
Output/ Activity	7. Labs (all types) adding new capabilities	Progress Reports	15	40	40	20	20	132
	8. Percent increase in laboratory capacity	Progress Reports	n/a	n/a	n/a	n/a	n/a	30
	9. Percent reduction in time required for evidence analysis	Progress Reports	n/a	n/a	n/a	n/a	n/a	20
	Cumulative number of DNA lasbs demonstrating:							
	10. Development of CODIS-compatibel database systems	Progress Reports	n/a	n/a	n/a	n/a	n/a	120
	11. Decreased testing backlogs	Progress Reports	n/a	n/a	n/a	n/a	n/a	120
	12. Decreased testing time and cost	Progress Reports	n/a	n/a	n/a	n/a	n/a	120
	13. Improved accuracy of test results	Progress Reports	n/a	n/a	n/a	n/a	n/a	120
Intermediate Outcome	14. Number of labs initiating training, research, and technical assistance.	Progress Reports	n/a	n/a	n/a	n/a	n/a	12
	15. Equipment procurement and implementation; database compilation; progress reporting	Progress Reports	n/a	n/a	n/a	n/a	n/a	120

End Outcome	16. Number of labs demonstrating improved capabilities and capacities; improved cooperation among agencies 17. Federal, State, and local steering group created for development of national protocols 18. Number of convicted offender DNA samples eliminated.	Program Review NIJ Files Lab Records	n/a n/a n/a	n/a n/a n/a	n/a n/a n/a	n/a n/a n/a	n/a n/a n/a	132 1 500,000
Productivity/ Efficiency	19.Number of labs demonstrating faster evidence analysis results; improved access to external capabilities; increased laboratory capacities.	Program Review	n/a	n/a	n/a	n/a	n/a	132

A. Definitions of Terms or Explanations for Indicators and Data Source:

B. Factors Affecting 1998 Program Performance.

C. Factors Affecting Selection of 1999 and 2000 Plans.

4. National White Collar Crime Center (NWCCC) $5,028,386

The National White Collar Crime Center Program provides a nationwide support service for Federal, State and local agencies in conducting multi-state investigations of white collar crimes, including investment, telemarketing, and securities fraud, advanced fee loan scams, health care fraud and financial crimes against the elderly, and computer crimes.

In 2000, the Bureau of Justice Assistance (BJA) requests an increase of $5,028,386 to support the work of the National CyberCrime Training Partnership (NCTP), formerly the Infotech Working Group, in concert with DOJ's Criminal Division. The NCTP is a national partnership comprised of Federal, State and local level law enforcement, investigative and prosecutorial agencies. Its mission is to provide guidance and assistance to law enforcement and prosecutorial agencies in an effort to ensure that these communities are properly trained to address computer-related crime. In this capacity, the NCTP serves as a centralized, operational focal point for assessment, design and delivery of Federal, State and local training and technical assistance regarding computer crime investigation and prosecution.

The NWCCC was selected to serve as the operations center for NCTP activities due to its position as a fully functioning support service group. It will provide logistic, administrative and communication support for NCTP activities, and will serve as the State and local liaison and training arm of the Partnership. It will also act as a clearinghouse, providing information on all federal computer crime training available to State and locals as well as a "yellow pages" of resources available in forensic computer science, computer and network investigations. Specifically, the NWCCC will serve as the primary delivery vehicle of cybercrime training for the State and local communities and in 2000, the NWCCC will deliver basic training through developed, standardized courses such as CyberCop 101 and Networking 101.

The NCTP has recognized the need to standardize federal computer crime training programs, and incorporate them within a high quality, multi-level training program in computer-related criminal investigation and prosecution. To this end, NCTP has identified 14 training courses that need to be developed and presented to meet the challenges of cybercrime, and is in the process of standardizing them government-wide, with the NWCCC serving as the administrative and logistical "hub." Thus, for example, an individual having taken a basic course in computer investigation at the FBI will be able to participate in a more advanced course at the Department of Defense, and know that the prerequisites for that course had been met through the FBI training. In the process of standardizing federal training courses in this area, a database is being created of all computer-related training available government-wide.

In its role as the State and local liaison and training arm of the NCTP, the NWCCC will provide one-stop-shopping for State and local law enforcement and prosecutorial agencies, providing information on all federal resources relating to cybercrime, including training, available government-wide. The NWCCC will also serve as the primary delivery vehicle of cybercrime training for the State and local communities. While multiple federal agencies currently provide training on cybercrime issues, the primary focus of this current training is for Federal agents and prosecutors, not State and locals. The FBI has also requested an enhancement in 2000 to conduct cybercrime training, but the FBI's existing and planned training efforts in the area of cybercrime do not duplicate the proposed efforts at the NWCCC. The NWCCC will be providing basic skills training, while much of the FBI training is focused on providing advanced skills sets to FBI agents. The FBI and NWCCC, through their mutual participation in the NCTP, will closely coordinate their activities to ensure that the current and future focus of their training programs **does not result in the duplication of efforts.**

The foundation of BJA's request for an increase is a 5 year budget plan for NWCCC training activities, which was drafted based on program development objectives determined by the NCTP and two focus groups which provided State and local law enforcement the opportunity to detail their needs in the area of cybercrime training. The results of these focus groups confirmed predictions that nearly all law enforcement officers require at least a basic level of training in this area. Additionally, investigators of all types of crime require basic training, and computer crime investigators require several levels of training. This input was incorporated in the NCTP's design for the scope of its training program, and in the development of its 5 year budget plan.

This 5 year budget plan recognizes that program start-up costs will involve a significant investment in computer hardware and software, and will require continuous upgrading. Facility and equipment sharing between NWCCC and the FBI has been initiated, as well as cross-utilization of instructors. Discussions for similar cooperation have been initiated with the Federal Law Enforcement Training Center (FLETC). The increase will assist in further advancement and development of sixteen CyberCop 101 training courses in addition to courses in development and pilot testing of CyberCop 201, Networks 101, and an Internet course.

PERFORMANCE MEASUREMENT TABLE: PRESENTED BY INITIATIVE AND PROGRAM

INITIATIVE: Enhancing Technology Initiative (Including Information Technology)
PROGRAM/ORG UNIT: National White Collar Crime Center/Bureau of Justice Assistance (Justice Assistance Account)

MISSION: To support member agency investigations and prevention efforts related to economic crimes.

PERFORMANCE INDICATOR INFORMATION			PERFORMANCE REPORT AND PERFORMANCE PLANS					
			1998 Performance Report			Performance Plans		
Type of Indicator	Performance Indicators	Data Source	1997 Actuals	1998 Final Plan	1998 Actuals	1999 Initial Plan	1999 Current Plan	2000 Plan
Input	1. Appropriation 2. Number of applications received (Program and T&A)	BJA AR *	$3.85M 2	$5.35M 2	$3.85M 2	$5.35M 2	$5.35M 2	$10.38M 2
Output/ Activity	3. Number of applications reviewed 4. Number of awards made	* *	2 2	2 2	2 2	2 2	2 2	2 2
Intermediate Outcome	5. Number of monitoring site visits made	*	4	5	4	5	5	5
End Outcome	6. Number of white collar crime investigations supported 7. Number of arrests as a result of services provided by projects 8. Number of individuals prosecuted 9. Number of individuals convicted 10. Number of criminal justice and regulatory personnel trained	* * * * *	* * * * 710	75 60 50 50 1,000	* * * * 710	75 70 65 63 1200	75 70 65 63 1,200	75 70 65 63 2000
Productivity/ Efficiency	11. Average staff hours per grant award 12. Average number of grants per program manager 13. Average number of staff hours per grant devoted to monitoring	* * *	40 23 64	40 23 64	40 23 64	40 23 64	40 23 64	40 20 64

A. Definitions of Terms or Explanations for Indicators and Data Source:
BJA AR= Bureau of Justice Assistance's Annual Report
* National White Collar Crime Center Annual Program Performance Report

B. Issues Affecting 1998 Program Performance.
* Statistics are not available at this time. They are under review by the National White Collar Crime Center.

