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Ensuring Public Safety and Justice in Rural America

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Foreword

Regardless of their size, communities across the United States cannot escape crime or its consequences. This is as true in our smallest towns as it is in our largest cities. We know from the latest data that rural crime, while still below the rates for urban areas, is still a significant problem. Rural areas face enormous problems--like gangs and drug trafficking--which were all but unknown there a decade or two ago. We know, too, that the nature of the rural landscape is affected-- both positively and negatively--by our highly mobile society. As cities struggle with urban spread, smaller towns find their protective "buffer zone" shrinking. And we know that small town and rural America have the same needs as any community: safe schools and neighborhoods, and a responsive system of law enforcement and justice services. But while the basic needs are similar, rural communities often face unique hurdles, such as geographic isolation, scarce resources, and limited access to criminal and civil remedies.

At the Office of Justice Programs (OJP), we recognize the special problems and needs of rural America. As the Justice Department's primary provider of financial and other assistance for states and local governments, we're working to help rural jurisdictions overcome these hurdles and ensure the safety of their communities. This document discusses OJP's funding, demonstration programs, research, training, technical assistance, and other resources to help rural communities address crime and improve their justice services.

I want to thank Fred Garcia and the members of the OJP Rural Task Force, as well as editor Anne Voigt, who contributed so much to create this first-of-a-kind document. I hope it will prove useful to policy makers and justice practitioners as we work--together--to ensure public safety and justice in rural America.

Laurie Robinson
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Table of Contents

Introduction 1
- **OJP Overview** 2
- **OJP Grant Information** 4

Office of the Assistant Attorney General 5
- **Violence Against Women Grants Office** 5
  - **Effective Responses to Rural Domestic Violence and Sexual Assault** 6
  - **Current VAWGO Programs** 7
- **Drug Courts Program Office** 13
  - **Drug Courts Grant Program** 14
  - **Technical Assistance to Rural Communities** 15
- **Corrections Program Office** 16
  - **Prison Construction Grants** 17
  - **Residential Substance Abuse Treatment Grants** 17
  - **Technical Assistance** 18
- **Executive Office for Weed and Seed** 18
  - **Becoming A Site** 19
  - **Weed and Seed in Rural America** 20

Bureau of Justice Assistance 22
- **Edward Byrne Memorial State and Local Law Enforcement Assistance Program** 22
  - **Byrne Formula Grant Program** 23
  - **Byrne Discretionary Grant Program** 25
- **FY 1997 Open Solicitation** 27
- **Local Law Enforcement Block Grants** 29

Bureau of Justice Statistics 30
- **National Crime Victimization Survey** 30
- **National Criminal History Improvement Program** 30
- **Tribal Case Management System** 31

National Institute of Justice 32
- **Research Reports** 32
- **Police-Research Partnerships** 33
- **Transferring Technology** 34

Office of Juvenile Justice and Delinquency Prevention 36
Formula Grants Program 36
Community Prevention Grants 37
Juvenile Accountability Incentive Block Grant 37
Discretionary Grant Program 39
Juvenile Mentoring Program 40
Safe Kids/Safe Streets 42
Drug and Alcohol Prevention 42

Office for Victims of Crime 44
Crime Victim Assistance Program 44
Crime Victim Compensation Program 45
Demonstration Programs 45
Training and Technical Assistance 47
Direct Assistance to Victims in Crisis 49
Promising Approaches 50

Conclusion 54

Appendix A: Main Office Numbers 55

Appendix B: Other Sources of Information 56

Appendix C: Focus on Prevention 58

Introduction

All too often, the challenges of controlling crime in rural communities are ignored when we talk about solutions to crime in America. While there is growing awareness about the nature of crime in this country in general, there continue to be myths and misconceptions about crime in rural America. One of those myths--and it is a myth--is that rural jurisdictions don't have a crime problem.

One of the least understood topics in the field of criminal justice today is that of rural crime, and the effects that crime has on small town neighborhoods, individual victims, and the community as a whole. In rural areas, law enforcement units are expected to perform more varied activities than their urban counterparts--and with fewer resources. For example in rural Alaska, where social services are scarce, law enforcement officers are expected to fight fires, provide transportation in medical emergencies, and perform rescue operations.

At the same time, rural communities' small tax bases translate to fewer dollars for justice services. In many communities, justice services are provided by part-time prosecutors, a circuit judge, or a police or sheriff's department that operates only part of the day. And rural communities often lack staff with expertise in applying for state, federal, and other grant monies that could help meet the need for additional resources.

In many rural areas, this scarcity of resources means that law enforcement officers often do not have the equipment or training to do their jobs as efficiently as possible, judges have few sentencing options other than traditional incarceration, and crime victims find services either do not exist or are too far away for them to use.

Even the term "rural" means different things in different contexts. For the purposes of this document, "rural" is defined as an area with a population of 50,000 or less that is outside of a Standard Metropolitan Statistical Area.

Through its research and data collections, the Office of Justice Programs (OJP) is learning more about the impact of crime on rural America. Through its training and technology programs, OJP is helping to meet the needs of criminal justice practitioners, program providers, and victims' advocates who serve rural jurisdictions. Through its program demonstrations and evaluations, OJP is learning more about what works in combating crime in rural areas. And, through its publications, clearinghouses, and other outreach efforts, OJP is sharing this knowledge about what works with state and local

policy makers and practitioners throughout the nation. This report describes these efforts and how rural communities can take advantage of OJP's many resources.

OJP Overview

OJP is comprised of five program bureaus, three Crime Act program offices, the Executive Office for Weed and Seed, the American Indian and Alaskan Native Desk (AI/AN), and the Violence Against Women Office (VAWO).

The **Bureau of Justice Assistance (BJA)** provides funding, training, and technical assistance to state and local governments to combat violent and drug-related crime and help improve the criminal justice system. It also administers the Edward Byrne Memorial State and Local Law Enforcement Assistance, the Local Law Enforcement Block Grants, State Criminal Alien Assistance, Public Safety Officers' Benefits, Regional Information Sharing Systems, and Church Arson Prevention Grant programs.

The **Bureau of Justice Statistics (BJS)** is the principal criminal justice statistical agency in the nation. BJS collects and analyzes statistical data on crime, criminal offenders, crime victims, and the operations of justice systems at all levels of government. It also provides financial and technical support to state statistical agencies and administers special programs that aid state and local governments in improving their criminal history records and information systems, including grant programs that implement the Brady Handgun Violence Prevention Act and the National Child Protection Act.

The **National Institute of Justice (NIJ)** is the principal research and evaluation agency in the Department of Justice. NIJ supports research and development programs, conducts demonstrations of innovative approaches to improve criminal justice, develops new criminal justice technologies, and evaluates the effectiveness of justice programs. NIJ also provides primary support for the National Criminal Justice Reference Service, a clearinghouse of criminal justice-related publications, articles, videotapes, and on-line information.

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

violence and delinquency. In addition, OJJDP administers the Missing and Exploited Children's program and four programs funded under the Victims of Child Abuse Act.

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

The three Crime Act Offices--the **Violence Against Women Grants Office (VAWGO)**, the **Corrections Program Office (CPO)**, and the **Drug Courts Program Office (DCPO)**--administer major programs authorized by the 1994 Crime Act.

VAWGO administers one formula and four discretionary grant programs. The grant programs are designed to help prevent, detect, and stop violence against women, including domestic violence, sexual assault and stalking.

CPO provides financial and technical assistance to state and local governments to implement the corrections-related programs created by the Crime Act. CPO administers two formula and two discretionary grant programs.

DCPO administers the discretionary drug court grant program authorized by Title V of the Crime Act. The purpose of the grant program is to provide support for the development, implementation, and improvement of drug courts through grants to local or state governments, courts, and tribal governments, as well as through technical assistance and training.

OJP's **American Indian and Alaskan Native Desk (AI/AN)** improves outreach to tribal communities. AI/AN works to enhance OJP's response to tribes by coordinating funding, training, and technical assistance and providing information about available OJP resources. An overview of OJP's response to preventing and controlling crime in Indian Country is provided in the February 1997 report, *Office of Justice Programs Partnership Initiatives in Indian Country*. The report is available at no cost from the National Criminal Justice Reference Service at 1-800/851-3420 or online through OJP's home page at *www.ojp.usdoj.gov*.

The **Executive Office for Weed and Seed (EOWS)** is dedicated to building

stronger, safer communities through the Weed and Seed strategy, a community-based, multi-disciplinary approach to combating crime. EOWS works closely with United States Attorneys and OJP's bureaus to implement Operation Weed and Seed in communities throughout the country.

Also within OJP is the **Violence Against Women Office (VAWO)**, which coordinates the Department of Justice's legislative and other initiatives relating to violence against women, including intradepartmental activity.

OJP Grant Information

The following chapters describe OJP's major grant, training, and technical assistance initiatives. More specific information--such as funding levels, application requirements, eligibility, and deadlines--is published annually in the *Office of Justice Programs Program Plans* and *Office of Justice Programs At-A-Glance*. These documents--as well as application kits, program guidance, solicitations, program announcements, and a wide variety of other information--also are available online from OJP's Internet home page at *www.ojp.usdoj.gov*. In addition, through the Department of Justice Response Center (1-800/421-6770) callers can talk to information specialists about OJP grant programs.

Other sources of information are listed in Appendix B. Also included as Appendix C is a bulletin prepared by the President's Crime Prevention Council, which describes other federal resources for rural communities.

Office of the Assistant Attorney General

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

The Assistant Attorney General is responsible for overall management and oversight of OJP. The AAG sets policy, ensures that OJP policies and programs reflect the priorities of the President, the Attorney General, and the Congress, and coordinates the work of OJP and its five program bureaus. The AAG also is responsible for administering the Crime Act and Weed and Seed programs and supervising the award of more than $3.5 billion in grant funds. The Deputy Assistant Attorney General assists the OJP/AAG in carrying out these responsibilities.

Violence Against Women Grants Office

The Violence Against Women Grants Office (VAWGO) was created within the Office of Justice Programs (OJP) to establish policy and administer the formula and discretionary grant programs authorized under the Violence Against Women Act (VAWA), Title IV of the Violent Crime Control and Law Enforcement Act of 1994. Through its efforts, VAWGO serves as a catalyst for bringing about fundamental change in the way communities across this country address crimes of violence against women and ensure victim safety. Working in partnership with state, local, and tribal governments--as well as private, nonprofit organizations--VAWGO encourages the development and support of innovative, effective programs for preventing, identifying, and stopping violence against women.

Public awareness of the prevalence of violence against women, particularly domestic violence and sexual assault, has increased dramatically in recent years. However, the resulting attention has focused largely on urban areas, making them the primary beneficiaries of enhanced victim services and comprehensive research in this area. Although there is little information specifically about violence against women in rural areas, results of the National Crime Victimization Survey indicate that there is little variation in the extent to which urban, suburban, and rural women experience violence by intimates. (Bureau of Justice Statistics, *Violence Against Women: Estimates from the*

Redesigned National Crime Victimization Survey , August 1995.)

Rural battered women often face challenges not encountered by their urban sisters. The geographic isolation and stronger social and cultural pressures faced by rural victims of intimate violence can significantly compound the usual problems faced by most battered women. The unique features of rural environments, along with a scarcity of available resources, can impede the criminal justice system's ability to investigate and prosecute domestic violence and sexual assault cases and create difficulties for service providers in treating and counseling victims. Likewise, these characteristics of rural environments may hinder battered women's ability to seek and obtain assistance from the criminal justice system and social services agencies.

Effective Responses to Rural Domestic Violence and Sexual Assault

Aggressive and thorough investigation and prosecution of domestic violence and sexual assault cases are driven by policies and protocols that provide clear guidance to police officers and prosecutors. To expand the capacity of rural law enforcement agencies to respond to and investigate these crimes in a timely and consistent manner, the protocols must be designed to make optimum use of all available resources and facilities within the community. Specialized training for law enforcement officers on domestic violence and on the implementation of the various protocols is critical to ensure the safety of women, their children, and the officers themselves.

Effective prosecution is shaped by the level of priority that domestic violence and sexual assault cases receive in the community or on an Indian reservation, the availability of a judge to hear the case, the pretrial release and trial considerations that reflect the characteristics of the community, and appropriate sentences for abusers. The perception and understanding of the crimes of domestic violence and sexual assault shared by the community may affect jury selection or the willingness of a victim or witness to testify.

The ability of service providers to advocate for and counsel victims in a rural setting depends on their personal understanding of the phenomenon of domestic violence and sexual assault and their familiarity with the rural or tribal culture and local resources available to assist victims. Even protecting the confidentiality of a victim's address and telephone number or the location of a shelter may be more difficult in rural jurisdictions, because of the lack of anonymity in many small communities and the close, personal

relationships residents within such communities often develop from generation to

generation.

Through its grant programs and other assistance, VAWGO helps rural jurisdictions implement effective responses to domestic violence and sexual assault victims.

Current VAWGO Programs

To carry out its mandate, VAWGO is implementing five grant programs that encourage grant recipients to adopt coordinated, multi-disciplinary approaches to addressing domestic violence and sexual assault. Predicated on the belief that no one entity can solve the problem alone, these grant programs promote integrated strategies uniting law enforcement, prosecution, the judiciary, probation/parole, and victim advocates and service agencies. This unified approach envisions the creation of seamless services supporting women who have sought the protection of the criminal justice system, as well as outreach to potential victims of domestic violence.

Rural Domestic Violence and Child Victimization Enforcement Grant Program. This program attempts to improve and increase services available to rural women and children by encouraging community involvement in developing a coordinated response to domestic violence and child abuse. Police, prosecutors, judges, nonprofit, nongovernmental victim service agencies, and community organizations in rural jurisdictions are required to collaborate in the development and implementation of programs designed to reduce and prevent violence against women and children in rural areas.

The Rural Domestic Violence and Child Victimization Enforcement Grant Program seeks to:

- Develop and implement policies, protocols, and services intended to promote early identification, intervention, and prevention of domestic violence and child victimization;

- Increase victims' safety and access to treatment and counseling;

- Strengthen the investigation and prosecution of domestic violence and child abuse cases; and

- Develop and implement innovative, comprehensive strategies that draw on a rural jurisdiction's unique characteristics and resources to enhance understanding of the

complexities of domestic violence and child victimization.