C. Issues Affecting Selection of 1999 and 2000 Targets.

III. COUNTERTERRORISM INITIATIVE

A. SUMMARY PERFORMANCE PLAN

The existing national threat of terrorism incidents involving weapons of mass destruction (WMD), such as chemical, biological and nuclear weapons, demands that countermeasures be developed and perfected to defend the United States. Most State and local governments lack the specialized equipment and expertise needed to effectively respond to terrorist attacks. Federal leadership in counterterrorism technology development, training and equipment acquisition will result in better prepared state and local public safety agencies. OJP's efforts in this area include: developing new technologies for use by all first responders to detect, disarm and protect against these weapons and developing and institutionalizing, where feasible, comprehensive training programs for first responders; and providing technical assistance and grants to states and localities for the purpose of buying equipment appropriate to counter the WMD threat.

This initiative addresses the following OJP goals:

Goal 5: Continue to expand current efforts to use technology in all arenas of the criminal justice system.

Goal 7: Support the federal integrated initiative for counterterrorism through training grants to provide specialized training and equipment and develop advanced technologies to enhance the capability of law enforcement, fire and emergency service departments to respond to terrorist attacks.

Goal 13: Continue to meet or exceed the expectations of OJP customers through effective use of the best planning and management practices, new information technology, employee accountability, and a motivated and diverse workforce.

All program increases identified under this initiative support the DOJ priority of providing **Assistance to State and Local Governments** and the following DOJ goal:

Goal 1: Improve the crime-fighting and criminal/juvenile justice system capabilities of State and local governments.

B. NEW INITIATIVES

	Pos	FTE	Amount
Counterterrorism Technology Development (VCRP)	4*	2*	$5,000,000

* Presentation only. Positions/FTE funded from VCRTF.

The World Trade Center and Oklahoma City bombings serve as unfortunate reminders that our nation must be prepared to identify and manage terrorist incidents. By 2000, existing OJP counterterrorism program activities will have collectively begun to respond to the training and equipment needs of State and local first responders. NIJ has made significant progress in commercializing counterterrorism technologies for use by the law enforcement community. For example, concealed weapons detection technology, which is commercially available, uses low-power x-rays to detect concealed contraband. The California Department of Corrections is planning to purchase 40 systems to prevent the introduction of weapons and other contraband into correctional facilities. Another device, which is a walk-through portal, is almost ready for commercialization and measures the changes in the earth's magnetic field caused by the steel in weapons. It is more sensitive than current devices, able to detect weapons with a smaller steel content, and can distinguish weapons from such innocuous objects as keys. OJP's counterterrorism technology efforts reflect the priorities of the Administration and of the State and local first responder community. OJP shares in the Department's commitment to collaborating with State and local jurisdictions, DOJ components, as well as those agencies responsible for protecting our country against terrorism -- such as the Department of Defense, the Federal Emergency Management Agency, and the National Security Council -- in developing a comprehensive counterterrorism technology program.

1. **Counterterrorism Technology Development** - NIJ requests $5 million and 4 positions to enhance the safety of the first responder community -- law enforcement, firefighter and emergency medical services personnel -- by developing better tools to anticipate, prevent, and recover from terrorist acts. These funds will allow NIJ to (1) capitalize on the investments it has made in this area; (2) conduct operational testing and assessment of technologies currently under development; (3) support new efforts that capitalize on advances in technology to develop lower cost, more effective tools; and (4) support continued development of concealed weapons detection technologies.

   This increase is requested under the VCRP appropriation, budget activity Counterterrorism Technology Development. Related appropriation language and budget charts are on pages 173-183.

C. COUNTERTERRORISM - PROGRAM INITIATIVE

Counterterrorism Technology Development $5,000,000

In 2000, NIJ requests $5 million and 4 positions to enhance the safety of the public and of first responder personnel by developing better tools to anticipate, prevent, and recover from terrorist acts. These funds will be used to develop technologies that are first responder specific to assist the State and local first responder community -- firefighters, emergency medical services personnel, and law enforcement officials -- in their roles as first responders to acts of terrorism. Devices that enable first responders to monitor terrorist activity through building walls or to detect concealed weapons, or even more basic personal protective gear such as gas masks, are invaluable to saving lives.

This program was authorized under section 821 of the "The Antiterrorism and Effective Death Penalty Act of 1996," which charged NIJ with developing technologies that can be used to combat terrorism, developing standards to ensure the adequacy of products produced and compatibility with relevant national systems, and identifying and assessing requirements for technologies to assist state and local law enforcement in the national program to combat terrorism.

This program was appropriated $10 million in 1997 and $12 million in 1998. The 1999 President's Budget includes $10 million for this program -- both the House and Senate marks currently provide funding at that level. Due to the enormous technology needs of law enforcement, NIJ has focused its principal efforts on demonstrating, assessing and modifying technologies developed by other federal agencies to meet the specific technology needs of the state and local law enforcement community. This approach, through close coordination with other federal agencies, allows NIJ to leverage and apply technologies being developed for other uses to state and local law enforcement applications, and to avoid the costly development of new and unique technologies. NIJ has also placed a strong emphasis on the development of technical standards for these technologies, and on keeping the per unit cost of items developed low. "From the perspective of State and local law enforcement, affordability is perhaps the key criterion for new technology. If a technology is not affordable, it might as well not be available" (*Inventory of State and Local Law Enforcement Technology Needs to Combat Terrorism.* Prepared for NIJ by TriData Corporation, January 1998, p.ix). It is the Counterterrorism Technology (CT) Development program's mission to make these technologies available.

In 1997, as directed by Congress, NIJ undertook a comprehensive nationwide assessment of state and local law enforcement's unmet technology needs for combating terrorism. NIJ developed a two-phase approach to the assessment, with Phase I being a nationwide inventory of technology needs, and Phase II an analysis of those needs to determine whether existing or developmental technology can meet them, or whether new technology is required. Phase I of the assessment has been completed, and detailed in a

January 1998 report, *Inventory of State and Local Law Enforcement Technology Needs to Combat Terrorism,* prepared for NIJ by TriData Corporation. Phase II of the assessment is currently underway, and the Phase II report is expected to be produced later this year. Preliminary results from this assessment indicate that technology currently exists to meet as much as 90 percent of state and local law enforcement technology needs. These technologies will need to be identified, demonstrated, and adapted for law enforcement needs, with cost being a principal issue.

The Phase I report produced findings which are remarkably similar across the nation, with only minor regional variations. Affordability was stressed as one of the most important criterion for new technology, and with the possible exception of technology to address the threat of weapons of mass destruction (WMD), most of the capabilities needed to combat terrorism have dual applicability in combating crime in general. In total, over 100 unmet technology needs were identified, with 15 needs in particular being cited most frequently. These included ready access to intelligence; improved means for detecting explosive devices; affordable ways to improve communications security; improved means for detecting WMD hazards; multi agency/multi jurisdiction compatibility of communications; improved bomb robots; WMD protective gear for first responders; nonlethal technologies; surveillance needs, including the ability to see through walls, long-range video monitoring, night vision and electronic listening devices; cyberterrorism detection and tracking; training; and explosive device remediation and containment vehicles. These findings, based on specific input from the state and local law enforcement community, have allowed NIJ to better target its current program to meet these needs, improving the ability of law enforcement to combat terrorism.

In 1997 and 1998 NIJ has focused its efforts on technologies for infrastructure security -- hostage rescue, explosive detection and remediation, information technology, WMD defense, and the development of technical standards. In 1999 and 2000, NIJ plans to continue these efforts, with some shifts in priority, targeting the top 15 technology needs identified through the nationwide needs assessment.

In 2000, NIJ will apply its expertise and work with the OAAG staff of the Office for State and Local Domestic Preparedness Support and other federal agencies, to capitalize on the investments it has made in this area. NIJ will apply this funding for the operational testing and assessment of technologies currently under development and will seek to support new efforts that capitalize on advances in technology to develop lower cost, more effective tools. At the same time, NIJ will closely monitor the technology development efforts of other agencies for potential first responder applications -- equipment for detection and defense of chemical and biological weapons is of particular interest in this regard.

With this increase, a total of $15 million would be available in 2000 to provide NIJ the appropriate level of resources to undertake the following first responder/counterterrorism technology initiatives:

- **$3.5 million:** To provide technologies that will screen for weapons and explosives, in order to provide better security of vital infrastructure, such as public facilities and transportation nodes. Specific projects include: development and assessment of new through-the-wall surveillance technology (such as millimeter wave) that provides a clearer picture of what is occurring behind the wall; demonstrating and assessing two handheld devices for scanning individuals at an a distance for weapons, one using radar, the other ultrasound; demonstrating and assessing a walk-through weapons detection portal, suitable for employment in public buildings, that employs a combination of radar and heat sensing mechanisms; exploring technologies that will provide detection of concealed weapons from a farther distance; and making concealed weapons detection technology smaller, more portable, and less expensive.

- **$1.5 million:** To develop information technology that will better enable law enforcement agencies to anticipate, identify and deal with terrorist attacks, through the timely, secure/private sharing of pertinent information among agencies, utilizing existing communications infrastructures and legacy information systems. This effort will be conducted in concert with related efforts undertaken by other agencies.

- **$2.5 million:** To provide first responder agencies with technologies to deal with hostage-taking situations. The focus of these efforts is on providing a clearer picture of hostage situations, such as the location where hostages are being held, location of terrorists, weapons and potential obstacles, and on improved non-lethal technologies to neutralize the hostage takers without injuring hostages.

- **$1.75 million:** To provide first responder agencies cost-effective technologies to enable them to more safely disable explosive devices. This will involve the demonstration and assessment of bomb detection and disposal equipment, including improved bomb disposal robots. The proposed bomb robot effort will be coordinated not only with the FBI but also with the Department of Defense (DoD), to avoid duplication of effort and to leverage existing resources. NIJ is in discussion with the Office of the Under Secretary of Defense for Acquisition and Technology and the Technical Support Working Group (TSWG) on the potential for a joint robotics programs. DoD and DOJ agencies, including the FBI and NIJ, participate in the TSWG.

- **$2.75 million:** In 1999, NIJ and the Office of State and Local Disaster Preparedness Support will coordinate and conduct an assessment of chemical and biological defensive first responder-specific equipment needs. As a result of this assessment, NIJ will provide first responder technologies to help identify an attack with chemical or biological weapons, to survive that attack and to continue to perform their role in protecting and defending the public.

- **$3 million:** To develop standards, test and assess new technologies, and ensure their compatibility with relevant systems.

In addition, NIJ requests four new positions to implement this program: one supervisor, one senior program manager, and two program managers. Because NIJ does not currently have the requisite personnel to manage this activity, it has been managed by detailees from other agencies since its inception in 1997. However, these detailees are scheduled to return to their home agencies at the end of 1999.

There are currently no plans to replace them with additional detailees. NIJ, therefore requires three positions to maintain current program activity, and one more position for the management of activities associated with the requested program enhancement. The individuals required to fill these positions will manage nearly 30 cutting-edge technology development efforts, develop and implement solutions to the technology needs of State and local law enforcement to combat terrorism, and represent NIJ in the high-profile inter-agency, inter-departmental community which is coordinating the national effort to combat terrorism.

PERFORMANCE MEASUREMENT TABLE: PRESENTED BY INITIATIVE AND PROGRAM

INITIATIVE: Counterterrorism
PROGRAM/ORG UNIT: Addressing the Challenge of Terrorism Through Technology/ National Institute of Justice (VCRP Account)

MISSION: Enhance the safety of the public and of law enforcement officials by developing better tools to anticipate, prevent, and recover from terrorist acts.

PERFORMANCE INDICATOR INFORMATION			PERFORMANCE REPORT AND PERFORMANCE PLANS					
			1998 Performance Report			Performance Plan		
Type of Indicator	Performance Indicators	Data Source	1997 Actuals	1998 Final Plan	1998 Actuals	1999 Initial Plan	1999 Current Plan	2000 Plan
Input	1. Appropriation 2. Funding (Other Sources) 3. Number of proposals received 4. Program manager man-years 5. Solicitations	OST budget OST files OST files Personnel manning OST files	$12M 0 6 2.5 0	$12M 0 90 2.5 9	$12M TBD TBD TBD TBD	$10M 0 40 2.5 4	$10M 0 40 2.5 4	$15M 0 40 5 3
Output/ Activity	6. Awards and Agreements (New and Supplemental)	OST award files	11	22	TBD	29	29	29
Intermediate Outcome	7. Demonstrations 8. Prototypes developed	* *	5 3	3 3	TBD TBD	10 6	10 6	7 5
End Outcome	9. Number of new technologies developed 10. Number of new applications of old technologies 11. Introduction of technologies to law enforcement/corrections	* * *	3 0 2	2 0 1	TBD TBD TBD	4 1 1	4 1 1	5 0 2
Productivity	12. Average number of days to process an award	Red book database	90 days	90 days	TBD	90 days	90 days	90 days

A. Definitions of Terms or Explanation of Indicators and Data Source: * OST award files/Program files

B. Issues Affecting 1998 Program Performance: The Fiscal Year 19 98 budget was not passed by Congress and signed by the President until late November. Potential for schedule slippage, or technical failure inherent in any research and development activity.

C. Issues Affecting Selection of 1999 and 2000 Targets: Congress must authorize funding for these fiscal years. Five (5) FTE are required to manage the program effectively. Current program management is provided by non assigned personnel who will be returned to their organizations.

Clinton Presidential Records
Digital Records Marker

This is not a presidential record. This is used as an administrative marker by the William J. Clinton Presidential Library Staff.

This marker identifies the place of a tabbed divider. Given our digitization capabilities, we are sometimes unable to adequately scan such dividers. The title from the original document is indicated below.

Divider Title: 3

PART III COMMUNICATIONS FOR POLICE EFFECTIVENESS

Public Safety Telecommunications Assistance Program	$87,000,000
Advanced Law Enforcement Response Technology (ALERT)	$ 5,000,000
Information Technology Integration Initiatives	$30,000,000
Total	$122,000,000

6. Public Safety Telecommunications Assistance Program $87,000,000

Major public safety incidents, such as the World Trade Center and Oklahoma bombings, dramatically illustrate some of the deficiencies of existing public safety radio communications. Public safety agencies responding from differing jurisdictions and levels of government were unable to establish and maintain effective communications. Due to the number of agencies, jurisdictions, and levels of government involved in responding to such incidents, a concerted and coordinated effort is needed to resolve these deficiencies. The Public Safety Telecommunications Assistance Program will meet this challenge.

The National Performance Review (NPR) called for the Departments of Justice, Treasury, and Commerce, and the Federal Enforcement Wireless Users Group (FLEWUG) to convene an interagency working group to develop an alternative funding mechanism to improve public safety communications. Pursuant to the NPR, the interagency working group was formed and has been meeting since January 1998. Initially, this group had been focused on planning to make sure that federal agencies procure compatible technology when they replace their current radio systems with digital narrowband radio systems as mandated by NTIA. However, FLEWUG has determined that it is essential for State and local law enforcement to begin planning efforts so that their systems will be compatible with the federal systems. Currently, every federal, State and local law enforcement agency operates separate tactical networks in every metropolitan area in the country. Interoperability among these tactical land mobile radio systems has been difficult to achieve. Federal, State and local law enforcement agencies operate in different parts of the radio spectrum. Complicating this problem is the lack of security on most systems, leaving them open to interception and monitoring. When security is applied to the radio systems, interoperability results in different law enforcement agencies being unable to communicate with one another when they are responding to the same incident.

As part of the Department of Justice's efforts to improve public safety communications, the Bureau of Justice Assistance requests $87 million and six positions for public safety radio communications planning grants, a technical assistance program, and demonstration grants to be used as follows:

- $52 million will be utilized for planning grants to the States ($1 million per state, $1 million to be split between Puerto Rico and the U.S. Virgin Islands, and $1 million to be distributed between the Pacific Basin Territories) for the purposes of encouraging States to include several criteria in their planning process, including interoperability across all local, State, and Federal public safety agencies. This program will assist States to (1) recognize the security risks associated with public safety communications systems and (2) create comprehensive statewide public safety telecommunications system plans through collaborative efforts at all levels of government and with different agencies. It is estimated that it will take States and municipalities approximately 18 - 24 months to implement their systems.

- $10 million is requested for NIJ to administer a technical assistance program to assist States and municipalities in the planning and design of improved public safety communications systems and it will be structured to account for States at differing stages of systems development. This flexibility is necessary because of the large number of agencies currently procuring replacement communications systems, due to the lack of existing system capacity and an inability to take advantage of new technologies.