Rural grants were awarded for the first time in FY 1996 to support domestic violence and child victimization programs in 20 rural communities. Congress appropriated $8 million for this grant program for FY 1997, and 26 rural grants were awarded. In FY 1998, available funding more than tripled--to $25 million. Examples of projects funded under this program include:

- *The Maine Department of Human Resources* to support its Rural Health Family Violence Initiative. The project coordinates services for battered women and abused children using health care providers as the first line of defense. The project fosters collaboration between service providers and law enforcement, provides on-site intervention, and is developing training that will be tested in four settings, including two Native American health clinics and the state's largest hospital. Further information about this project is available from Sandra Hodge, Director, Division of Child Welfare, at 207/287-5060.

- *Council on Sexual Assault and Domestic Violence Aid Center*, Sioux City, Iowa to develop the Greater Rural Assistance and Intervention Network (GRAIN), a comprehensive program to respond to domestic violence and child victimization in seven rural counties in northwest Iowa. The project provides direct services, training for agencies involved in providing services to victims, develops protocols for law enforcement and prosecutors to promote victim safety and offender accountability, and sponsors prevention education for young people. For more information, contact Margaret Sanders, Executive Director, at 712/277-0131.

S•T•O•P Violence Against Women Formula Grants. The S•T•O•P (Services•Training•Officers•Prosecutors) Violence Against Women Formula Grant Program awards funds to states and territories to restructure and strengthen the criminal justice system's response to address violence against women. The program requires states and territories to develop coordinated strategies with input from all participants in the system, including victim advocates.

Each S•T•O•P grantee must allocate 25 percent of its funds to law enforcement, 25 percent to prosecution, and 25 percent to nonprofit, nongovernmental victim services, with the remainder to be distributed at the grantee's discretion, within the established guidelines.

In FY 1995, the S•T•O•P program was allocated $26 million. VAWGO awarded 56 S•T•O•P grants to states and territories, which in turn awarded more than 650

subgrants. Reflecting the diversity of needs around the country, states awarded S•T•O•P subgrants to support programs ranging from those seeking to enhance victim services to those attempting to improve the supervision of perpetrators of violence against women. Communities served range from rural Wyoming to New York City; from children who witness domestic violence to senior citizens who are victims of domestic violence; and from students to farm workers.

Congress appropriated $130 million for the S•T•O•P Program in FY 1996 and $145 million in FY 1997 and again in FY 1998. Consistent with the objectives established in the first year of the program, S•T•O•P grant recipients were encouraged in FY 1996 and FY 1997 to build on the foundation laid with previous years' investments by continuing their coordinated, multi-disciplinary response system; to strengthen programs enforcing protection orders both within and among states; and to increase the number and types of services and criminal justice programs supported with S•T•O•P funds, including judicial education and court-related projects.

Rural recipients of S•T•O•P program funds include:

- *The Farm Worker Women Leadership Project in California* to develop a model for identifying farm worker women in California communities to receive training in sexual assault and domestic violence awareness, prevention strategies, and available resources. In turn, these women will train others in their communities about these issues. For further information, contact Linda Luckey at the California Office of Criminal Justice Planning at 916/324-9210.

- *The Self-Help Center in Wyoming*, which lends cellular phones to victims of domestic violence, sexual assault, or stalking who have an active protection order to enable them to communicate quickly with emergency dispatchers. The phones are programmed to call 9-1-1. As part of its outreach and prevention efforts, the center--in cooperation with the district attorney's office, the department of probation and parole, the sheriff's office, and local police departments--has also developed referral cards. Police officers responding to domestic violence, sexual assault, or stalking calls encourage victims to complete these referral cards, which are forwarded to the center for follow-up contact with victims to provide them with support, legal advocacy, and services. Additional information is available from Barbara Boyer at the Wyoming Office of the Attorney General at 307/777-7841.

- *The Forensics Services Bureau in Idaho* to provide DNA analysis, expert testimony, and training to assist local authorities in managing sexual assault cases

more effectively. For further information, contact Steve Raschke at the Idaho Department of Law Enforcement, 208/884-7042.

- *The State Supreme Court in Montana* to develop a manual for prosecutors and bench books for judges to encourage consistent handling of domestic violence and sexual assault cases. Funds will also be used for developing additional training opportunities for judges and prosecutors. For more information, contact Wendy Sturn at the Montana Board of Crime Control at 406/444-3604.

S•T•O•P Violence Against Indian Women Discretionary Grants. The Violence Against Women Act mandates that 4 percent of the amount budgeted each year for the S•T•O•P Violence Against Women Formula Grant Program be awarded to Indian tribal governments. In FY 1995, the S•T•O•P Violence Against Indian Women (VAIW) Discretionary Grant Program awarded nearly $1 million to 11 tribal governments and 3 consortia representing 35 villages, 9 pueblos, and 5 tribes. In FY 1996, the program funded 68 grants totaling $5.2 million. With awards to 50 Indian tribes across the country, FY 1997 funding to tribal governments totaled more than $4.9 million. Almost three-quarters of these tribes received S•T•O•P funding for the first time in FY 1997. In FY 1998, $6.8 million is available. Grant funds may be used for the same broad purposes outlined above for the formula program.

The VAIW Discretionary Grant Program seeks to reduce and prevent violence against Indian women by encouraging tribal governments to design and carry out innovative, effective approaches that are sensitive and responsive to the needs of Native American women. Grantees are required to implement a coordinated and integrated program developed in collaboration with the various offices of the tribal justice system and nonprofit, non-governmental victim service providers. Examples include:

- *The Osage Nation in Oklahoma* has developed written policies and procedures on domestic violence for law enforcement officers; the prosecutor and courts are establishing a more specific domestic violence code; the Osage Nation Counseling Center hired a domestic violence/sexual assault counselor who is available during non-business hours; and the counseling center and the tribal court are collaborating to set up a treatment group for offenders. For further information, contact RoseMary Shaw at 918/287-2773.

- *The Oglala Sioux Tribe* received a VAIW grant to strengthen its existing efforts to reduce and prevent violence against Lakota women. Grant funds are being used to train representatives of various tribal agencies, including mental health and

alcoholism programs. The Tribe has developed a model domestic violence code to be shared with other tribes across the country. For more information, contact Karen Artichoker at 605/455-2244.

- *The Eastern Band of Cherokee Indians* in North Carolina is using grant funds to establish a new shelter, hire a criminal investigator, and provide battered women with court advocacy to help them navigate the tribal justice system. Further information is available from Darlene Bradley at 704/488-9038.

- *The Rosebud Sioux Tribe* in South Dakota launched a campaign to raise awareness about domestic violence. The tribe also made policy and legal changes to stiffen sanctions against offenders and improve services for battered women. For more information, contact Tillie Black Bear at 605/856-2317.

Over the next several years, the S•T•O•P Violence Against Indian Women Discretionary Grant Program will continue to devote resources to restructuring and strengthening the Indian tribal governments' response to the needs of Indian women who are, or could become, victims of violence.

Grants to Encourage Arrest Policies. Traditionally, police officers responding to a domestic violence incident were reluctant to become involved, preferring to dismiss the dispute as a private, family matter to be resolved internally by the couple or through informal counseling and mediation. This hesitation by law enforcement to treat domestic violence like any other violent crime not only deferred to social custom, but also sprang from an absence of police protocols for addressing these types of situations. To fill this void, many police departments around the country began implementing policies that encourage or even mandate arrests. Currently, at least 27 states and the District of Columbia have adopted laws that encourage or mandate arrest of an individual who assaults a family member or violates a domestic violence protection order. The overarching purpose of these policies is to ensure victim safety and bring perpetrators to justice.

However, mandatory arrest and pro-arrest policies are only the first step in ensuring victim safety and offender accountability. Successful interventions require arrests to be part of a coordinated and integrated response by the entire criminal justice system. The Grants to Encourage Arrest Policies provide resources and support to help states, local governments, and tribal governments treat violence against women as a serious crime requiring the coordinated involvement of the entire criminal justice system to ensure the victim's safety.

Congress appropriated $28 million for arrest grants in FY 1996, $33 million in FY 1997, and $59 million in FY 1998. A total of 150 jurisdictions were selected to receive FY 1996 and FY 1997 funding. With these resources, law enforcement agencies, prosecutors' offices, and the courts will collaborate with each other and with nonprofit, non-governmental victims' services agencies to develop and implement programs strengthening the community response to mandatory and pro-arrest policies. To ensure the effectiveness of arrest policies in rural areas, grant funds are being used by:

- *The State of Alaska* to develop an automated registry to track protective orders for use by the courts, law enforcement agencies, prosecutors, and probation officers; to train rural Village Public Safety Officers in the mandatory arrest law; and to enable small police departments to gather evidence necessary for prosecution. For further information, contact the project coordinator, Jayne Andreen, at 907/465-4356.

- *The Osage Nation of Pawhuska, Oklahoma* to establish a partnership between the Osage Police Department and all tribal and local law enforcement agencies in Osage County to respond to domestic violence cases and to create a reservation and county-wide information and tracking system for domestic violence offenses that will be used by the police, the courts, and probation and parole officials. For further information, contact Ron Revard at 918/287-1202.

- *The Dakota Territory Chairmen's Counsel*, Eagle Butte, South Dakota to launch an inter-tribal program to address the growing problem of domestic violence. The Chairmen's Council and its 16 member tribes are working together to develop uniform laws and policies for all the tribes regarding the mandatory arrest and prosecution of primary aggressors in domestic violence cases. The project also is developing a computer network to link all the tribes. Further information is available from Steven Emery at the Dakota Territory Chairmen's Council, 605/964-6686.

Through its commitment to provide resources and attention, VAWGO is dedicated to supporting efforts by communities around the country to implement mandatory or pro-arrest policies for perpetrators of violence against women. Support will also be extended for efforts devoted to implementing mandatory or pro-arrest policies for those who violate protection orders.

Civil Legal Assistance. For Fiscal Year 1998, Congress created a new grant program within VAWGO to strengthen civil legal assistance programs for domestic

violence victims. Law school legal clinics assisting battered women, as well as legal clinics operated by other entities, and domestic violence victim assistance programs will be eligible to receive funds through this program. An application kit, available early in 1998, will specify the purposes for which grant funds may be used, eligible applicants, and the deadline for submissions. The application kit will be available online from OJP's home page at *www.ojp.usdoj.gov* or by calling VAWGO at 202/307-6026.

Drug Courts Program Office

The emergence of crack cocaine in the mid-1980s had an unprecedented and dramatic impact on the nation's criminal justice system. In an effort to stem street drug dealing and crime and violence associated with illegal drug use, the arrest and prosecution of drug offenders was sharply escalated. At the same time, penalties for the possession and sale of drugs were toughened, and greater numbers of drug offenders were charged with drug felonies that carried prison sentences. As a result, a greater number of drug offenders were arrested, prosecuted, and convicted; however, drug offenders received few if any treatment services. The result was a revolving-door, in which drug offenders cycled in and out of the justice system.

This influx of drug offenders into the system severely strained the courts. To address the growing caseloads, courts employed traditional delay reduction strategies, including establishing specialized court dockets to expedite drug case processing. However these approaches did little to stem the tide of drug offenders into the system, to rehabilitate drug offenders already in the system, or to reduce recidivism of offenders being released back to the streets.

In 1989, troubled by the devastating impact of drugs and drug-related crime on their criminal justice systems, a few communities began experimenting with a new approach to nonviolent drug offenders that brought significant change to key aspects of the court system. This new approach integrated substance abuse treatment with case processing in diverting nonviolent defendants arrested on drug possession charges into a judicially supervised rehabilitation program.

This approach was a significant departure from traditional court practice, and at least initially, was not always widely supported by members of the judiciary and by line prosecutors. Gradually, however, judges, prosecutors, and others who were struggling with similar issues involving drug offenders began to examine the drug court approach to assess whether replication or adaptation might offer them a better response to drug cases.

Since 1989 over 370 communities have implemented or are planning to implement a drug court to address the problem of substance abuse and crime. Local coalitions of judges, prosecutors, attorneys, law enforcement officials, and others are using the coercive power of the court to force abstinence and alter behavior with a combination of intensive judicial supervision, escalating sanctions, mandatory drug testing, treatment, and strong aftercare programs to teach responsibility and to transition offenders back into the community. Drug courts started at the local government level and now, with federal assistance, have spread across the nation.

In 1997, the Drug Courts Program Office supported the implementation and enhancement of 24 drug courts in rural communities. In addition, over 50 percent (40 of 78) of the drug court planning grant awards were to rural areas. Approximately $8.5 million, or 30 percent, of 1997 funds supported drug court activity in rural communities.

Drug Courts Grant Program

In enacting Title V of the Violent Crime Control and Law Enforcement Act of 1994 (P.L. 103-322), Congress joined with local communities in acknowledging the promise of drug courts in rehabilitating offenders, in holding offenders accountable for their actions, and in reducing victimization by intervening early after arrest to place offenders in treatment. Congress authorized the Attorney General to make grants to states, state courts, local courts, units of local government, and Indian tribal governments to establish drug courts. This authority has been delegated to the OJP Assistant Attorney General.

The OJP Drug Courts Program Office (DCPO) was established to administer the Drug Court Grant Program and to provide financial and technical assistance, training, related programmatic guidance, and leadership. In FY 1995, Congress appropriated $29 million for the Drug Court Grant Program, but then reduced the funding level to $11.9 million through a rescission. In FY 1996, Congress approved reprogramming of $15 million for drug court grants, and in FY 1997, the appropriation doubled--to $30 million, which was again appropriated in FY 1998.

Single jurisdictions may apply for one of three types of drug court grants:

- ***Planning Grants*** - Awarded to jurisdictions interested in establishing drug courts that are in the early planning stages. These are 1-year grants of up to $30,000 each.

- ***Implementation Grants*** **-** Awarded to jurisdictions that have already made a commitment to develop a new drug court program, have identified the target population to be served, and have identified the case processing procedures that will be used. These are 2-year grants of up to $400,000 each.

- ***Enhancement Grants*** - Awarded to jurisdictions to improve or enhance services in an existing drug court. These are 2-year grants of up to $300,000 each.

In FY 1998, DCPO also will award grants for statewide, regional, and multijurisdictional projects. These include 1-year planning grants of up to $50,000 and 2-year implementation grants of up to $600.000. DCPO will award 1-year grants of up to $50,000 for training, management information systems, or program evaluation development projects. In addition, DCPO will make 1-year supplemental awards of up to $200,000 for FY 1996 grantees.