- $25 million is requested to provide the National Telecommunications Information Administration (NTIA) with funds for demonstration grants that will assist a limited number of States and municipalities in implementing public safety communication systems. NTIA has played a major role in the demonstration of new uses of the National Information Infrastructure by public safety agencies and its Office of Spectrum Management advises the Administration on public safety communication issues.

This initiative will require a total of six new positions. BJA request five grant program specialists to administer the planning grant program which will include program development, implementation, and monitoring. One position will be needed by NIJ to administer the technical assistance aspect of this program.

PERFORMANCE MEASUREMENT TABLE: PRESENTED BY INITIATIVE AND PROGRAM

INITIATIVE: Enhancing Technology Initiative (Including Information Technology)
PROGRAM/ORG UNIT: Public Safety Telecommunications Assistance Program/Bureau of Justice Assistance (Justice Assistance Account)

MISSION: To improve public safety communications.

PERFORMANCE INDICATOR INFORMATION			PERFORMANCE REPORT AND PERFORMANCE PLANS					
			1998 Performance Report			Performance Plans		
Type of Indicator	Performance Indicators	Data Source	1997 Actuals	1998 Final Plan	1998 Actuals	1999 Initial Plan	1999 Current Plan	2000 Plan
Input	1. Appropriations 2. Number of new positions	Congress OBMS						$87M 6
Output/ Activity	3. Number of planning grants awarded 4. Technical Assistance and Training Requests	* *						56 45
Intermediate Outcome	5. Number of Technical Assistance Recipients 6. Number of jurisdictions trained 7. Number of individuals trained 8. Number of states with comprehensive plans	* * * *						45 56 2,000 15
End Outcome	9. Number of Telecommunications systems plans implemented	*						15

A. Definitions of Terms or Explanations for Indicators and Data Source:
* Public Safety Telecommunications Assistance Program Performance Report

B. Issues Affecting 1998 Program Performance.

C. Issues Affecting Selection of 1999 and 2000 Plans.

3. Advanced Law Enforcement Response Technology (ALERT™) **$5,000,000**

NIJ requests $5 million and 2 positions for the Advanced Law Enforcement Response Technology (ALERT™) program in 2000. The ALERT™ program is an outgrowth of the Federal Highway Administration's (FHWA) Intelligent Transportation System, and provides the capability to overcome major communications interoperability issues through a system which enables State, local and Federal agencies to share local data. The ALERT™ system incorporates a hand held, wireless computer as well as a dashboard mounted touch screen, allowing the officer to control all of a vehicle's emergency response functions--including lights, sirens, video cameras, Global Positioning System coordinates, radio, and radar--with the touch of a finger, and replacing all of the current control systems in a standard police vehicle. The ALERT™ system also allows officers to enter data electronically at the scene of a crime, accident, or traffic stop, and receive query responses without returning to their vehicle. The system also allows for the accurate transmission of information in voice, data, and image format while in the field; it is modular, upgradeable and retro-compatible with current equipment and technologies, and designed to meet the needs of varying sized departments and address geographical considerations. Even in its early stage, ALERT™ has received several nationally recognized awards:

- National Performance Review's Hammer Award - this award is the Vice President's special recognition for teams who have made significant contributions in support of the President's National Performance Review.

- Computer World Smithsonian Award - ALERT™ was one of 321 technology applications that were added to the collection at the National Museum of American History. The program is designed to recognize individuals and organizations who have demonstrated vision and leadership in the use of information technologies in innovative ways.

- ITS America Innovations Award- ALERT™ is a recent recipient of a 1998 Innovations in American Government Award.

The following are examples of the use of the ALERT™ prototype system:

- A corporal from the Texas Department of Public Safety has been able to reduce his paperwork load from a 12- to 14-month process to a two-hour process.

- The Alexandria Police Department, which is one of the first police departments in the United States to receive the FBI's NCIC hardware and software which will be embedded into the ALERT™ system was, for the first time in history, able to demonstrate sending and receiving images of missing children from one ALERT™-equipped vehicle in Orlando, Florida, to another ALERT™-equipped vehicle in Alexandria, VA.

The open architecture of ALERT™ allows for the incorporation of other useful technologies, such as the Global Positioning System (GPS), used for navigation and automatic location reporting, and the Graphical Information Systems (GIS), which display data maps in various ways for the officer. Most importantly, the open architecture allows industry to quickly develop and integrate new technologies in the car, thus enhancing competition and potentially releasing law enforcement agencies from dependence on a single manufacturer.

NIJ is requesting $5 million for this initiative in 2000 to accomplish the following:

- Demonstration Site Management - Continue to manage and support four demonstration sites with the first two already established in Alexandria, VA, and College Station, TX, and establish two new sites. It is anticipated that the demonstration sites will be in place for a period of four years. Sites will receive assistance to build the infrastructure necessary to support the ALERT™ system, as well as train local law enforcement officers and managers on the system. It is estimated that this effort will cost $3 million.

- Development - Continue research and development of ALERT™ applications (including second and third generation software) for law enforcement, fire, and emergency medical services (EMS). NIJ will provide overall management for the development of the ALERT™ system as it pertains to public safety applications. Second generation software will be designed to improve modular "plug and play" integration of peripheral hardware, and third generation software will introduce the ALERT™ system into other first responder environments such as fire, emergency medical services, and park rangers. It is estimated that this effort will cost $1.5 million.

- Standards - NIJ will continue its work with the National Institute of Standards and Technology (NIST) and NIJ's Office of Law Enforcement Standards (OLES) on creating a set of industry-wide standards to ensure and preserve the "plug and play" approach to ALERT™. This will maintain an open system architecture that empowers individual agencies to select peripheral devices and software from among competitive vendors and encourages the integration of current and future public safety technologies. To accomplish this in a timely fashion, NIJ, together with NIST and OLES, will work closely with the Society of Automotive Engineers (SAE), focusing on the Intelligent Data Bus (IDB) structure. NIJ intends to partner with SAE to expedite the standardization of ALERT™. It is estimated that this effort will cost $500,000 .

In order to fulfill the mission of the ALERT™ program, NIJ is requesting two positions. An ALERT™ Demonstration Site Manager will manage four demonstration sites; coordinate and implement demonstration site plans; work closely with the prime contractor and system integrator; be responsible for oversight of technology procurement; take the lead role in the development and maintenance of close partnerships with Federal, State and local agencies; and manage demonstration site milestones and software development. The second position will be for an ALERT™ Standards and Test/Evaluation Manager who will manage, in concert with the SAE, industry and the

NIST, the development and adoption of ALERT™ standards; manage, test and evaluate demonstration sites; and work closely with the prime contractor and software developers to ensure quality of performance measure data.

PERFORMANCE MEASUREMENT TABLE: PRESENTED BY INITIATIVE AND PROGRAM

INITIATIVE: Enhancing Technology Initiative (Including Information Technology)
PROGRAM/ORG UNIT: ALERT™ /National Institute of Justice (Justice Assistance Account)

MISSION: To continue to develop and to begin commercializing Advanced Law Enforcement Response Technology applications for law enforcement and other first responders.

PERFORMANCE INDICATOR INFORMATION			PERFORMANCE REPORT AND PERFORMANCE PLANS					
			1998 Performance Report			Performance Plans		
Type of Indicator	Performance Indicators	Data Source	1997 Actuals	1998 Final Plan	1998 Actuals	1999 Initial Plan	1999 Current Plan	2000 Plan
Input	1. Appropriation 2. Number of positions	Congress OBMS						$5M 2
Output/ Activity	3. Demonstration site protocol developed. 4. Standards developed.	NIJ files NIJ files						yes yes
Intermediate Outcome	5. Number of demonstration sites. 6. % of major law enforcement peripheral manufacturers who supply ALERT compliant equipment	NIJ files survey						4 80%
End Outcome	Success rate on each of the following: 7. Officer access to operational components 8. Affect of temperature/humidity/location 9. Successful communications 10. Community acceptance 11. Impact on crime and public safety 12. Impact on police officer morale, agency budget, & processing procedures 13. Reduction in response time and communication 14. Percentage of implementation of information transmissions, inquiries and archives.	 * * * * * * * *						 80% 80% 80% 80% 80% 80% 80% 80%

Productivity/ Efficiency	15. Percentage of reduction in law enforcement time spent on paperwork	*						80%

A. Definitions of Terms or Explanations for Indicators and Data Source: * Test bed will define end outcome.

B. Issues Affecting 1998 Program Performance.

C. Issues Affecting Selection of 1999 and 2000 Plans.

C. ENHANCING TECHNOLOGY INITIATIVES - PROGRAM INITIATIVES

1. Information Technology Integration Initiative $30,000,000

The goal of OJP's Information Technology Integration Initiative is to improve State and local criminal justice through the development of a nationwide network of criminal justice information systems where State and local authorities with responsibilities for law enforcement, courts, prosecution, public defense, corrections, probation and parole will have immediate access to information necessary to respond to and resolve the consequences of criminal activity.