The OJP Drug Courts Program Office has attempted to work with all communities interested in drug court activity and has not placed special priorities on population size. Based on awards and data collected by the Drug Court Clearinghouse, the communities now seeing the greatest increase in drug court activity are rural. In FY 1995, 28 percent (15 of 52) of the DCPO planning grants--a total of about $500,000--were awarded to rural communities. In FY 1997, over 50 percent (40 of 78) of the first-round planning grants went to rural communities, and another 14 grants were awarded for either the implementation or enhancement of a rural drug court. This was the first time that rural communities received either an implementation or enhancement grant. In the second round of funding in July 1997, an additional 47 jurisdictions received drug court grants totaling over $12 million.

Technical Assistance to Rural Communities

To assist communities in developing or implementing a drug court, DCPO --through an cooperative agreement with the National Association of Drug Court Professionals--established the Mentor Court Network. This referral system links selected drug courts to requests for assistance from jurisdictions interested in learning more about drug courts. Two of these--Stillwater, Oklahoma and Louisville, Kentucky-- were selected as mentor courts because of their unique ability to meet the needs of rural communities. The Stillwater Drug Court spans two rural communities and coordinates services in both. The Louisville Drug Court, while not in a rural community, faces many of the same challenges as a rural community and serves a small number of drug court participants. These two courts are significant resources for furthering the development of successful rural drug courts.

Each planning grantee sends a team to a 3-day workshop on the key components of a drug court. Also, each planning grantee sends a team to visit a mentor court to learn from, observe, and talk with drug court practitioners. Teams participate in team building exercises, visit established drug courts, and develop an action strategy for planning their drug courts. For further information about the Mentor Court Network, contact Lolita Curtis, Vice President for Training and Technical Assistance Services, National Association of Drug Court Professionals, at 703/706-0565.

Grantees and any community interested in drug court activity may also access the Drug Court Clearinghouse. DCPO established the Clearinghouse through a cooperative agreement with The American University in Washington, D.C. to provide information and technical assistance to communities planning or operating drug courts. Rural and other communities can access the Clearinghouse for publications, information, and on-site technical assistance on all aspects of drug court activity. The telephone number is 202/885-2875 and the e-mail address is *justice@american.edu*.

Corrections Program Office

The Corrections Program Office (CPO) encourages states, units of local government, and Indian tribes to develop strategies that will assist corrections agencies in dealing with the challenges confronting the nation's prison system. CPO provides leadership on corrections issues and policy direction for the implementation of congressionally mandated grant programs.

CPO administers two major grant programs: the Violent Offender Incarceration and Truth-in-Sentencing (VOI/TIS) Incentive Grant Program, created under Title II, Subtitle A of the Violent Crime Control and Law Enforcement Act of 1994; and the Residential Substance Abuse Treatment (RSAT) Program.

Prison Construction Grants

Through this program, OJP provides much-needed funding to states--for subaward to state agencies and units of local government--to increase secure confinement space for adult and juvenile violent offenders. Half of appropriated funds are available for Violent Offender Incarceration (VOI) grants, and half for Truth-in-Sentencing (TIS) grants. States may apply for both grant categories. Funds may be used to:

- Build or expand correctional facilities to increase the bed capacity for the confinement of persons convicted of a Part 1 violent crime or adjudicated delinquents for an act that, if committed by an adult, would be a Part 1 violent crime;

- Build or expand temporary or permanent correctional facilities, including facilities on military bases, prison barges, and boot camps, for the confinement of convicted nonviolent offenders and criminal aliens, for the purpose of freeing suitable existing prison space for the confinement of persons convicted of a Part 1 violent crime; and

- Build or expand jails.

VOI grant funds are allocated to states using a three-tiered formula--85 percent for the first two tiers and 15 percent for the third. Each tier has graduated criteria relating to sentencing, time served, and court commitments for VOI awards under Tiers One, Two, and Three, and for TIS, implementation of truth-in-sentencing laws. Eligible states may receive funding under all three tiers. States may pass-through up to 15 percent of grant funds to counties or other local jurisdictions. A small percentage (0.3%) of the overall appropriation is set aside for discretionary grants to Native American tribes. A total of $670 million was appropriated for this program in FY 1997, and another $720.5 million was appropriated for FY 1998. In FY 1998, $5 million of the overall appropriation is set aside for discretionary grants to Native American tribes.

Residential Substance Abuse Treatment Grants

OJP research has found that substance abuse treatment--particularly prison-based treatment--can be effective in preventing recidivism and in reducing drug use and dealing, gang activity, riots, and inmate violence in correctional facilities. Under the Residential Substance Abuse Treatment (RSAT) Program, OJP's Corrections Program Office awards formula grants to states for programs that provide individual or group substance abuse treatment for offenders in residential facilities operated by state and local correctional
agencies. Each state receives 0.4 percent of available funds, with the remainder allocated according to state population.

In FY 1997, a total of $30 million was appropriated for RSAT, and in FY 1998 $63 million is available. To be eligible for funding, states must agree to require drug tests for treatment participants and to give priority funding to projects that provide aftercare services. The FY 1998 Application Kit is available from OJP's Web site at

www.ojp.usdoj.gov or by calling 1-800/851-3420.

Technical Assistance

The Corrections Program Offices makes technical assistance and training available to aid states and local jurisdictions with program implementation and correctional and sentencing issues related to violent offenders. Assistance is provided through national and regional workshops, as well as on-site technical assistance to address specific needs.

In cooperation with the National Institute of Corrections, CPO has established a toll-free technical assistance line to facilitate a quick response to requests for assistance. To request assistance, jurisdictions should call the Corrections Technical Assistance Line at 1-800/848-6325 or within the Washington, D.C. metropolitan area at 202/305-4866.

Executive Office for Weed and Seed

Operation Weed and Seed, a Department of Justice community-based initiative, is an innovative and comprehensive multi-agency approach to law enforcement, crime prevention, and community revitalization. Weed and Seed is a strategy to prevent, control, and reduce violent crime, drug abuse, and gang activity in targeted high-crime neighborhoods of all sizes nationwide.

The Weed and Seed strategy involves a two-pronged approach to a neighborhood's crime problems. Law enforcement agencies and prosecutors cooperate in "weeding out" criminals participating in violent crime and drug abuse, while attempting to prevent these offenders from returning to the targeted area. Simultaneously, the "seeding" aspect brings human services to the area focusing on prevention, intervention, treatment, and neighborhood revitalization. A community-oriented policing component bridges the gap between the weeding and seeding components. Residents aid the weeding efforts, while police officers help in community restoration.

Every site is created through the efforts of concerned community residents. A Steering Committee is created with members from the United States Attorney's Office (USAO), city officials, local law enforcement officers, local business people, community leaders, and site individuals. They are the ones responsible for bringing together the various components of the Weed and Seed strategy and implementing the local plan. The Executive Office for Weed and Seed (EOWS) is responsible for overall coordination and other assistance to the Weed and Seed sites.

Becoming A Site

Neighborhoods interested in implementing the Weed and Seed strategy should work with their U.S. Attorney's Office to develop a strategy and apply for Official Recognition as a Weed and Seed site. Once a site receives Official Recognition status, it also becomes eligible to receive:

- Discretionary resources from participating federal agencies,
- High priority for participation in federally sponsored training and technical assistance,
- Use of the official Weed and Seed logo, and
- Weed and Seed funds.

Eighty-eight sites received $28.5 million in Weed and Seed funding during FY 1996, and approximately 120 Weed and Seed sites were awarded approximately $22 million in grant funding in FY 1997. Each of these sites has formulated its strategy and demonstrated its ability to obtain financial and in-kind resources from various public and private sources. Qualified sites may also apply for supplemental funding as described below:

- Asset Forfeiture Funds are available to selected sites to enhance their joint federal-local task forces.
- Special emphasis awards are available to further promote efforts in such areas as: gun abatement, community empowerment, truancy prevention, conflict resolution, justice innovations, jobs for at-risk youth, anti-gang initiatives, Prevention Through the Arts, and mentoring programs.
- Technical assistance and training for Weed and Seed personnel and communities is available through numerous sources, including EOWS grant funds and Asset Forfeiture Funds.
- Peer to Peer Training is currently being developed in which selected veteran sites will allow visiting Weed and Seed site staff to review a successful program.

Weed and Seed in Rural America

The Weed and Seed strategy is a framework adaptable to any size neighborhood, with any size population, each with its unique problems. Weed and Seed sites exist in both urban and rural communities, and are extremely successful in both areas. The following are two examples of the Weed and Seed response in rural America:

Dyersburg, Tennessee. In February 1996 Dyersburg, Tennessee, in the northwest part of the state, became an officially recognized Weed and Seed site. Dyersburg police and citizens were concerned about increased amounts of drugs and the number of young adult and juvenile gang members involved in drug trafficking. In addition, because juvenile court was held only two days a month, juvenile cases often waited months before processing.

To resolve these problems, the Dyersburg Weed and Seed project established mini-precincts in troubled areas. Police instituted community policing. Condemned buildings were torn down, and over half have been replaced by new dwellings. Volunteers mobilized and spend their Saturday afternoons enhancing the community.

Volunteers also built a Safe Haven--a safe place for young people to go and participate in recreational and other activities after school and on weekends. Prevention and intervention are the key elements of the Safe Haven strategy.

On the enforcement side, the Dyersburg Police Department investigators and DEA personnel target individuals bringing methamphetamine into the Dyersburg area. Enforcement efforts also target gang members involved in narcotic trafficking. For further information about this site, contact Captain Stan Cavness, Dyersburg Police Department, at 901/286-7611.

New Bern, North Carolina. New Bern was named a Weed and Seed project site in 1996. The target is a one square mile area adjacent to the city's historical district with a population of 3,624. The high school drop-out rate is 31.2 percent. In 1996, New Bern received $119,790 in Weed and Seed funding.

In its first year community policing officers helped establish a better sense of security in the target area. An anti-drug task force and an effort to remove guns from the streets are the primary focus of the enforcement strategy. Community officers participate in community meetings and organize and assist neighborhood watches.

The prevention component includes the development of the Safe Haven building into an activities center and comprehensive service provider. Resources for building renovation have been obtained from federal, state, local, and private sources. For example, a local building supply company donated $2,000 worth of goods and services to the Safe Haven. The Safe Haven makes referrals for mental health, health, and social services and serve as a location where service providers can work with citizens.

Neighborhood restoration is another priority for the New Bern Weed and Seed program. Projects are being developed with the New Bern Planning Department to address the problem of deteriorating housing. Community-based organizations will provide services such as painting, landscaping, and general clean-up. For more information about this site, contact Lawrence Suggs, Weed and Seed Coordinator, at 919/636-4117, ext. 27.

Bureau of Justice Assistance

The Bureau of Justice Assistance (BJA) provides leadership and assistance in support of state and local criminal justice strategies to achieve safe communities. BJA's overall goal is twofold: reduce and prevent crime, violence, and drug abuse; and improve the functioning of the criminal justice system.

Three primary funding streams enable BJA and the nation to work toward realization of these goals. These programs are the Edward Byrne Memorial State and Local Law Enforcement Assistance Program (Byrne Formula Grant Program), the Byrne Discretionary Grant Program, and the Local Law Enforcement Block Grants Program.

BJA estimates that approximately 20 percent of its FY 1995 allocation was used in the most rural sections of the country. However, determining the actual amount of BJA funding being used for rural programs proved problematic in that, although funding was going to a rural area, it did not guarantee that the program was designed to address a rural problem. Particularly in the case of discretionary grants, some of the programs that were "national in scope" were headquartered in what was classified as a rural jurisdiction.

Edward Byrne Memorial State and Local Law Enforcement Assistance Program

Through the Edward Byrne Memorial State and Local Law Enforcement Assistance Program (the Byrne program), BJA provides leadership and guidance on crime and violence prevention and control, and works in partnership with state and local governments to make communities safe and to improve criminal justice systems. BJA develops and tests new approaches in criminal justice and crime control, and encourages replication of effective programs and practices by state and local criminal justice agencies. The Byrne program, created by the Anti-Drug Abuse Act of 1988 (P.L. 100–690), places emphasis on violent and drug-related crime, serious offenders, and multi-jurisdictional and multi-state efforts to support national drug control priorities.

BJA makes Byrne program funds available through two types of grant programs: formula and discretionary. Formula grant funds are awarded to the states, which then make subawards to state agencies and local units of government. Discretionary funds are awarded directly to public and private agencies and organizations.

Byrne Formula Grant Program

The Byrne Formula Grant Program is designed as a working partnership among federal, state, and local governments to provide safer communities and a high quality of justice. BJA is authorized to make grants to states, for use by states and units of local government, to improve the functioning of the criminal justice system with emphasis on violent crime and serious offenders, and to enforce state and local laws that establish offenses similar to those found in the Federal Controlled Substances Act. Grants may provide personnel, equipment, training, technical assistance, and information systems for more widespread apprehension, prosecution, adjudication, detention, and rehabilitation of persons who violate such laws, and may provide assistance (other than compensation) to their victims. There are 26 legislatively authorized purpose areas for which assistance may be provided. Information about the availability of Byrne formula funds and application procedures are available from each state administering agency. A list of these agencies is available on OJP's home page at *www.ojp.usdoj.gov* or by calling the Department of Justice Response Center toll-free at 1-800/421-6770.

Although purpose area 4 specifically addresses "special programs for rural jurisdictions," some level of funding has been provided to rural locations for virtually all of the purpose areas. In June 1997, BJA conducted an analysis to ascertain the amount of the FY 1995 Byrne formula allocation being used at the rural level. Fiscal Year 1995 was selected as the test year due to the probability that the majority of the funds would have been subgranted. Funding under the Byrne Formula Grant Program is available for the year of the allocation plus two additional years. Routinely, a fourth year extension is also granted.

The FY 1995 Byrne formula allocation was $450 million, and the total subawarded as of the date of the analysis was $365,611,241. This analysis found that over $67 million (approximately 20 percent) of FY 1995 Byrne formula funds were being used in the most rural sections of the country. One explanation for why rural areas do not have a greater share of Byrne formula funds may be the inability of the more rural jurisdictions to generate the 25 percent match required for all grants.

BJA also examined the types of programs funded at the rural level. A review of the data revealed that multi-jurisdictional task force activities dominated all other initiatives. The choice of states to operate such task forces reflects the vast geographic areas and limited law enforcement resources in rural areas.

With FY 1995 Byrne Formula funding currently going to 1,007 rural jurisdictions, it would be unrealistic to try and describe all exemplary programs. However, during a

Rural Criminal Justice Issues Forum in Nashville in July 1997, attendees received information about successful rural programs across the United States. The following represent some of these programs:

Gallatin County Victim Witness - Bozeman, Montana. This project has become a model for the delivery of justice services in rural Montana. It has been disseminated statewide and has formed the framework for the creation and expansion of victim/witness projects in communities throughout the state. The project works to: improve the involvement of victims and witnesses in the criminal justice system by providing a full time coordinator to serve as a liaison between victims and witnesses and the criminal justice system; increase community awareness by providing education to law enforcement and the judiciary; expand the number of victims and witnesses served through recruitment and training; and encourage increased cooperation in the areas of law enforcement and judicial cooperation through joint sponsorship of the position. For further information, contact Cathy Kendall at the Montana Board of Crime Control at 406/444-3604.

Hiawathans Offering Positive Environments (HOPE) - Hiawatha, Kansas. The goal of this program is to blend law enforcement crime and drug prevention efforts with a community coalition effort to create a healthier community for children, as well as to strengthen families. This very active citizen coalition is made up of parents, teachers, students, city and county law enforcement, local government, business leaders, health care providers, and others. The group helps set social policy, conducts youth and family activities, and sponsors a youth center. Additional information is available from Ronald McVeigh at the Kansas Criminal Justice Coordinating Council at 913/296-0926.

Triad - Bismarck, North Dakota. Triad focuses on reducing unwarranted fear of crime and improving the quality of life for seniors. It consists of a three-way effort among sheriffs, police, and the American Association of Retired Persons (AARP), who work together to reduce the criminal victimization of older citizens and enhance the delivery of law enforcement services to seniors. A key component of Triad is the senior advisory council--Seniors and Law Enforcement Working Together (SALT). The council advises law enforcement groups and advocates for the needs of older adults in the community. In addition, the SALT council provides forums for seniors and law enforcement officials to exchange information. Council members help determine the concerns of the community's elderly residents, assess the availability of existing services and programs for the elderly, and recommend additional strategies for serving their needs. More than 500 Triads are being implemented in 46 states. Of these, 75 percent are in rural areas. For more information, contact Tammy Becker at the North Dakota Bureau of Criminal Investigation at 701/328-5500.

South Central Multi-jurisdictional Drug Task Force - Texarkana, Arkansas. This task force is located in a nine-county, three judicial district region, where the largest town has a population of 10,000. The task force provides narcotics enforcement and prosecution services that would be unavailable on an independent city or county basis. It reduces the volume of illegal narcotics and the incidence of use and abuse by providing for the detection, arrest, prosecution, and conviction of illegal narcotics traffickers by organizing and operating a cooperative speciality law enforcement function in this large rural area. For further information, contact Gordon Burton at the Arkansas Office of Intergovernmental Affairs at 501/682-1074.

Byrne Discretionary Grant Program

The Byrne Discretionary Grant Program awards grants to public and private agencies and organizations for national-scope demonstration, training, and technical assistance programs in support of state and local criminal justice systems. Each year Congress directs BJA to award a portion of the appropriated Byrne Discretionary Program funds to specific programs and organizations, which in some years have resulted in "earmarks" of more than 80 percent of available funding. The remaining Byrne Discretionary Funds are used to continue existing demonstration programs, establish new programs, or establish or continue technical assistance programs that address the needs of states and local jurisdictions. The BJA Discretionary Grant Program usually has an appropriation of $50 to $75 million. An analysis of discretionary grants active as of June 1997 (including the Church Arson Program, which is supported by reprogramming of other Justice Department funds) revealed that $11.5 million is being used for programs in rural areas. Examples of these programs include:

- Since October 1995, BJA has awarded $925,000 to the *Rural Law Enforcement Center (RLEC)*, based at the University of Arkansas at Little Rock, to provide training and technical assistance to rural law enforcement agencies. The Federal Bureau of Investigation and the U.S. Department of Agriculture also provide funding for RLEC. The funds are being used to expand the center's electronic information clearinghouse, develop new software for felony case management, and provide an Internet access point for these law enforcement agencies. Technical assistance is provided via the Internet and toll-free dial-up terminals. Additional information about RLEC is available by calling its toll-free telephone number at 1-800/635-6310 or via the Internet at *www.cji.net/rlec.htm*.

- The *Center for Effective Public Policy* provides technical assistance on community justice to rural and tribal communities. The Center, in collaboration with appropriate subcontractors, provides peer assistance with an emphasis on

issues that are unique to rural and tribal communities. The Center may be contacted at 301/589-9383.

- Technical assistance, for general rural issues and other topics, is available from *Community Research Associates (CRA)* on an "as needed" basis. CRA may be contacted at 615/399-9908.

- As of January 1998, the *Boys & Girls Clubs of America (B&GCA)* served 2.6 million youth in nearly 2,000 clubs nationwide, of which more than 930 were located in rural communities. BJA provides $20 million to B&GCA to establish new clubs and outreach initiatives for residents of public housing, distressed communities, major urban centers, rural jurisdictions, and Indian Country. Where appropriate, clubs work to support jurisdictionwide crime control and prevention strategies and emphasize the development and implementation of programs involving violence and substance abuse prevention, conflict resolution, and parental involvement and training. For further information, contact Tim Flaherty at 404/815-5748.

- National in scope but local in implementation, the *National Citizens' Crime Prevention Campaign* uses BJA Byrne discretionary funds to reach out to children, families, public and private service providers, and elected officials to reduce and prevent crime, violence and substance abuse. Te Campaign produces and disseminates television, radio, and print "McGruff and Scruff" crime prevention public service announcements (in English and Spanish), as well as a full range of crime, violence, and drug prevention informational materials; provides technical assistance and training workshops. For more information, contact the BJA grantee, the National Crime Prevention Council at 202/466-6272 or online at *www.ncpc.org*.

- BJA provides Byrne discretionary funds to the National Association of Town Watch (NATW) to coordinate *National Night Out (NNO)* at the national, state, and local levels by disseminating information, materials, and providing technical assistance to federal and state agencies, local units of government, civic and neighborhood organizations, and residents. This yearlong program involves the community-building efforts of 30 million people in 9,250 communities (including more than 6,000 in rural areas) across the United States. In many cities and towns, NNO activities are cosponsored by businesses, private sector corporations, and local utility companies. These activities culminate in National Night Out, which is held one night each August. For more information, contact Matt Peskin, NATW Executive Director, at 610/649-7055.

FY 1997 Open Solicitation

In Fiscal Year 1997, to stimulate and support innovation among practitioners, BJA announced an open solicitation competition in four topic areas: adjudication, law enforcement, rural criminal justice, and American Indian and Alaska Native communities. The *Issues in Rural Communities* solicitation requested applications addressing the following topic areas:

- Strategies that focus on community-based partnerships and coalitions to control and prevent crime and violence.

- Strategies in which criminal justice agencies address regional problems through consolidation or sharing of resources, or through technology.

- Strategies to provide cost-effective alternatives to incarceration for selected defendants and offenders.

Funding under the *Issues in Rural Communities* initiative was restricted to units of government (including tribal governments) serving rural communities with populations of less than 25,000 residents outside a metropolitan area or that have been designated by the federal government as Rural Empowerment Zones, Enterprise Communities, or Champion Communities.

In October 1997, BJA awarded $3.7 million to 37 jurisdictions to test approaches to reducing crime and encouraging collaboration in the criminal justice system under all four topic areas.

The following are examples of programs funded under the Rural Issues initiative:

5th Judicial District, Des Moines, Iowa. Sex offenders in rural areas of Iowa's 5th Judicial District currently have to travel up to 200 miles to receive treatment or to comply with supervision conditions. For this reason, judges have been reluctant to order an offender into a treatment program knowing the difficulties of accessing services. This grant to the 5th Judicial District's Department of Corrections will support replication of Des Moines' sex treatment program in rural areas. The program focuses on offender responsibility, empathy for victims, and relapse prevention. It employs clinical and polygraph assessments and progressively less-restrictive sanctions as offenders work toward program completion. Program partners include local mental health and victim services organizations, as well as county attorneys, public defenders, and the courts. The

program's effectiveness will be measured by tracking recidivism through Iowa's community-based corrections data system. For further information, contact James Hancock at 515/242-6582.

Office of the District Attorney, Vidalia, Louisiana. Increased levels of crime in rural Vidalia have overtaxed local law enforcement and the criminal courts. Local correctional resources are crowded. Defendants released prior to trial are often rearrested on new charges before their previous cases have been adjudicated. To help alleviate this pressure on the local criminal justice system, the Office of the District Attorney will create an alternative to incarceration program for first-time offenders in rural areas. The program will emphasize aggressive supervision and restitution to victims. Program partners include the Seventh District Court, the Macon Ridge Economic Development Region, the Louisiana Department of Welfare and Human Resources, and local law enforcement agencies. The program's success will be measured by the number of offenders who voluntarily enter and complete the program and by the cost savings achieved through diversion. For more information, contact Madaline Gibbs at 318/336-5526.

Confederated Salish and Kootenai Tribes, Pablo, Montana. Problems created by youth from the Confederated Salish and Kootenai Tribes are commonly referred to the police, courts, and schools. To create a positive force for youth within the community, the Salish and Kootenai Tribes are implementing a rural diversion project tailored to the needs of tribal youth. The initiative will employ sanctions through a deferred prosecution program and rely on traditional tribal elder guidance to reach at-risk youth. Partners include the community's police, public defender, housing authority, mental health center, and addiction treatment program, as well as parents groups, schools, and tribal elders. The program's effectiveness will be assessed using offense referral statistics and community surveys. For further information, contact Jacque Morigeau at 406/675-2700.

For Open Solicitation `98, BJA will solicit concept papers under one or more of the following topic areas:

- Community Justice
- Hate Crimes
- Juveniles in Adult Systems
- Victimization of the Elderly
- Criminal Justice Challenges for Rural and Tribal Communities
- Obstacles to Justice
- Indigent Defense
- Integrated Information Systems

For a copy of Open Solicitation `98, when available, or to be added to the mailing list for this and other program announcements, contact the BJA Clearinghouse toll-free at 1-800/688-4252.

Local Law Enforcement Block Grants

Under the Local Law Enforcement Block Grants (LLEBG) Program, BJA provides funds to local jurisdictions, states, and eligible territories for efforts to help them reduce crime and improve public safety. Grants are distributed using a formula based on violent crime data covering the last three years that the FBI collected from the states and localities. BJA makes direct awards to units of local government that qualify for $10,000 or more. Jurisdictions that do not receive direct awards are eligible to receive funds or increased services from the state, which receives a base amount in addition to the funds allocated for jurisdictions that did not qualify for at least $10,000.

Local jurisdictions can use their grants to hire police officers or pay existing officers for overtime; establish multijurisdictional task forces, particularly in rural areas; purchase equipment directly related to basic law enforcement functions; prosecute violent offenders, particularly youthful violent offenders; fund drug courts; implement crime prevention measures; or defray the cost of indemnification insurance for law enforcement officers. Funds cannot be used to acquire tanks or armored vehicles, fixed-wing aircraft, limousines, real estate, yachts, consultants, or any vehicle not primarily used for law enforcement.

In FY 1996, the program's first year, over 2,600 local jurisdictions, every state, and several eligible territories received grants totaling approximately $405 million. Almost $395 million was awarded directly to local jurisdictions, and of the $32 million awarded to states in FY 1996, 55 percent (over $17 million) was subgranted to units of local government. States awarded the remaining $14 million to state police departments that provide law enforcement services to units of local government. In FY 1997, BJA awarded $523 million under the LLEBG Program, the same amount available in FY 1998.

Bureau of Justice Statistics

The Bureau of Justice Statistics (BJS) is the nation's primary source for criminal justice statistical information. As the statistical arm of the Justice Department, BJS collects, analyzes, publishes, and disseminates timely and accurate statistical data on crime, criminal offenders, victims of crime, and the operation of justice systems at all levels of government. BJS also provides technical and financial assistance to state

statistical and operating agencies responsible for the collection and analysis of state criminal justice statistics and administers special programs to help state and local governments improve their criminal history records and information systems.

National Crime Victimization Survey

Each year, BJS conducts the National Crime Victimization Survey (NCVS), the largest annual survey of crime in the nation. NCVS measures personal and household offenses, including crimes **not** reported to police, by interviewing all occupants age 12 or older in a nationally representative sample of U.S. households.

BJS data show that crime in rural areas over the past several years has followed the same general downward trend as crime in urban or suburban areas. Between 1993 and 1995, nonfatal crimes of violence against rural residents declined 17 percent.

BJS also found that--with one exception--crime rates in rural areas were lower than in suburban or urban areas. In 1995, for nonfatal crimes of violence--rapes, sexual assaults, robberies, aggravated and simple assaults--there were about 35 crimes per 1,000 rural residents in 1995, compared with 42 per 1,000 for suburban residents, and 56 per 1,000 for urban residents. Overall property crimes--household burglary, motor vehicle theft, property theft--also occurred at a lower rate among rural residents than their urban or suburban counterparts. However, rural residents experienced household burglaries at significantly higher rates than suburban residents, although lower than those in urban areas.

National Criminal History Improvement Program

The National Criminal History Improvement Program (NCHIP) provides funds to states to improve their criminal history record systems, keep felons from purchasing handguns, prevent sex offenders from working with children and the elderly, and identify repeat offenders who may be subject to "three strikes" laws. NCHIP implements the provisions of the Brady Handgun Violence Prevention Act, the National Child Protection Act of 1993, the Stalking and Domestic Violence Reduction provisions of the Violence Against Women Act, and related legislation focusing on improving state criminal history records and implementing the National Instant Background Check System.

In 1994, BJS designated five states as “priority” states because they had little or no automated criminal history records. These five states--Maine, Mississippi, New Mexico, Vermont, and West Virginia--received additional funding for several years of NCHIP activity to enable them to plan and contract for major expenditures to enhance their

systems.

Since 1995, BJS has awarded $163 million directly to states under the NCHIP program. BJS made FY 1997 awards to 48 states totaling approximately $50 million. To date, states have spent approximately 6 percent of the funds distributed through the NCHIP program to develop methods to collect and flag records of persons convicted of offenses against children, the elderly or the disabled and persons subject to a domestic violence protective order. Each state that submitted an application received an award. In FY 1998, $45 million is available under this program.

Tribal Case Management System

With funding from BJA's Local Law Enforcement Block Grants Program, BJS provides funds to Native American tribal jurisdictions to develop and implement automated criminal case tracking systems. These systems help the tribes better manage criminal justice resources, track offenders through the justice system, and enhance decision making.