In 1997, at the request of the Vice President, the Attorney General accepted on behalf of the Department of Justice the leadership role for the development of a Global Criminal Justice Information Network capability. Since that time, the Attorney General has publicly acknowledged the importance of integrated information sharing capabilities within law enforcement and the criminal justice system and tasked the Office of Justice Programs and the Justice Management Division with developing and coordinating efforts to encourage the development of an integrated information system between State, local, and Federal criminal justice components.

The Integration Initiative has two objectives: (1) to elicit information from State and local criminal justice leaders to aid OJP in developing a funding strategy geared to assist the development of State and local criminal justice information sharing systems aimed at maximizing interoperability, and (2) to facilitate State and regional strategic integration planning, peer-to-peer integration assistance, and implementation assistance between State and local criminal justice leaders in furtherance of developing a nationwide information sharing network. The OJP Information Technology Executive Council (made up of OJP's Bureau Heads and Office Heads) currently directs integration efforts.

The Integration Initiative has not received formal appropriations in past years. In 1998, through redirection of appropriated funds from the Office of Justice Programs and the Bureau of Justice Assistance, the Integration Initiative sponsored five successful conferences and focus groups designed to foster dialogue between State and local criminal justice leaders and to elicit their ideas as to how grant dollars can be best coordinated and disbursed to maximize the potential for integration. The forums included three State conferences attended by over 250 State and local representatives from 24 different States. Three focus groups also met. One focused on integration planning, the second focused on Native American integration issues, and the third focused on assisting OJP in developing a strategy for building an effective national information clearinghouse capability.

In 2000, $30 million will be used to increase information technology planning and technical assistance to State and local government and tribal nations and to encourage and facilitate development of integrated information sharing systems. Of the $30 million, a total of $11 million will be used by the Office of the Assistant Attorney General as follows:

- $1 million to further the Integration Initiative through outreach efforts and conferences at the national, regional, and State levels. Of this $1 million, $200,000 will be designated for 15 national, regional, and State outreach efforts. These outreach efforts will include site visits in which OJP representatives will receive demonstrations of State, local, and/or regional integration projects, develop networks of State and local criminal justice leaders, and discuss means in which OJP can assist their efforts, either through grant funding or policy guidance. $800,000 will be for 15 national, regional, and State conferences. These events will include conferences for State and local integration leaders to discuss methods of enhancing integration efforts at the State and local levels, conferences to discuss State to State, regional, and State to Federal information sharing, and focus groups to discuss specific integration issues, such as developing and maintaining a national information clearinghouse, privacy and security in information sharing, and issues specific to juvenile justice information sharing.

- $10 million to develop and support a national clearinghouse to provide information to State and local jurisdictions regarding system integration. This initiative will focus on sharing information about best practices, current and planned integrated criminal justice initiatives, model legislation, model strategic plans, model governance approaches, model procurement approaches, innovative technical strategies, evolving technology, and vendor information. It will be an Internet-based repository of information using modern relational database technology, web technology and a browser interface to users. Plans call for a staff to initialize and operate the clearinghouse, establish and maintain a web presence, build a data base and link it to other productive web sites, conduct analyses of the data, produce reports, operate a help desk, provide consultative services to constituents at the State and local government level and provide trouble shooting technical services.

  Of the $10 million, $5 million will be used to start-up and operate the clearinghouse. These funds will be used to build relationships with non-profit and governmental partnering organizations to feed the data base, purchase the equipment needed to operate the facility, purchase and install required software, obtain telecommunications capability, design and implement the data base capability, create and maintain the database, link to other web sites, select an Internet service provider, build a presence on the world-wide web, ensure security through firewalls and other appropriate means, conduct analysis of data provided, organize the data into components that can be readily accessed, provide user friendly interfaces for querying the database, obtain continuous requirements and feedback from the customer base, operate a help desk and provide sustained outreach to the customer community and organizations that can benefit from the capability. The remaining $5 million will be used to fund work by partnering organizations that will provide input to the data base, train and educate users on how to best utilize the clearinghouse and provide feedback on changes needed to maximize its value to State and local governments. This includes organizations such as the FBI's CJIS Advisory Policy Board, SEARCH, the International Association of Chiefs of Police, National Sheriff's Association, Conference of State Court Administrators, American Corrections Association, organizations representing prosecutors, trial judges, clerks, and public defenders.

- A total of $7.7 million is for BJA to (1) conduct five "pilot projects" in which BJA will enhance already successful integration initiatives and use these projects as "learning laboratories" for other states ($5 million); (2) peer-to-peer consulting at the State and local level for three to five states that have not begun or are just beginning the planning stage of criminal justice integration ($2.2 million); and (3) project evaluation ($ .5 million). The purpose of the pilot projects and peer-to-peer consulting projects is to create a State and local technical assistance capability where states with successfully implemented integration initiatives will assist states that are entering the integration planning and implementation process. States that may be considered for the pilot projects include California, Colorado, Florida, Kansas, Michigan, Missouri, North Carolina, New York, Pennsylvania, Ohio, and Texas. These states have shown successes in developing integration governance bodies, legislation, and comprehensive strategic planning, and have partially or fully implemented integrated criminal justice information networks. States that may be considered for the peer-to-peer consulting projects include Alabama, Arizona, Illinois, Mississippi, Oregon, and Rhode Island. These states have shown an interest in criminal justice integration, have evidenced resources available to undertake an integration project, and are either beginning the planning process or have undertaken integration planning, but have not yet begun system-wide implementation.

- $8 million is for BJS to administer planning grants to 10 states for State and local coordination of existing efforts in information technology. Over the past 25 years, the Bureau of Justice Statistics has had an historical interest in promoting an integrated criminal justice infrastructure for States and localities. From funds awarded in 1972 through the Comprehensive Data Systems program to support the development of Computerized Criminal History (CCH) systems, to today's National Criminal History Improvement Program (NCHIP), BJS has provided assistance in facilitating this integrated infrastructure. For 10 states that are not selected for BJA's pilot projects or peer-to-peer consulting projects, BJS will provide integration planning grants to enable State and local governments to develop strategies for integrating their existing criminal justice information systems, including extending existing law enforcement systems to all components of the criminal justice system, or improving/maintaining their existing integrated criminal justice system networks.

- $3.05 million is designated for NIJ to be used as follows:

  $1.8 million will be used by the National Law Enforcement and Corrections Technology Centers (NLECTC) to provide additional coordination, planning, implementation, and demonstrations of advanced information sharing and analysis tools for State, local, and regional law enforcement and corrections agencies. Funds will be provided to the Northeast Center in Rome, NY; Southeast Center in Charleston, SC; Western Region Center in El Segundo, CA; Rocky Mountain Center in Denver, CO; Border Research and Technology Center in San Diego, CA; and the National Center in Rockville, MD.

  $1 million is needed to develop standards, guidelines, and protocols for information sharing and analysis tools to facilitate interoperability at State, local, and Federal levels. Standards, guidelines, and protocols would include, but not be limited to, hardware and software interfaces for encryption, fingerprints, voice prints, facial matching technologies, general databases, and legacy databases. The National Institute of Standards and Technologies' (NIST) Office of Law Enforcement Standards (OLES) will perform this work through the current agreement with NIJ. This effort will be coordinated with other OJP bureaus and offices.

  $250,000 will be used to perform a focused operational evaluation on the merits of information sharing and analysis tools in State and local law enforcement and corrections agencies.