National Institute of Justice

The National Institute of Justice (NIJ) was created by Congress in 1968 to find new and better ways to fight crime. It does this through administering grants for research in the criminal justice field, providing technical assistance to law enforcement and other criminal justice agencies throughout the country, developing new innovations in technology, and by gathering and disseminating criminal justice information.

Providing justice services in rural areas poses special challenges, such as geographical problems, lack of public transportation, limited criminal justice personnel and resources, lack of sentencing options, and lack of information. As part of its mission, NIJ works to find ways to improve rural policing and criminal justice practices, and seeks to expand its role in this area.

NIJ's rural projects have included a broad range of activities--from grants for research reports to technical assistance, conferences, and interagency cooperation. NIJ personnel also participate in conferences to share information about its research findings, program evaluations, and other resources.

Research Reports

NIJ is one of many federal and non-federal agencies that conduct research on rural crime and policing. NIJ-supported research projects related to rural justice:

- An NIJ sponsored study examined research issues in the study of drugs in rural areas, drawing on the author's own experience in studying domestic marijuana production. The research is reported in an article appearing in the *Journal of Research in Crime and Delinquency*, "Studying Drugs in Rural Areas: Notes From the Field." (1993)

- An NIJ Research In Action report, *Rural Crime and Rural Policing* (October 1994), discussed rural crime and rural policing with respect to crime patterns and the distinctive elements of the rural environment that affect both crime and policing.

- The NIJ Research Report, *Crime and Policing in Rural and Small-Town America: An Overview of the Issues* (September 1995), examines what is known about crime and policing in rural areas and small towns and how they are shaped by the rural environment.

Copies of these and other NIJ or criminal justice reports can be ordered from NIJ's National Criminal Justice Reference Service (NCJRS) by calling its toll-free telephone number, 1-800/851-3420. One of the most extensive sources of information on criminal and juvenile justice in the world, NCJRS also provides access to its publications database via the Internet at *www.ncjrs.org*.

Police-Research Partnerships

NIJ also assists the development of rural policing strategies by awarding research grants to various interest groups and universities. One unique program pairs researchers with police agencies to examine issues departments face in implementing community policing. Police-researcher teams have been established in 65 jurisdictions in 39 states. The following are examples of NIJ supported programs for studies of crime in rural areas:

Council Grove-Kansas State University Law Enforcement Team Project. This program has formed a partnership between law enforcement officials in Council Grove, Kansas and Kansas State University to provide data on the public's perception of the area's community policing style and capacity.

Increasing the Effectiveness of Rural Police Departments. Alfred University is conducting a study to determine how local police departments in two of its neighboring towns can be made more effective by using community service, policing strategies, and sharing available resources.

A Partnership for Research in Community Policing Strategies in a Rural County and Three Small Cities. The University of Alabama is conducting research to demonstrate the benefits of cooperation between small and rural law enforcement agencies and the criminal justice faculty of an urban university.

Police-Community Initiatives for Effective Law Enforcement. This project follows the development of a cooperative, rural community policing program in two North Carolina counties to better understand the organization of such programs and to explore the possibilities of establishing similar programs in other rural areas.

Comprehensive Analysis of Community Policing Strategies. The Police Executive Research Forum is conducting this project to help fill the information gap on community policing strategies by identifying a set of operating strategies for urban, suburban, and rural areas.

Indian Country Justice Initiative Evaluation. This is a pilot project supported by several Justice Department agencies. The project's goal is to improve the responsiveness of the Department to criminal justice needs in Indian country and to increase law enforcement efforts to target violent and other major crimes.

A Partnership for Research in Community Policing Strategies in a Rural County and Four Small Cities. The University of South Alabama is demonstrating how a university can collaborate with law enforcement agencies in a rural county. The goal is to help the agencies plan community policing strategies and then study the impact of the strategies on crime and citizen satisfaction.

Demonstrating a Cost-Effective Approach for Locally Initiated Police Research in Small and Medium-Sized Cities. This project will link police departments in small and medium-sized cities in three states with researchers and other specialized consultants. The project sites are: Redwood and Eureka, California; Pocatello, Idaho; and Rapid City, South Dakota. The project is testing and evaluating interactive methods for linking police departments and researchers through surveys, case studies, and Internet communications analysis.

DI-LEARN: Downstate Illinois Law Enforcement Research Network. This project will connect 20 or more municipal police agencies serving populations of less than 50,000. Researchers from Southern Illinois University will then facilitate the development of shared research priorities based on the opinions of these police agencies and conduct one or more specific projects.

A Partnership Proposal: The Ada County Sheriff's Office and Boise State University. This partnership is developing a research strategy to address the need for information about demographic transformations in the county and the implications of traditional and contemporary community policing. The project also is developing data retrieval and imaging systems and an Internet "home page" for the sheriff's department.

For further information about any of these projects, contact Dr. Phyllis McDonald at NIJ at 202/616-3653.

Transferring Technology

Through the National Law Enforcement and Corrections Technology Center (NLECTC) in Rockville, Maryland and five regional centers, NIJ provides technical

information and assistance to local and state criminal justice agencies. Each center has a specific core function and is designed to leverage existing resources in its area.

The center in Rome, New York focuses on weapons and weapon safety. The Charleston center develops and tests security technologies, while the El Segundo center provides investigative and surveillance technology support. The Rocky Mountain center in Denver works on finding ways to help law enforcement and corrections departments communicate across jurisdictional lines. And the center in San Diego develops new technology relating to the control of border-related crime.

NLECTC information specialists are available by calling a toll-free hotline--1-800/248-2742. Information also is available through the Internet-based Justice Information Network (JUSTNET), which provides information on new technology, equipment, and services available to the criminal justice community through NLECTC. The Internet address is *www.nlectc.org*.

Office of Juvenile Justice and Delinquency Prevention

The Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, as amended, established the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to support local and state efforts to prevent delinquency and to improve their juvenile justice systems. In accordance with this mission, OJJDP leads the national initiative to promote a comprehensive and coordinated strategy to meet the challenges facing America's children.

OJJDP coordinates its diverse and comprehensive initiatives through a cycle of planning, research, program development, demonstration, replication, training, technical assistance, evaluation, and information dissemination.

Formula Grants Program

Through its Juvenile Justice Formula Grants Program, OJJDP provides grants to states to assist state and local jurisdictions in preventing and treating delinquency and improving their juvenile justice systems. Each state and territory is required to develop and implement a comprehensive juvenile justice plan that sets priorities for the expenditure of OJJDP formula grant funds.

In 1992, the JJDP Act was modified to require state plans to include an analysis of services for preventing and treating juvenile delinquency in rural areas, including the need for such services, the types of services available in rural areas, and geographically unique barriers to providing services. The plan also must include a strategy for providing needed services to prevent and treat juvenile delinquency in rural areas.

OJJDP also administers the State Challenge Activities Program, which provides incentives for states participating in the Formula Grants Program to develop, adopt, and improve policies and programs in one or more of 10 specified "challenge" areas. These include: providing access to counsel for all juveniles in the juvenile justice system, establishing a state ombudsman office for children and families, developing alternatives to school suspension, increasing aftercare services, and developing policies and procedures to reduce the size of state training schools.

Community Prevention Grants

Under the Title V Community Prevention Grants Program, OJJDP provides funds to assist and encourage communities to focus on preventing juveniles from entering the juvenile justice system. The program supports local comprehensive delinquency prevention planning and prevention activities for youth who have had or are likely to have contact with the juvenile justice system. OJJDP awards funds to states through State Advisory Groups to qualified units of general local government selected through a competitive process. Training and technical assistance in developing prevention models and strategies also is provided. Over the past four years, more than 400 communities, including many rural areas, in 47 states and 5 territories have received Title V Community Prevention Grants and are beginning to see positive changes in the factors associated with juvenile crime and delinquency.

Juvenile Accountability Incentive Block Grant (JAIBG)

For FY 1998, the Congress created a new block grant program to address the growing problem of juvenile crime by encouraging accountability-based reforms at the state and local level. OJJDP has been delegated authority to administer this new program.

Funds will be awarded to states based on their juvenile population. Units of local government will receive 75 percent of the amount awarded to states based on a combination of law enforcement expenditures and the FBI's Uniform Crime Report (UCR) data on Part 1 violent crimes, unless the state can demonstrate it bears the primary financial burden within the state for juvenile justice.

Funds may be used for 12 purposes:

1) Building, expanding, renovating, or operating temporary or permanent juvenile correction or detention facilities, including training of correctional personnel;

2) Developing and administering accountability-based sanctions for juvenile offenders;

3) Hiring additional juvenile judges, probation officers, and court-appointed defenders, and funding pretrial services for juveniles to ensure the smooth and expeditious administration of the juvenile justice system;

4) Hiring additional prosecutors, so that more cases involving violent juvenile offenders can be prosecuted and backlogs reduced;

5) Providing funding to enable prosecutors to address drug, gang, and youth violence more effectively;

6) Providing funding for technology, equipment, and training to assist prosecutors in identifying and expediting the prosecution of violent juvenile offenders;

7) Providing funding to enable juvenile courts and juvenile probation offices to be more effective and efficient in holding juvenile offenders accountable and reducing recidivism;

8) The establishment of court-based juvenile justice programs that target young firearms offenders through the establishment of juvenile gun courts for the adjudication and prosecution of juvenile firearms offenders;

9) The establishment of drug court programs for juveniles so as to provide continuing judicial supervision over juvenile offenders with substance abuse problems and to provide the integrated administration of other sanctions and services;

10) Establishing and maintaining interagency information-sharing programs that enable the juvenile and criminal justice system, schools, and social services agencies to make more informed decisions regarding early identification, control, supervision, and treatment of juveniles who repeatedly commit serious delinquent or criminal acts;

11) Establishing and maintaining accountability-based programs that work with juvenile offenders who are referred by law enforcement agencies, or that are designed, in cooperation with law enforcement officials, to protect students and school personnel from drug, gang, and youth violence; and,

12) Implementing a policy of controlled substance abuse testing for appropriate categories of juveniles within the juvenile justice system.

At least 45 percent of any grant provided to a state or unit of local government must be used for purpose areas 3-9, and at least 35 percent must be used for purpose areas 1, 2, and 10. In addition, the federal share of construction costs of permanent juvenile corrections facilities is limited to no more than 50 percent of the total cost.

In FY 1998, $250 million is available under this program. The JAIBG Program Guidance Manual is posted on OJP's home page at *www.ojp.usdoj.gov*. To receive a copy, contact the Juvenile Justice Clearinghouse at 1-800/638-8736.

Discretionary Grant Program

OJJDP also awards discretionary grants directly to research, nonprofit, or other organizations or agencies to conduct research and demonstration programs, or to provide services related to juvenile justice to local and state agencies. Each year, OJJDP publishes in the *Federal Register* the programs and priority areas it will support. The following discretionary grant programs are of particular interest to rural communities.

Studies of Violence Committed By or Against Juveniles. Through its Institute for Families in Society, the University of South Carolina is analyzing county-level data to test the significance of community factors (including socioeconomic changes and proximity to interstate highways) in violent juvenile crime in rural counties in three southern states--South Carolina, Georgia, and Florida--and, for comparison, Nebraska. The Institute is conducting surveys of intermediate and middle school youth about their experiences of bullying or being bullied and using these data to develop and evaluate a school-based prevention program. For further information about this project, contact Charlotte Kerr at OJJDP on 202/616-2605.

SafeFutures - Partnership To Reduce Youth Violence and Delinquency. SafeFutures seeks to prevent and control youth crime and victimization by creating a continuum of care in communities to respond to the needs of youth at critical stages during their development. This continuum of care provides a range of prevention, intervention, treatment, and sanctions.

In 1997 OJJDP awarded grants of approximately $1.4 million a year for five years to each of six communities (four urban, one rural, and one tribal government) to assist with existing efforts to reduce youth violence and delinquency. Boston, Seattle, St. Louis, Contra Costa County and Imperial County, California, and Fort Belknap, Montana were selected competitively based on their substantial progress toward community assessment and strategic planning to address delinquency.

Each of the six sites is implementing a unique set of services that will build on community strengths, services, and supports and fill in gaps within their existing continuum. These services include family strengthening, after-school activities, mentoring, treatment alternatives for juvenile female offenders, mental health services, day treatment, and graduated sanctions for violent and chronic offenders.

The rural site is Imperial County, California. Imperial County's Office of Education is building upon local planning efforts begun in 1992 and its existing rural Enterprise Community. Most services provided by SafeFutures will be housed in a new Family Resource Center (FRC) located in a local high school. Imperial County's SafeFutures initiative includes a program for serious, violent, and chronic juvenile offenders; an education, health, and personal growth curriculum for at-risk girls in grades 7 through 12; and a Family Preservation and Family Support Program for abused or delinquent girls.

Imperial County's SafeFutures also is supporting a mobile mental health team to provide services--including public education and outreach--to youth who have been involved in the juvenile justice system, at-risk youth, and their families. Other components include drug and alcohol education, mentoring, and programs to prevent gang violence. For more information about this project, contact Kristen Kracke at OJJDP on 202/616-3649.

The Urban Institute is evaluating the effectiveness of each SafeFutures initiative, and OJJDP is providing technical assistance and training to each site through the National Training and Technical Assistance Center (NTTAC). For more information about the center, contact Michael Goodnow at OJJDP on 202/307-3676.

Juvenile Mentoring Program

OJJDP's Juvenile Mentoring Program (JUMP) supports one-to-one mentoring programs for youth at risk of educational failure, dropping out of school, or involvement in delinquent activities, including gangs. JUMP is administered either by a local education agency or a public or private nonprofit organization. In either case, both entities must collaborate to achieve the program's goals of improving academic performance and reducing the dropout rate. Programs must target at-risk youth in high-crime areas that have 60 percent or more of their youth eligible to receive Chapter I funds under the Elementary and Secondary Education Act of 1965 and that have a considerable number of youth who drop out of school each year.

The following are examples of how JUMP is being implemented in rural communities.

Fort Pierce, Florida - Operated by Big Brothers/Big Sisters of St. Lucie County, this program matches an adult volunteer with a child ranging in age from 6 to 17 years old. The Core Program focuses on delinquency, dropout prevention, school attendance, and the importance of self-concept. Mentors spend one to three hours per week fostering

a caring relationship while the child participates in recreational activities, youth leadership, academic tutoring, and a violence prevention program. Another program component matches children with a school resource officer.

The program also operates a Mini-Policing Academy each summer covering such topics as drugs and gangs, personal safety, conflict resolution, problem solving, self-esteem, law enforcement careers, crime scene investigations, the courtroom, 911, and neighborhood watch efforts. Another program partner, the St. Lucie County Chamber of Commerce, promotes business partnerships with students by involving youth in corporate mentoring/shadowing, leadership, and entrepreneurship opportunities.

Marks, Mississippi - The Boyz-to-Men and Girls-to-Women (BMGW) mentoring program's major goals are to prevent juvenile delinquency and gang participation and reduce the dropout rate of at-risk youth in Quitman and Tallahatchie Counties. Fifty at-risk youth from each county are paired with adult mentors. The program includes alternative education for mentees who have already dropped out of school, education on conflict resolution techniques and coping with peer pressure, and parent counseling for mentees who are teen parents. The program also provides entrepreneurial career training, sport and recreational experiences, and cultural and education programs.

Parental involvement is encouraged and child care services are provided so that parents and mentees can participate in all program activities. Monthly parent training sessions help parents learn skills for managing their children and building a better relationship with them.

Rapid City, South Dakota - The ATEYAPI (which means "fatherhood" in Lakota) mentoring project matches Native American adults with at-risk native teens to provide guidance, companionship, and academic assistance. The program's goal is to reduce delinquency and high school dropouts and increase academic achievement, self-esteem, cultural knowledge, and social/relationship skills for participants.

ATEYAPI is a school-based model where mentors work 32 hours-per-week in school and another 8 hours in after-school, evening, and weekend activities. A coordinator recruits mentors and matches them with at-risk youth in four targeted schools. Students are referred by school administrators and counselors. Mentors develop case plans for each student, which are reviewed and updated with each 9-week report card. Mentors also make monthly home visits to inform parents of student progress and provide field trips, Lakota drumming, pow-wow dancing, traditional crafts, Lakota language, and talking circles. Parents are recruited to help with these activities.

For further information about JUMP projects, contact Travis Cain at OJJDP on 202/307-1205.

Safe Kids/Safe Streets

Safe Kids/Safe Streets is a unique program involving collaboration among OJJDP and other OJP bureaus. The program's goals are to:

- Encourage localities to restructure and strengthen their criminal and juvenile justice systems to make them more comprehensive and proactive in helping juveniles and their families who have been or are at risk of being abused and neglected;

- Implement or strengthen coordinated management of abuse and neglect cases by improving the policies and practices of the criminal justice, child welfare, family services, and related systems; and

- Develop comprehensive community-wide, cross-agency strategies to reduce child and adolescent abuse and neglect and resulting child fatalities.

Burlington, Vermont is demonstrating the Safe Kids/Safe Streets program in a rural area. The program is managed by the Community Network for Children, Youth, and Families of Chittenden County, a community-wide collaborative to reduce the incidence of child abuse and neglect. The program goals are to: broaden access to available resources and services; strengthen primary prevention efforts; improve services and treatments for families experiencing abuse and neglect; improve interagency collaboration and communication among service providers, police, court and corrections personnel, and other stakeholders; and strengthen system capacity and accountability. For more information about Safe Kids/Safe Streets, contact Robin Delaney-Shabazz at OJJDP on 202/307-9963.

Drug and Alcohol Prevention

In FY 1998, Congress has designated $5 million to OJJDP for a new Drug Prevention Program that will make direct awards to develop, demonstrate, and test programs to increase perceptions among children and youth about the unappealing aspects and danger of drug use. Another $25 million was provided in FY 1998 for a new Combating Underage Drinking Program. Each state will receive $360,000, another $5 million is available in discretionary grants, and $1.64 million is available for training and

technical assistance to enforce state laws prohibiting the sale of alcoholic beverages to minors and to prevent minors from purchasing or consuming alcoholic beverages. These efforts include:

- Statewide task forces of state and local law enforcement and prosecutorial agencies to target establishments suspected of a pattern of violations of state laws governing the sale and consumption of alcohol by minors;

- Public advertising programs to educate establishments about statutory prohibitions and sanctions;

- Innovative programs to prevent and combat underage drinking.

OJJDP is developing guidelines for these two new programs. As information becomes available, it will be posted on the OJP home page at *www.ojp.usdoj.gov*. Information also will be available from the Department of Justice Response Center at 1-800/421-6770.

Office for Victims of Crime

The Office for Victims of Crime (OVC) was created by the Victims of Crime Act (VOCA) of 1984 to improve our nation's response to crime victims. It fulfills this mission through the administration of state victim assistance and compensation formula grant programs; the management of training, technical assistance, and demonstration grant programs designed to benefit crime victims; and the creation of programs that result in crucial direct services for victims of federal crimes. OVC's state crime victim assistance and compensation formula grant resources, as well as the training and technical assistance programs and demonstration projects, are open to communities and agencies in rural areas.

Crime Victim Assistance Program

OVC's victim assistance formula grant program supports state efforts to fund local programs that provide direct services to crime victims. Such services include crisis intervention, group therapy, court accompaniment, transportation, emergency shelter, counseling, and other critical services. OVC awards funds to states to pass through to public and private nonprofit organizations, such as domestic violence shelters, rape crisis centers, child abuse treatment programs, and survivors of homicide programs. State administrators managing the VOCA victim assistance formula grant programs are required to target 10 percent of grant awards to efforts that meet the needs of underserved crime victims, including those living in rural areas.

OVC encourages states to be responsive to crime victims in rural and remote areas by making training, information, and other program resources available to victim assistance providers, dispatchers, law enforcement officers, and other professionals. OVC recently revised the program guidelines for the VOCA victim assistance grant program to encourage states to identify gaps in available services--not only by the types of crimes committed--but also by victims' demographic characteristics. Now, OVC asks states to consider redefining an "underserved" victim, for purposes of funding eligibility, to include, among other traits, residence in a rural or remote area.

From FY 1986 through FY 1997, states and territories received more than $1 billion in VOCA victim assistance grant funds. Of the almost $77 million subgranted in FY 95, for example, almost $16.5 million, or 21.4 percent, went to rural communities.

Crime Victim Compensation Program

OVC awards annual formula grants to states to supplement state compensation programs that reimburse victims for crime-related expenses, such as lost wages, funeral and burial costs, and medical and mental health counseling costs. The state crime victim compensation program is a major resource for victims of crime living in rural areas, covering such expenses as transportation to receive medical and mental health services. These funds, for which crime victims may apply directly to the states, may be the only source of support in remote areas where victim services are scarce or non-existent. From FY 1986 through FY 1997, OVC distributed more than $637 million in VOCA compensation grant funds to the states.

Demonstration Programs

In addition to its Victim Assistance and Victim Compensation formula grant programs, OVC provides direct awards to demonstrate or test innovative approaches to serving crime victims. The following OVC demonstration programs are of special interest to rural jurisdictions:

Rural Victim Services 2000. Through this program, OVC will demonstrate an integrated comprehensive victim service system within a rural community. Two rural sites were selected to serve as a laboratory for other communities wishing to develop similar victim-centered systems. Early in FY 1998, grants were awarded to the State of Vermont and Medina County, Ohio to demonstrate this program.

The goal of Vermont's program is to develop a statewide comprehensive victim services system that can serve as model for other jurisdictions. The project is assessing victim services currently available in the state, and will then explore ways in which victims and communities can become more involved in the criminal justice process. Project staff also are working to more effectively integrate the use of technology into the state's victim services network. For more information, contact Lori Hayes at 802/241-1250.

Medina County is developing a county-wide comprehensive victim services system. Project staff will explore ways to overcome barriers to serving victims in rural communities and improve collaboration among agencies that interact with crime victims. The project will work closely with members of the community. For more information about this project, contact Evelyn Bun Khart at 330/836-2940.

Implementing Customized Victim Notification Technologies. Victim notification of key criminal justice proceedings is a crime victim's basic right and a cornerstone of victim participation. It is also an area where emerging technologies can benefit crime victims. Recently a number of states and jurisdictions have implemented automated systems that give victims timely notification of court dates, case decisions, and information regarding any change in offender status. These systems replace absent or inconsistent victim notification procedures that, in some cases, have resulted in tragedy.

To assist jurisdictions in implementing customized, automated victim notification systems, OVC awarded a grant in early FY 1998 to the National Victim Center (NVC) to develop a resource package that outlines the various options available for automated victim notification (i.e., currently available software systems), the basic components of a system to meet local needs, and technical assistance resources. NVC will then use the resource package to provide intensive technical assistance to three to five jurisdictions that are legislatively mandated by their state legislatures to provide victim notification. These jurisdictions may be states, counties, or judicial districts.

NVC will develop an application process; criteria for selecting jurisdictions; procedures for assessing their specific needs; and a method for designing, implementing, and training agency staff on the customized victim notification system. In order to receive the training and technical assistance, applicant agency heads will be required to provide signed agreements committing staff time and equipment to the project and good faith assurances that resources will be dedicated to maintaining the system. Rural communities are eligible to apply for this assistance. For further information, contact David Beatty at the National Victim Center at 703/276-2880

Promising Strategies and Practices in Rural Areas. Under an OVC grant, California State University is identifying promising victim assistance programs, practices, and strategies in rural areas through a survey of criminal justice system policies and practices; private nonprofit agency programs and services; and financial, medical, and psychological assistance that is available for rural crime victims. The project will publish and distribute descriptions of those practices in a compendium and a bulletin. These materials will emphasize multi-disciplinary and multi-system approaches to serving victims in rural areas. Further information is available from Harvey Wallace at 209/276-4223.

Training and Technical Assistance

OVC sponsors a wide variety of training and technical assistance to implement innovative practices in victims services in jurisdictions throughout the country. Examples of these include:

Regional System of Sexual Assault Forensic Examination Units Connected by a Video Camera Network. Through an interagency agreement with OJJDP, OVC made $100,000 available to the National Network of Children's Advocacy Centers for a project that demonstrates comprehensive, multi-disciplinary, state-of-the-art medical services for child victims living in rural areas. The overall goal of this project is to assure that children living in rural areas receive good medical care by knowledgeable medical professionals when they must undergo forensic examinations because of suspected child sexual abuse. The project will:

- Use technology to make consultation from medical centers available to physicians in rural areas through the use of a portable video networking system;
- Train sexual assault nurse examiners and pediatric emergency medicine specialists in rural areas in diagnosing and treating child sexual abuse; and
- Showcase the use of off-site medical experts to advise and consult with practitioners in rural areas through use of a computer link-up.

Further information about this project is available from Nancy Chandler at the National Network of Children's Advocacy Centers on 202/836-7827.

Victim Assistance in Community Policing. OVC awarded a grant to the National Organization for Victim Assistance and the International Association of Chiefs of Police to develop basic protocols, training materials, and other training products to encourage the integration of victim services as an essential component of community policing. The training materials were evaluated in one rural police department-- Charlotte-Mecklenberg, North Carolina. A continuation grant of $100,000 will support training and technical assistance in setting up a law enforcement-based victim assistance program. A portion of the resources will be targeted to rural police departments. For more information about this project, contact John Stein at 202/232-6682.

Promising Strategies and Practices in Using Technology. OVC awarded $100,000 to the National Victim Center for a project to identify ways that emerging technologies can be used to inform and assist crime victims and to enhance

communications within the field of victim services. The project will survey the field for promising practices that use technology to serve crime victims and will produce a summary report of these practices. It will conduct a two-day transfer of knowledge symposium that convenes a select group of crime victim advocates, criminal justice practitioners, and experts in technology. Participants will discuss service needs of victims and how new technologies can be directed to address those needs and will produce an action plan of strategies to implement their ideas and recommendations. In addition, the project will produce a monograph highlighting the findings of the survey and the symposium and recommending future action in the use of new technologies for the benefit of crime victims. One focus of the project will be improving the response to victims in rural areas through the use of innovative technologies. Further information about this project is available from David Beatty at 703/276-2880.

Hate and Bias Crime Regional Training Seminar Series. OVC awarded $150,000 to the Education Development Center (EDC) to train law enforcement officers and community service providers on responding to victims of hate and bias crimes. The training addresses the dynamics of relationships between diverse populations and the impact on communities, rural as well as urban, of crimes motivated by negative attitudes toward race, ethnicity, gender, religion, and sexual orientation. Trainers will conduct four regional training seminars across the country using *A Model Protocol and Training Curriculum to Improve the Treatment of Victims of Hate and Bias Crimes*, which EDC developed under a previous OVC grant. For more information about this project, contact Karen McLaughlin at 617/969-7100.

Trainer's Bureau. OVC's Trainer's Bureau provides funding support for victim assistance consultants, experts, and speakers to travel to rural areas. OVC's Trainer's Bureau is often called on to train multi-disciplinary teams, the clergy, law enforcement officers, and others in a community on meeting the needs of crime victims. For example, OVC recently assisted board members in Tippecanoe County, Indiana and the surrounding nine-county rural area to develop a training manual on coordinated responses to domestic violence and other crime victimization. For further information, contact Donna Ray at OVC by telephone at 202/616-3572 or by e-mail at *rayd@ojp.usdoj.gov*.

Full Faith and Credit Training and Technical Assistance Project. The Pennsylvania Coalition Against Domestic Violence received $90,000 for this training and technical assistance cooperative agreement. Its goal is to develop effective law enforcement, prosecution, court, and advocacy practices to promote accessible, consistent enforcement of civil and criminal protection orders in appropriate state and tribal courts throughout the country, pursuant to the Full Faith and Credit Provisions of the Violence Against Women Act (VAWA). This project is cosponsored by OVC and VAWGO. For

further information, contact Barbara Hart at 610/373-3697.

Across State Lines: Collaborating to Keep Women Safe. OVC awarded the Battered Women's Justice Project $100,000 to convene--along with VAWO, VAWGO, and the Justice Department's Office of Policy Development--a national conference aimed at improving the implementation of the Full Faith and Credit provisions of VAWA. The conference, held in October 1997 in Albuquerque, New Mexico, brought together multidisciplinary teams of law enforcement, judges, judicial administrators, prosecutors, and victim services providers from 48 states and the U.S. territories. The conference provided team and skills-building training on establishing systems for enforcing the Full Faith and Credit provisions of VAWA. Further information about the conference is available from Marry Hofford at the National Council of Juvenile and Family Court Judges on 702/784-1966.