- $250,000 is designated for OJJDP to be used to survey juvenile justice agencies to determine present information technology capabilities and future needs for the field. The survey will address the needs of juvenile courts, juvenile probation, juvenile corrections and law enforcement (with particular emphasis on juvenile issues). This survey is specific to the area of juvenile justice. Similar surveys for the sharing of adult criminal records have been undertaken in the past. A separate survey is necessary due to unique confidentiality issues related to sharing data on juvenile offenders and to the separation of juvenile from adult data in most systems.

In 2000, 8 positions are needed to support the Integration Initiative. These positions will establish a core staff to administer the Integration Initiative.

PERFORMANCE MEASUREMENT TABLE: PRESENTED BY INITIATIVE AND PROGRAM

INITIATIVE: Enhancing Technology Initiative (Including Information Technology)
PROGRAM/ORG: Information Technology Integration Initiative/Office of Justice Programs/Office of the Assistant Attorney General (Justice Assistance Account)

MISSION: to improve criminal justice though the development of a nation-wide network of criminal justice information systems where state and local stakeholders with responsibilities for law enforcement, courts, prosecution, corrections, probation, parole, and public defense, have information architectures permitting immediate access to all information necessary to respond to and resolve the consequences of criminal activity.

PERFORMANCE INDICATOR INFORMATION			PERFORMANCE REPORT AND PERFORMANCE PLANS					
			1998 Performance Report			Performance Plans		
Type of Indicator	Performance Indicators	Data Source	1997 Actuals	1998 Final Plan	1998 Actuals	1999 Initial Plan	1999 Current Plan	2000 Plan
Input	1. Appropriation	Congress						$30 M
	2. # of Full-time Employees	Congress						8
	3. # of applications for Information Technology Planning Grants	BJS files						15
	4. # of applications for Information Technology Pilot Projects	BJA files						10
	5. # of applications to evaluate pilot projects program	BJA files						5
	6. # of applications for technology development/technical assistance	NIJ files						6
	7. # of applications for development of national information clearinghouse	OJP/OAAG files						5-7
Output/ Activity	8. # of awards for IT Planning Grants	BJS files						10
	9. # of awards for IT technology development/technical assistance	NIJ files						6
	10. # of awards for pilot projects	BJA files						5
	11. # of awards for national clearinghouse development	OJP/OAAG files						3-4
	12. # of awards to evaluate programs	BJA/BJS/NIJ files						5
	13. # of surveys of Juvenile Justive Agencies	OJJDP files						1

Intermediate Outcome	14. # of state and regional strategic plans underway 15. % increase in state, local, and regional strategic planning 16. # of pilot projects underway 17. % increase in breadth and operability of the national clearinghouse 18. # of conferences/publications produced	BJS program reports BJS program reports BJA program reports OJP/OAAG files OJP/OAAG files						10 100% 5 50% 15
End Outcome	19. # of state strategic plans developed 20. % increase in state, local, and regional IT strategic planning 21. # of pilot projects completed 22. % increase in operability of national clearinghouse	BJS final reports BJS final reports BJA final reports OJP/OAAG files						10 100% 5 100%
Productivity/ Efficiency	23. Average number of days to process an award (from receipt of proposal to OJP approval)	Red book status database						120

A. Definitions of Terms or Explanation of Indicators and Data Source:

B. Issues Affecting 1998 Program Performance:

C. Issues Affecting Selection of 1999 and 2000 Targets: In 2000, the Office of the Assistant Attorney General requests $30 million for this initiative. Of this amount, OJP requests $11 million to conduct 15 conferences and to develop and support a national clearinghouse, BJA requests $7.7 million to conduct five "pilot projects" to enhance already successful integration initiatives and initiate peer-to-peer consulting, BJS will use $8 million to administer integration planning grants to 10 states not selected for BJA's pilot or peer-to-peer consulting projects for State and local coordination, NIJ requests $3.05 million to provide six national Law Enforcement and Corrections Technology Centers (NLECTC) with advanced information sharing and analysis tools and standards, develop guidelines and protocols for information sharing and analysis tools to facilitate interoperability at State, local, and federal levels and to perform a focused operational evaluation on the merits of information sharing and analysis tools, and the remaining $250,000 is requested for OJJDP to survey juvenile justice agencies to determine present information technology capabilities and future needs in the field.

Clinton Presidential Records
Digital Records Marker

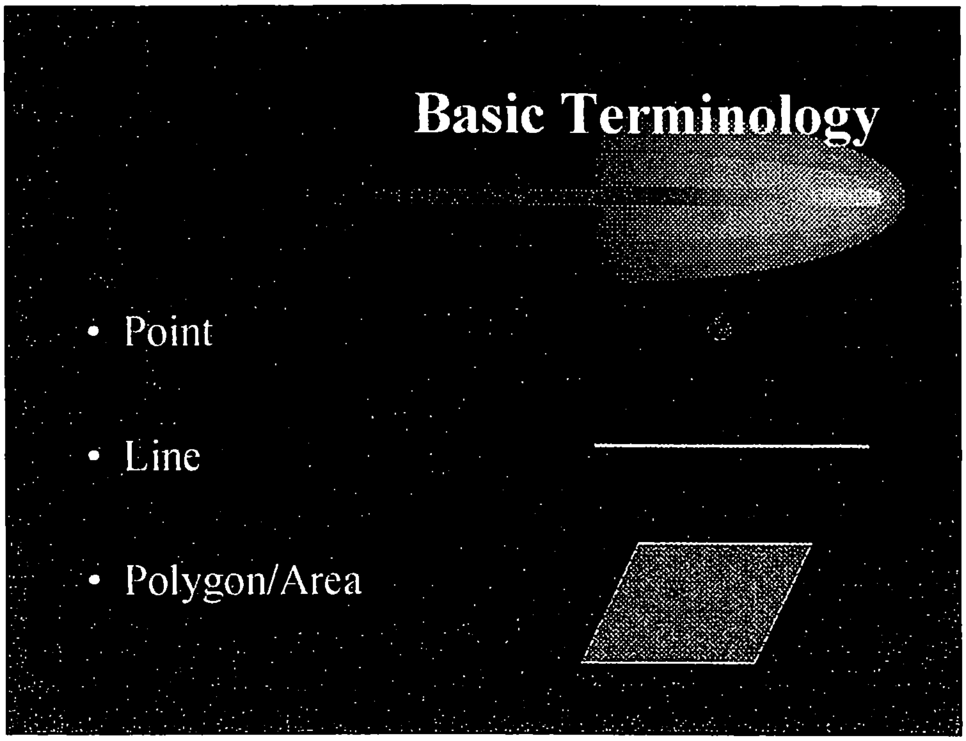
This is not a presidential record. This is used as an administrative marker by the William J. Clinton Presidential Library Staff.

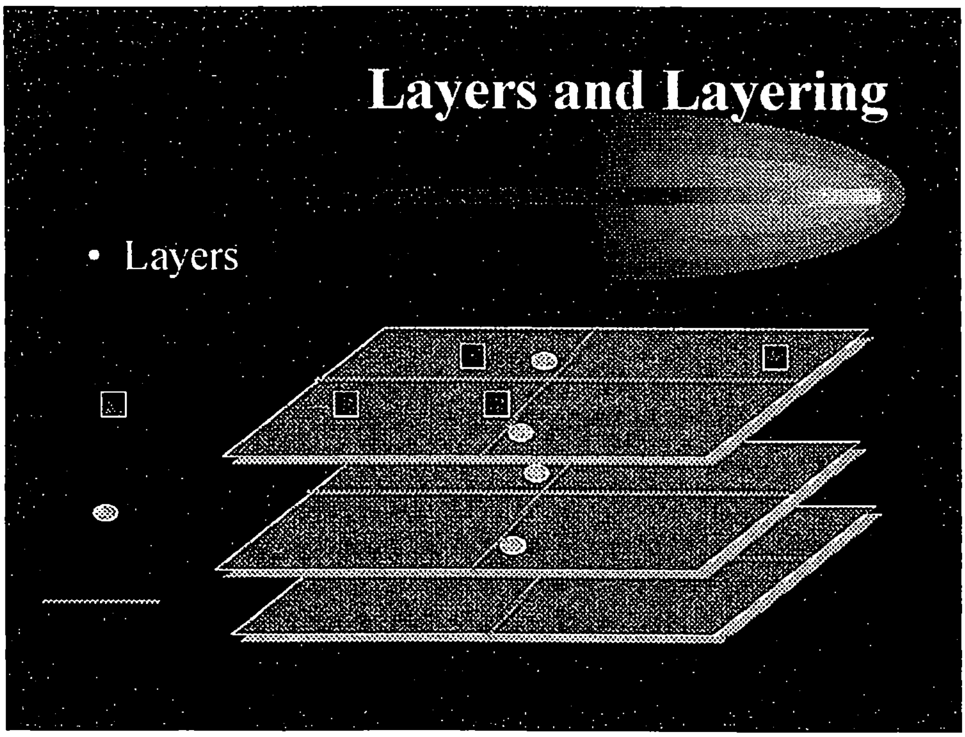
This marker identifies the place of a tabbed divider. Given our digitization capabilities, we are sometimes unable to adequately scan such dividers. The title from the original document is indicated below.

Divider Title: **4**

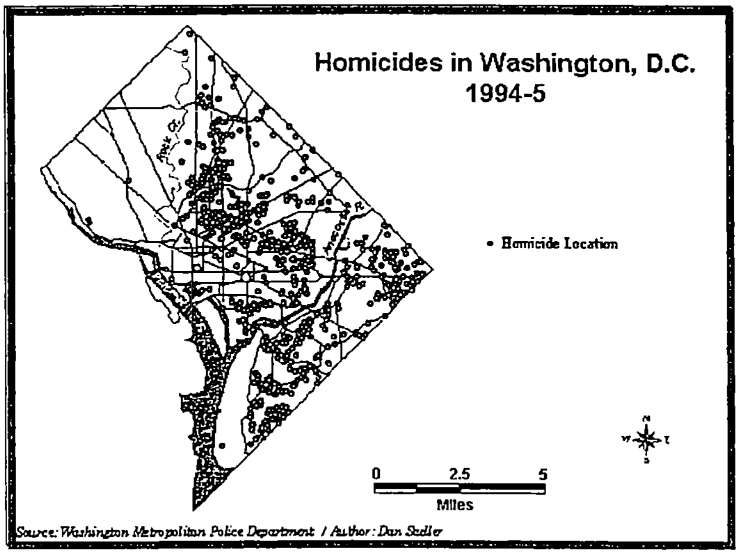
Crime Mapping : A Primer

Nancy G. La Vigne, Ph.D.
Crime Mapping Research Center
National Institute of Justice