Cultural Considerations in Assisting Victims of Domestic Violence and Sexual Assault. The American Bar Association (ABA) Commission of Domestic Violence and AYUDA, a grassroots assistance agency for Latina victims of domestic violence, have received a $75,000 grant for a project to train victim advocates, law enforcement officers, and attorneys in how to assist battered immigrant women who are eligible for relief under VAWA. They will develop training materials that address the most up-to-date information about VAWA's recently issued regulations, cultural issues, background on immigration law, and assistance for women petitioning for residency. Training will be delivered at four sites, one of which will be rural. Additional information about this project is available from Rohini Anand at 202/483-0700.

Direct Assistance to Victims in Crisis

In addition to supporting training to improve community responses to crime victimization, OVC awards funds to provide direct and immediate assistance to victims in crisis through two programs:

- The *Community Crisis Response* program enables teams of trained crisis responders to be on the scene within 48 hours of a multiple-victim crime to help victims and family, as well as community members cope with the trauma. For example, through this program, OVC dispatched a six-member crisis response team from Mothers Against Drunk Driving to a community on the Ramah Navajo

  reservation in the aftermath of a drunk driving crash that killed eight community members.

OVC also deployed a Community Crisis Response Team to Spotsylvania County, Virginia, a rural county 60 miles south of Washington, D.C., following the abduction and murder of three teenage girls between the fall of 1996 and the spring of 1997. The team met with local care givers and provided them training and technical assistance in helping young people and others in the community recover in the aftermath of these still unsolved murders. The team also held a community forum to allow residents to air concerns following the tragic events.

- The *Federal Crime Victim Assistance Fund* makes funding available through U.S. Attorneys' Offices and the Federal Bureau of Investigation to assist victims of federal crime. OVC used funds from this program to provide crisis response services to three communities in Gibson, Iowa (population 64) following a robbery of the Gibson Savings Bank that left two residents dead. There were no victim assistance services within 200 miles of the communities. Through its Emergency Fund, OVC arranged for trained homicide survivor and crisis response team counselors to be sent to the scene. Within days, crisis counselors had set up in a church in Gibson, had spoken with at least 50 surviving family members of the two victims, and had debriefed bank employees. Arrangements were made for crime scene clean-up and for funeral bills to be sent directly to the State Victim Compensation Board.

For further information about these programs, contact OVC at 202/307-5983 or OJP's home page at *www.ojp.usdoj.gov*.

Promising Approaches

The active involvement of community residents is a critical factor in addressing crime, and the needs of crime victims, and for building an effective response to crime and its prevention. Official criminal and juvenile justice agencies can often deal more effectively with crime if they share some of the responsibility for maintaining public peace and safety with concerned citizens and other public and private agencies. Some communities have developed restorative or reparative programs that concentrate on helping to repair the harm caused by crime to the victim and the community, and that involve citizens as active participants in the justice process.

Rural communities have developed other innovative responses to assisting crime victims. One promising service model is the centralized administration of victim services in a county agency, where office space is made available for staff of private victim service agencies. Technology can also offer some helpful new resources for victims, such as the

monitoring via closed-circuit television of sexual assault exams by a physician in a nearby city, and cellular telephones battered women or stalking victims can use to report to police when they are in danger. Basic and advanced training for victim service providers can be made available via satellite downlinks at community colleges and police agencies. The Office of Victims of Crime has identified the following promising approaches to providing victim services in rural areas:.

Sheridan County Crime Victim Assistance Program
Sheridan, Wyoming

The Prosecuting Attorney and the Women's Center have combined resources to develop a comprehensive crime victim assistance program in Sheridan County, Wyoming. Established with VOCA funding, the Sheridan County Crime Victim Assistance Program has been in existence in this rural setting for just over two years. Prior to its establishment, there were no services for crime victims in Sheridan County, other than those offered by the Women's Center for family violence, sexual assault, and child abuse victims. For the most part, these crisis services ended when the victim went to court. The Women's Center and the County Attorney felt that victims would be more consistently and thoroughly served with the unique combination of services provided by the Women's Center's experienced staff and the information and space made accessible by the County Attorney's office.

Even though the Crime Victim Assistance Program is housed in the prosecutor's office, it functions as a separate entity. This arrangement allows the program coordinator and Center staff to keep their interactions with victims confidential, unless the victim signs a release or gives verbal permission to discuss his or her case. The victim assistance coordinator, staff, and volunteers are hired by the Women's Center as sexual assault and family violence advocates, thus qualifying under Wyoming's confidentiality statute, which establishes confidential communications between qualified advocates and victims.

The program has increased the range of victim services in Sheridan County. Advocacy services are now available to all victims of violent crime. Victims of domestic violence, sexual assault, or child sexual abuse have the added benefit of advocates trained to provide criminal justice system information, court escort, and other services. Victims of arson, burglary, homicide, or elder fraud also have a place to turn to for further assistance and support. Further information about this project is available from Sylvia Bagdonas, Program Manager, Wyoming Crime Victims Compensation Commission, at 307/633-4030.

The Rape Crisis Center

Paducah, Kentucky

Founded to serve a single county, the Rape Crisis Center in Paducah, Kentucky has gradually evolved into a multi-county rape crisis program. The Rape Crisis Center now responds to the needs of the "Purchase Area" communities of Western Kentucky--an area encompassing several rural counties and communities. The Center's roots go back to 1984, when nurses at Western Baptist Hospital recognized the need to provide specialized services to victims of rape who came to the emergency room seeking treatment. Prior to this, no local organization existed to assist the hospital in its efforts to meet the unique needs of sexual assault victims, as the nearest rape crisis center was located several counties away. The only support for victims of sexual assault in the county was a toll-free crisis line in Louisville.

To better serve area sexual assault victims, an Advisory Board of hospital employees, representatives from social services, mental health, spouse abuse, and other interested individuals in the community was formed to develop and implement local services. Through the efforts of this motivated group, a 24-hour crisis line was installed in the Western Baptist Hospital emergency room and volunteers were recruited and trained to provide supportive services.

The Rape Crisis Center is supported by the Western Baptist Hospital, the Paducah Cooperative Ministry, United Way agencies in five counties, the State Division of Mental Health, and the Justice Cabinet. In addition to the 24-hour crisis line, the Center provides legal and medical advocacy services, as well as community awareness and education programs. It also provides a wide array of free and confidential services to victims of rape, sexual abuse, sexual assault, and incest and their families.

The Crisis Center has developed a comprehensive volunteer program to staff its many services, such as the 24-hour a day crisis line and hospital advocacy. With over 50 trained volunteers donating over 30,000 hours annually, the program is able to provide victim support at all hospitals in the region. The Rape Crisis Center has developed an impressive volunteer training manual, as well as a law enforcement training manual to

sensitize law enforcement to victim needs. For more information, contact Donna Langley, Manager of the Kentucky Victims of Crime Act Program, at 502/364-7554.

Malheur County Family Violence Program
Malheur County, Oregon

Malheur County, population 30,000, is the second largest county (by area) in

Oregon, and has the largest Hispanic population in the state. The county has developed a multi-disciplinary, multi-agency approach for handling child abuse and domestic violence cases. Components include a batterers intervention and treatment program, a prosecution-based victim assistance program, and services for abused children. Extensive outreach efforts have been developed to provide programs for Hispanic victims. For example, a representative from the Mexican-American league is a member of the child abuse and domestic violence multi-disciplinary teams.

The Malheur County Child Abuse and Domestic Violence/Sexual Assault Program includes a Family Crisis Coordinator (FCC) to follow the child and family from the time the case is founded until the end of treatment. The coordinator is a direct advocate for the victims, assisting with appointments, transportation, court requirements, and other needs of the child and family.

Creative planning is part of the service program. For example, domestic violence victims must attend peer counseling and/or mental health counseling, and prepare safety plans before the court will lift a no contact protection order. Food, clothing, shelter, medical services, and transportation also are provided for domestic violence, sexual assault, and child abuse victims to aid in preventing secondary victimization. The FCC, the Deputy District Attorney, victim advocates, guardians ad litem, shelter advocates, and other team members are available to support victims through the intervention, prosecution, and treatment process. Bilingual specialists also are available. For more information about this project, contact Mary Ellen Johnson, Director of the Crime Victims Assistance Section, Oregon Department of Justice, at 503/378-5348.

Conclusion

The Office of Justice Programs is committed to improving its outreach and programming to assist rural jurisdictions in providing comprehensive criminal and juvenile justice services, as well as victims assistance. In addition to the programs described in this publication, OJP is working to identify new ways to address issues related to crime and juvenile justice, drug and gangs, corrections, violence against women, and the needs of crime victims in rural areas.

For example, OJP is hosting a **Rural Symposium on Crime and Justice** in Albuquerque, New Mexico, on May 27-29, 1998 to discuss criminal justice issues of greatest concern to rural practitioners and to recommend program directions for OJP to better assist rural jurisdictions. Results of this symposium, as well as information about other ongoing OJP efforts related to ensuring public safety and justice in rural America, will be posted on OJP's homepage at *www.ojp.usdoj.gov*.

Officials from rural jurisdictions are encouraged to contact OJP for information about any of these resources or to provide input on OJP's programming related to rural issues. The Appendices of this publication list telephone numbers and Internet addresses for the OJP bureaus and offices, as well as additional resources for rural jurisdictions.

Appendix A: Main Office Numbers

Office of Justice Programs
Laurie Robinson
Assistant Attorney General
810 Seventh Street, NW
Washington, DC 20531
202/307-5933

Bureau of Justice Assistance
Nancy Gist
Director
202/514-6278

Bureau of Justice Statistics
Jan M. Chaiken, Ph.D.
Director
202/307-0765

National Institute of Justice
Jeremy Travis
Director
202/307-2942

Office of Juvenile Justice and Delinquency Prevention
Shay Bilchik
Administrator
202/307-5911

Office for Victims of Crime
Reginald L. Robinson
Acting Director
202/307-5983

Violence Against Women Office
Bonnie Campbell
Director
202/616-8894

Executive Office for Weed and Seed
Stephen Rickman
Director
202/616-1152

Violence Against Women Grants Office
Kathy Schwartz
Administrator
202/307-6026

Corrections Program Office
Larry Meachum
Director
202/307-3914

Drug Courts Program Office
Marilyn Roberts
Director
202/616-5001

American Indian and Alaska Native Affairs Desk
Norena Henry
Director
202/616-9053

Office of Congressional and Public Affairs
Harri j. Kramer
Director
202/307-0703

Appendix B: Other Sources of Information

Department of Justice Response Center

1-800/421-6770 or in Metro Washington, D.C. 202/307-1480
Staffed by specialists who answer questions and provide information about Justice Department funding programs. Also distributes *OJP Resource Guide*, which describes OJP programs and other resources.

OJP Homepage

www.ojp.usdoj.gov
Information about OJP and links to individual homepages of each of its program bureaus and offices. Also links to homepages of OJP's administrative offices and other criminal justice websites, including the Justice Information Center, the homepage for NIJ's National Criminal Justice Reference Service (NCJRS).

National Criminal Justice Reference Service (NCJRS)

1-800/851-3420 or in Metro Washington, D.C. 301/251-5500
www.ncjrs.org
Publications clearinghouse and library services for all OJP bureaus and offices, as well as the Office of National Drug Control Policy. Maintains document database of more than 135,000 resources related to criminal justice. Also operates individual clearinghouses for the OJP bureaus:

BJA Clearinghouse
1-800/688-4252

BJS Clearinghouse
1-800/732-3277

Juvenile Justice Clearinghouse
1-800/638-8736

National Victim Resource Center
1-800/627-6872

Partnerships Against Violence Network (PAVNET)

www.pavnet.esusda.gov
A unique online resource for information about anti-violence programs, including technical assistance programs and federal and private funding sources. PAVNET is a joint effort of the Departments of Agriculture, Education, Health and Human Services, Housing and Urban Development, Justice, and Labor.

Justice Information Network (JUSTNET)

www.nlectc.org
Internet-based service that provides information on new technology, equipment, and services available to the criminal justice community through NIJ's National Law Enforcement and Corrections Technology Center (NLECTC).

Rural Law Enforcement Center

1-800/635-6310
www.cji.net/rlec.htm
Based at the University of Arkansas at Little Rock and supported by BJA, the Federal Bureau of Investigation, and the U.S. Department of Agriculture. Provides training and technical assistance to rural law enforcement agencies.

Corrections Technical Assistance Line

1-800/848-6325 or in Metro Washington, D.C. 202/305-4866
Responds to requests for technical assistance related to the planning, design, construction, or implementation of a boot camp or other correctional program. Staffed by program specialists from OJP's Corrections Program Office. Assistance provided through the National Institute of Corrections (NIC).

Appendix C: Focus on Prevention

THE PRESIDENT'S CRIME PREVENTION COUNCIL

FOCUS ON PREVENTION

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CRIME PREVENTION IN
RURAL COMMUNITIES AND SMALL TOWNS

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Although no longer in operation, the President's Crime Prevention Council was chaired by Vice President Al Gore and the Vice-Chair was Attorney General Janet Reno. Members included: the Secretaries of Treasury, Interior, Agriculture, Labor, Health and Human Services, Housing and Urban Development, and Education; the Director of the Office of Management and Budget; the Director of the Office of National Drug Control Policy; and the Assistant to the President for Domestic Policy.

By bringing together information in this brief, easy-to-read bulletin, the Council hoped to cut the bureaucratic redtape and provide rural communities with information on how to obtain the tools and resources they can use to help prevent crime.

THE NEED FOR PREVENTION

Nearly one-quarter of Americans live in rural communities or small towns. Once stereotyped as enjoying a quiet life in the country, rural residents now witness crime at an all-time high. Their communities are facing rising crime, particularly juvenile, violent and property crimes. School dropout rates have increased, the proportion of children living in poverty has grown, gang activity and violent crime have migrated from urban areas, and substance abuse has become a dominant factor in domestic abuse cases. These signs make clear that the need for rural communities and small towns to develop and implement aggressive crime prevention strategies has never been more urgent.

CHALLENGES FOR RURAL COMMUNITIES

The influx of crimes never experienced before presents rural communities with distinct challenges. Small towns must develop a wide-scale, tailored crime prevention response for the first time. Crafting this response can be difficult because these communities often have fewer financial resources available for additional prevention and enforcement activities and may not have a well-established infrastructure to support the wide range of activities that would comprise a comprehensive, reinforcing prevention strategy (e.g. domestic violence counseling, drug and alcohol treatment, tutoring and supervised after-school activities). Small towns also may lack the financial, human and institutional resources to obtain the training required to implement an effective crime prevention strategy.