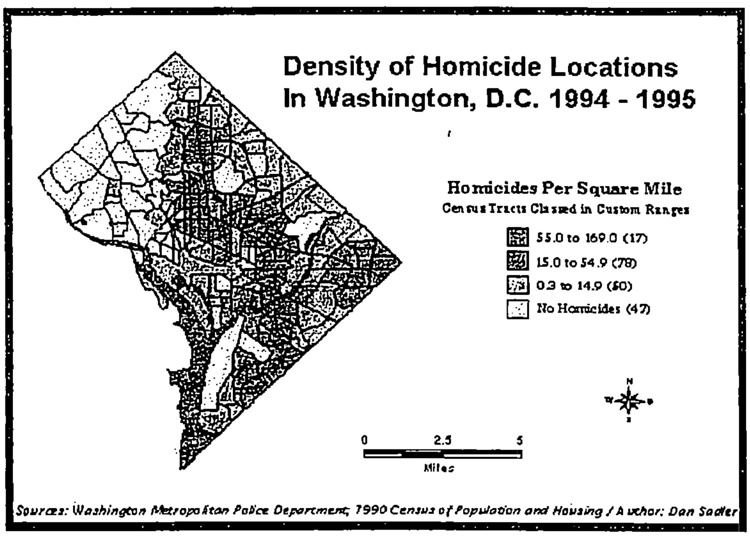

Basic Terminology
• Point
• Line
• Polygon/Area


Layers and Layering
• Layers

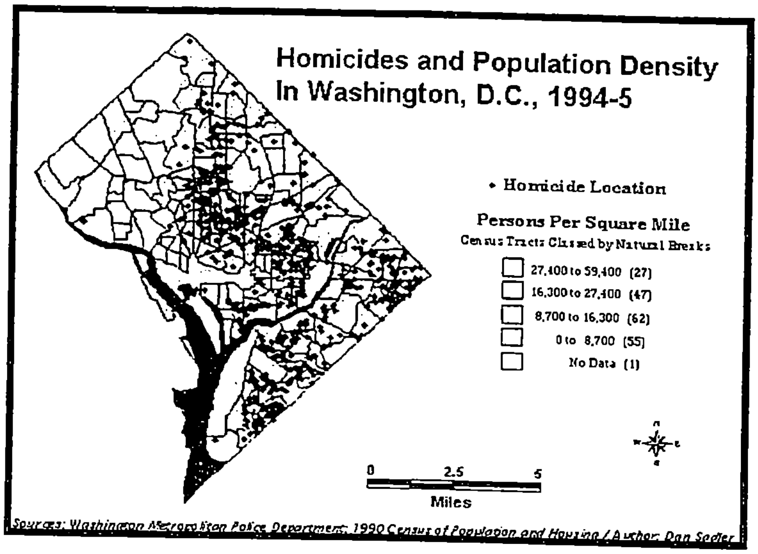
Pin Mapping



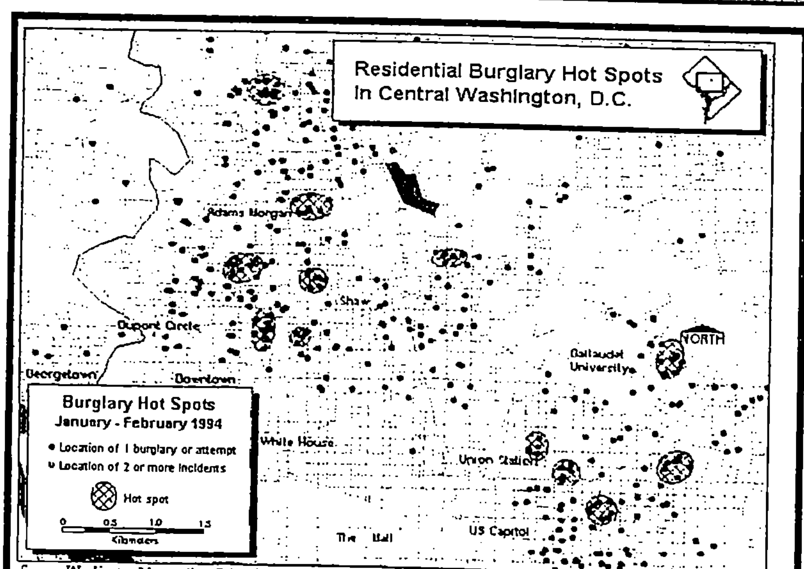
Area/Choropleth Mapping



Association Mapping

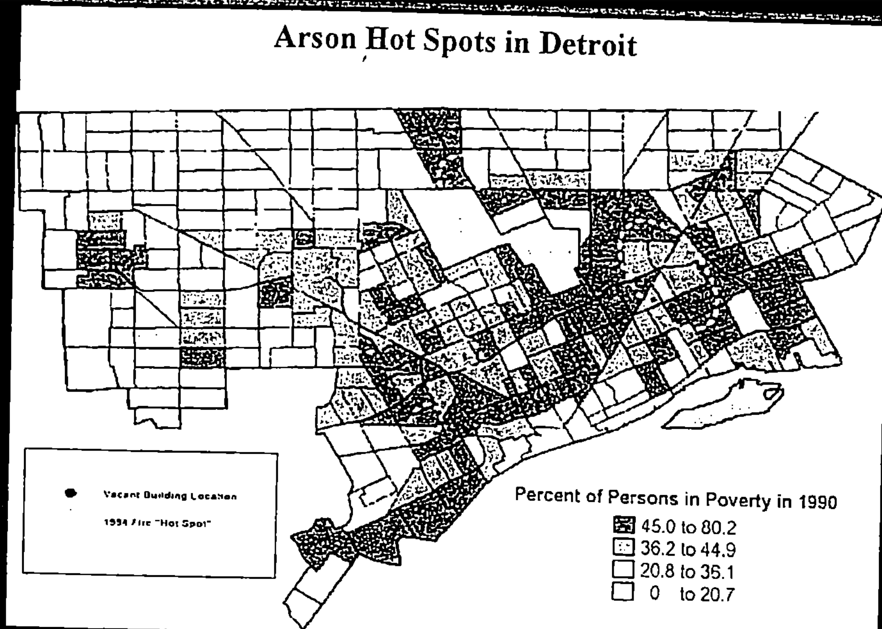


Hotspot Mapping

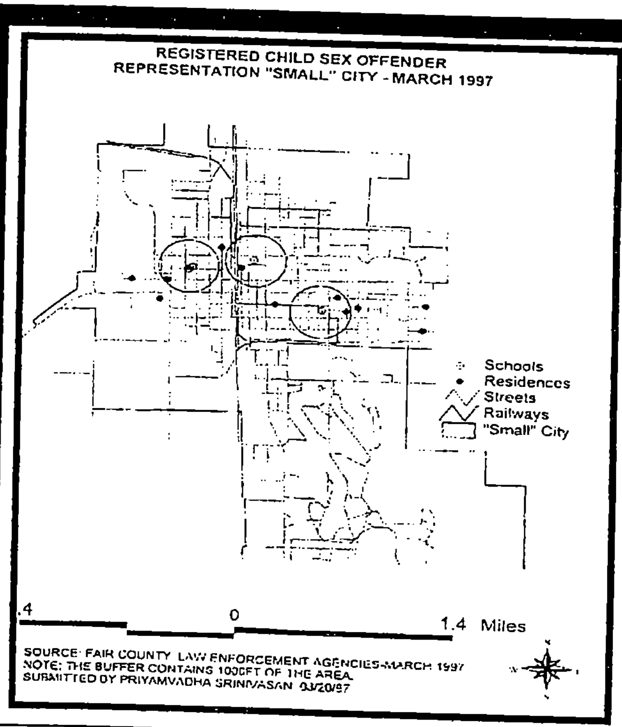


Source: Washington Metropolitan Police Department / Author: Dan Sadler

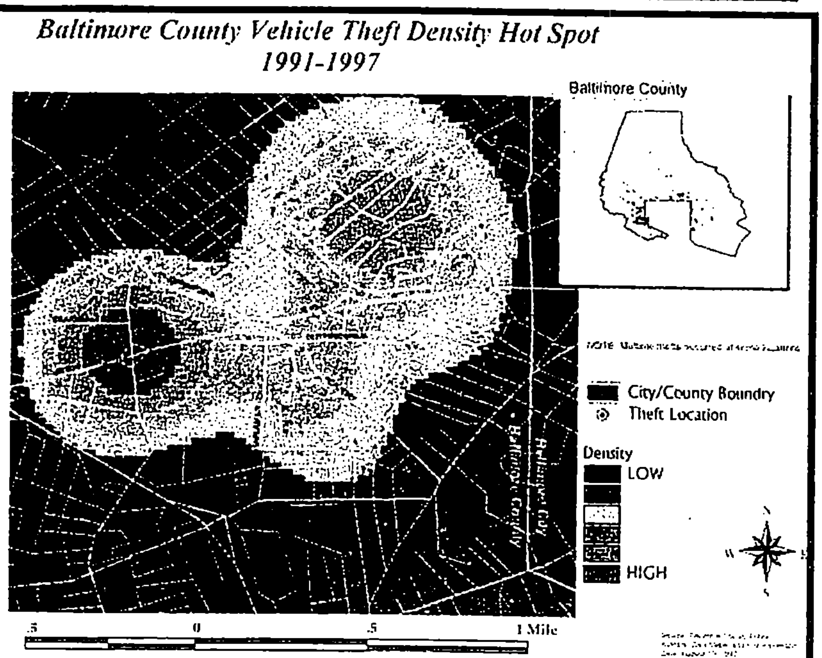
Area/Choropleth Mapping



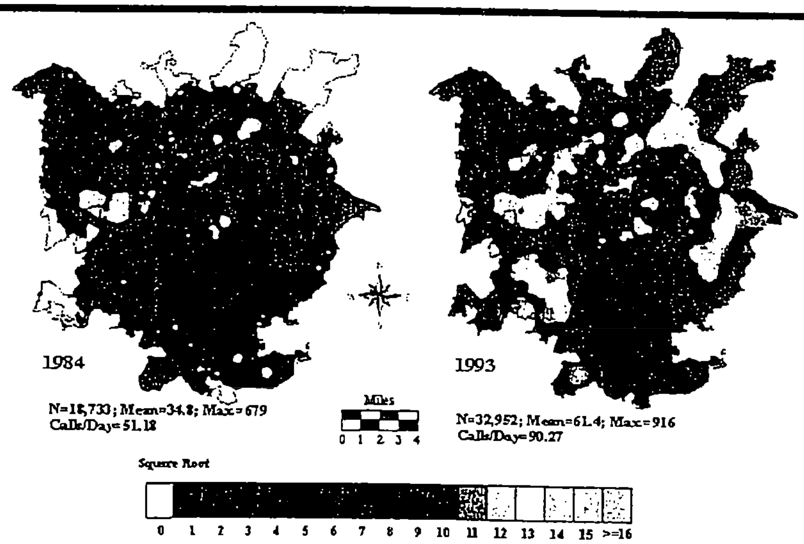
Radial Mapping



Grid Cell Mapping

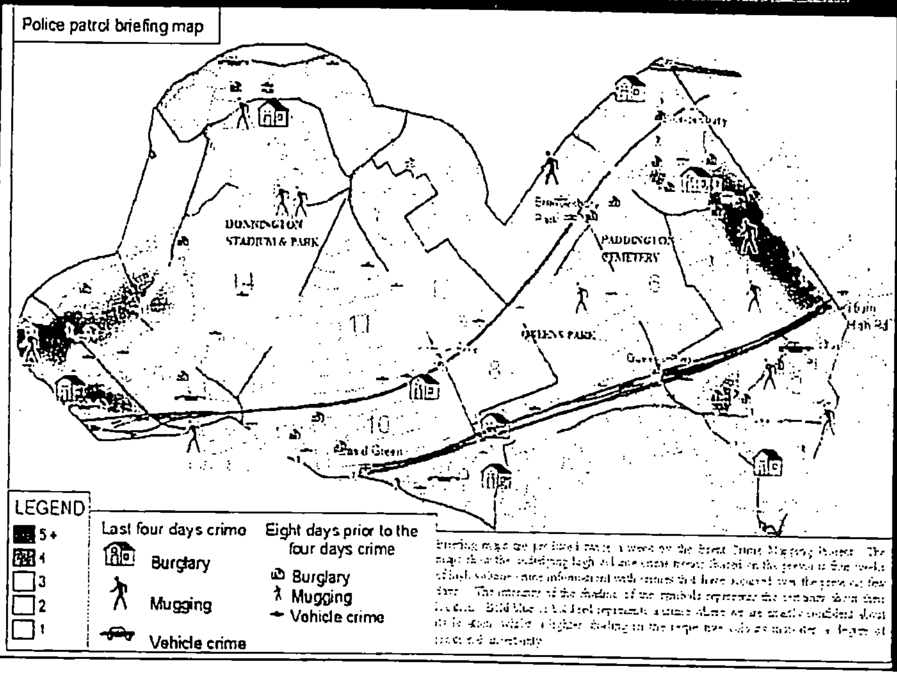


Isopleth Mapping



Domestic Dispute Calls For Service: 1984 & 1993

Keeping Patrols Up to Date



The NIJ Crime Mapping Research Center

A center to advance applied and basic research involving the analytic mapping of crime

About the Center

- **Affiliation**
  - U.S. DOJ - Washington, DC
    - National Institute of Justice
      - Office of Research and Evaluation
- **Staffing**
  - 7 full-time, 2 half-time, 2 fellows
- **Partnership/Coordination**
  - DOJ, COPS, IACA, PERF

For More Information...

CRIME MAPPING RESEARCH CENTER
National Institute of Justice
810 7th Street, NW
Washington, DC 20531
(202) 514-3431
fax (202) 616-0275
email: cmrc@ojp.usdoj.gov
Web Site: www.ojp.usdoj.gov/cmrc