In addition, rural communities may be disadvantaged at times when competing with urban areas for federal support. For example, rural communities sometimes find that federal grant applications may not be tailored to meet their particular crime reduction needs. Rural applicants with fewer resources are often competing with urban applicants with more resources, including specialists who prepare their grant applications. As a result, and because crime has been traditionally viewed as an urban problem, significantly larger proportions of federal and state grant funds have been dedicated to metropolitan areas.

Sometimes distinctive characteristics of rural communities increase their vulnerability to crime. For example, rural law enforcement agencies are responsible for and must respond to large rural jurisdictions. Residents living in areas of lower population density and larger distances between homes are more isolated. Longer commutes to urban areas for employment leave homes vacated for long periods of time. These are the types of characteristics of rural living that can make prevention and protection more difficult. Any community's organized and coordinated prevention and enforcement strategy must take such factors into account to be effective.

The evidence shows--and law enforcement officials across the country agree--that aggressive crime prevention, in combination with law enforcement, strengthens a community's ability to confront crime problems. It is imperative that comprehensive strategies and approaches be tailored to address the particular challenges facing rural communities in their efforts to reduce crime.

PLANNING STRATEGIES

By taking a systematic, methodical approach to planning a crime prevention strategy, a community can create a tailored, comprehensive approach to its crime problem(s). The basic steps for planning a strategy are to:

- identify the planners and stakeholders;
- set clear goals based on identified crime and violence;

- target the population needing help;
- tailor activities to help achieve the goals and to help the targeted population;
- refine choice of activities; and
- take action and evaluate.

For more details about these planning steps, call the National Criminal Justice Reference Service (NCJRS) at 1-800/851-3420 to request a free copy of the Council publication, *Helping Communities Fight Crime*, a catalog of crime prevention strategies, techniques, programs, models and resources. It also may be obtained by calling the National Clearinghouse for Alcohol and Drug Abuse Information (NCADI) at 1-800/729-6686.

FEDERAL RESOURCES

There are two types of programs that rural areas should consider when looking for federal help to accomplish their crime prevention goals: 1) programs directly tailored for rural applicants; and 2) general programs open to all, including rural applicants.

The following resources--informational and financial--are available specifically for rural areas and small towns, and include the best sources for more general information. This section will help communities quickly locate federal resources that can help design and implement a comprehensive, rural crime prevention strategy.

- CLEARINGHOUSES

ERIC Clearinghouse on Rural Education and Small Schools
Appalachia Educational Laboratory
P.O. Box 1348
Charleston, WV 25325-1348
1-800/624-9120
http://aelvira.ael.org/erichp.htm
Call for personal assistance in locating the most appropriate resources on education and schooling in rural areas.

National Clearinghouse for Alcohol and Drug Abuse Information
P.O. Box 2345
Rockville, MD 20847-2345
1-800/729-6686
http://www.health.org
Provides resources on drug and alcohol education, prevention and treatment for the U.S. Department of Health and Human Services. The Clearinghouse's web site, PREVLINE, features federal drug prevention resources, including information for rural areas by keyword search.

National Criminal Justice Reference Service (NCJRS)
P.O. Box 6000
Rockville, MD 20849-6000
1-800/851-3420
http://www.ncjrs.org
http://www.pavnet.org
A clearinghouse for various divisions of the U.S. Department of Justice, NCJRS disseminates information on law enforcement, courts, corrections, crime prevention, and victim/witness services. Call to request rural materials or search the web sites for rural information.

National Rural Crime Prevention Center
Attn: Domingo Herraiz
Attn: Joseph F. Donnermeyer
6543 Commerce Parkway, Suite R
Dublin, OH 43017
614/761-0500
http://www.ncrle.net
Distributes 21 brochures on home and farm crime prevention in small towns and rural areas. Studies rural gangs, violence, crime, victimization, law enforcement and drug use.

National Rural Law Enforcement Center
Criminal Justice Institute
University of Arkansas at Little Rock
2801 South University Avenue
Little Rock, AR 72204
501/570-8000
Provides education, training, technical assistance, clearinghouse services and networking opportunities for rural law enforcement agencies.

Rural Information Center
National Agricultural Library
10301 Baltimore Boulevard
Room 304
Beltsville, MD 20705-2351

1-800/633-7701
http://www.nal.usda.gov/ric
Provides specialized information on youth development programs involving agriculture, substance abuse prevention, after-school programs, 4-H, parenting and other services operated out of land grant university and cooperative extension efforts.

- PUBLICATIONS

Annual Report on Rural Health to the Secretary of Health and Human Services - Office of Rural Health Policy, HHS. Available on-line at *ww.ojp.usdoj.gov/bjs/abstract/pmfcjs.htm.*

Crime and Policing in Rural and Small Town America, Ralph A. Wisheit, David N. Falcone, L. Edward Wells, 1996 Waveland Press, Inc.. Call the National Criminal Justice Reference Service (NCJRS) at 1-800/851-3420. Available on-line at *www.ncjrs.org/txtfiles/crimepol.txt*.

Crime and Violence in Rural Communities. Available only on-line at *www.ncrel.org/sdrs/areas/issues/envrnmnt/drugfree/v1donner.htm*.

Directory of Services for Migrant Seasonal Farmworkers and Their Families: Harvests of Hope, 1997, Office of Migrant Education, U.S. Department of Education. Write to: Office of Migrant Education, U.S. Department of Education, 600 Independence Avenue, SW, Washington, DC 20202-6135 or fax requests to 202/260-0089.

Federal Funding Sources for Rural Areas: Fiscal Year 1998, 1997, Agricultural Research Service, U.S. Department of Agriculture. Call the National Agricultural Library at 1-800/633-7701.

Neighborhood-Oriented Policing in Rural Communities: A Program Planning Guide, August 1994, Bureau of Justice Assistance, U.S Department of Justice. Call the National Criminal Justice Reference Service (NCJRS) at 1-800/851-3420. Available on-line at *www.ncjrs.org/txtfiles/neio.txt*.

Rural Crime and Rural Policing, Falcone, D.N., Weisheit, R.A., Wells, L.E., 1994. Normal, IL: Department of Criminal Justice, Illinois State University. Call the National Criminal Justice Reference Service (NCJRS) at 1-800/851-3420. Ask for NCJ 150223.

- GRANTS AND TECHNICAL ASSISTANCE

U.S. DEPARTMENT OF THE TREASURY

Federal Law Enforcement Training Center
U.S. Department of the Treasury
Office of State, Local and International Training
Glynco, GA 31524

912/267-2100
http://www.ustreas.gov/treasury/bureaus/fletc
Funds are available for training state and local law enforcement in drug enforcement, community policing and small town and rural enforcement.

U.S. DEPARTMENT OF EDUCATION

Office of Migrant Education
Office of Elementary and Secondary Education
U.S. Department of Education
600 Independence Avenue, SW
Room 4100, Portals Building
Washington, DC 20202-6135
202/260-1164
http://www.ed.gov/offices/OESE/mep.html
Assistance provided to migrant laborers in obtaining quality education for their children. Call to request the *Guide to Program Services* that describes programs on family literacy, state formula grants, higher education, and child and adult basic education.

U.S. DEPARTMENT OF AGRICULTURE

Cooperative Extension Service
U.S. Department of Agriculture
1400 Independence Avenue
Room 344-S
Washington, DC 20250-0900
202/720-2920
http://www.reeusda.gov
Services provided by county extension offices include nutrition, education, after-school, substance abuse prevention, parenting, food safety and referrals to local services. Call for the local contact information as extension offices are operational in every county in the country. Cooperative Extension also makes resources on children, youth and families available through the Internet at CYFERNet at *http://www.cyfernet.mes.umn.edu:2400*.

Office of Rural Housing and Community Development Service
U.S. Department of Agriculture
1400 Independence Avenue, SW
Room 5014, Mail Stop 0701
Washington, DC 20250-0701
202/690-1727
http://www.rurdev.usda.gov/agency/rhs/rhs.html
http://www.rurdev.usda.gov
Information on rural development including housing, business and utilities services available to rural communities.

Regional Rural Development Centers
The Rural Development Centers are part of the Cooperative State Research, Education and Extension Service (CSREES). The broad array of services provided to rural communities includes: methodologies for asset-based curricula; participatory community development models and curricula that involves youth and adults; referrals and links to expertise within respective states; research on issues regarding building community strengths; and information and resources through various web sites.

North Central Rural Development Center
Iowa State University
317D East Hall
Ames, IA 50011-1070
515/294-8321
http://www.ag.iastate.edu/centers/rdev/RuralDev.html

Southern Rural Development Center
Box 9656
Mississippi State, MS 39762
601/325-3207
http://www.ces.msstate.edu/~srdc

North East Rural Development Center
The Pennsylvania State University
7 Armsby Building
University Park, PA 16802-5602
814/863-0586
http://www.cas.psu.edu/docs/casconf/nercrd/nercrd.html

Western Rural Development Center
307 Ballard Extension Hall
Oregon State University
Corvallis, OR 97330-3607
541/737-3621
http://osu.orst.edu/Dept/WRDC

U.S. DEPARTMENT OF JUSTICE

Office of Justice Programs
U.S. Department of Justice
810 Seventh Street, NW
Washington, DC 20531
202/307-0703
http://www.ojp.usdoj.gov
Provides grants, training, and technical assistance to states and local communities to prevent

and control crime, improve the criminal and juvenile justice systems, increase knowledge about crime and related issues, and assist crime victims.

Violence Against Women Grants Office
U.S. Department of Justice
810 Seventh Street, NW
6th Floor
Washington, DC 20531
202/307-6983
office: http://www.ojp.usdoj.gov/vawgo
rural: http://www.ojp.usdoj.gov/vawgo/rural.htm
Funding is available for domestic violence, child victimization, and arrest policy support.

Drug Courts Program Office
Office of Justice Programs
U.S. Department of Justice
810 Seventh Street, NW
6th Floor
Washington, DC 20531
202/616-5001
http://www.ojp.usdoj.gov/dcpo
Funding is available to plan, implement, or enhance drug courts for adult and juvenile low-level drug-abusing offenders.

Corrections Program Office
Office of Justice Programs
U.S. Department of Justice
810 Seventh Street, NW
6th Floor
Washington, DC 20531
202/307-3914
http://www.ojp.usdoj.gov/cpo
Provides funds, training, and technical assistance to states and local jurisdictions to build prisons and jails and to implement drug treatment programs in correctional facilities.

Executive Office for Weed and Seed
Office of Justice Programs
U.S. Department of Justice
810 Seventh Street, NW
Washington, DC 20531
202/616-1152
http://www.ojp.usdoj/eows
Provides funding and other assistance to communities implementing Weed and Seed, a community-based, multi-agency approach to law enforcement, crime prevention, and

community revitalization.

Bureau of Justice Assistance
U.S. Department of Justice
810 Seventh Street, NW
Washington, DC 20531
202/514-6278
http://www.ojp.usdoj.gov/BJA
Local law enforcement block grants program for which rural eligibility is emphasized.

National Institute of Justice
U.S. Department of Justice
810 Seventh Street, NW
Washington, DC 20531
202/307-2942
http://www.ncjrs.org/nijhome.htm
Funds research grants for crime studies in rural areas.

Office for Victims of Crime
U.S. Department of Justice
810 Seventh Street, NW
Washington, DC 20531
202/307-5983
http://www.ojp.usdoj.gov/ovc
Funding is available for rural services for sexual assault, victim assistance in community policing, hate and bias crimes, training, victims' compensation, and domestic violence.

Office of Juvenile Justice and Delinquency Prevention
U.S. Department of Justice
810 Seventh Street, NW
8th Floor
Washington, DC 20531
202/307-5911
http://www.ncjrs.org/ojjhome.htm
Administers programs to reduce rural youth violence and delinquency through programs for mental health, family strengthening, mentoring and gang prevention.

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

Administration for Children and Families
U.S. Department of Health and Human Services
370 L'Enfant Plaza, SW

Washington DC 20447
202/205-8347
http://www.acf.dhhs.gov
Provides funding for employment services; family violence counseling and prevention; and child support, care and welfare.

Administration on Children, Youth and Families (ACYF)
Administration for Children and Families
350 C Street SW
Room 2026
Washington DC 20201
202/205-8347
http://www.acf.dhhs.gov/programs/acyf
ACYF administers numerous programs to rural areas that promote positive development of children, youth and families including Head Start, migrant programs, child care, and transitioning from public assistance.

Center for Substance Abuse Prevention
U.S. Department of Health and Human Services
600 Fishers Lane, Rockwall II
Rockville, Maryland 20857
301/443-0365
http://www.samhsa.gov/csap/csapmiss.htm
CSAP's mission is to provide national leadership in the federal effort to prevent alcohol, tobacco and illicit drug problems.

GrantsNet
http://www.hhs.gov/progorg/grantsnet
GrantsNet is a tool for finding and exchanging information about HHS and selected other federal grant programs. It is part of the much-publicized national movement toward providing government resources to the general public in a more accessible and meaningful manner.

NATIONAL ENDOWMENT FOR THE ARTS

Partnership, Planning and Stabilization
National Endowment for the Arts
1100 Pennsylvania Avenue NW
Washington, DC 20506
202/682-5429
http://arts.endow.gov/Guide/NewLook/Partnerships.html
http://arts.endow.gov/Guide/NewLook/Organizations.html
Partnership Agreement and competitive grants are awarded to state arts agencies to assist rural and underserved arts organizations expand their audiences or develop excellent arts

programming. Additionally, NEA's Grants to Organizations program awards grants to many organizations in rural communities.

CORPORATION FOR NATIONAL SERVICE

1207 New York Avenue, NW
Washington, DC 20525
1-800/942-2677
http://www.cns.gov
The Corporation for National Service administers the AmeriCorps program. AmeriCorps is the national service program that allows people of all ages and backgrounds to earn help paying for education in exchange for a year of service. AmeriCorps members meet community needs with services that range from housing renovation to child immunization to neighborhood policing.

OFFICE OF NATIONAL DRUG CONTROL POLICY (ONDCP)

750 17th Street, NW
Washington, DC 20503
202/395-6700
http://www.whitehousedrugpolicy.gov
The principal purpose of ONDCP is to establish policies, priorities and objectives for the nation's drug control program, the goals of which are to reduce illicit drug use, manufacturing and trafficking; drug-related crime and violence; and drug-related health consequences.