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8-10-88

# ANNUAL FY 1987 REPORT

## Office of Criminal Justice Plans and Analysis

GOVERNMENT OF  
THE DISTRICT  
OF COLUMBIA

MARION BARRY JR.  
MAYOR

CR-Sent  
8-17-88

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U.S. Department of Justice  
National Institute of Justice

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### MESSAGE FROM THE MAYOR

Throughout my nine years as Mayor, I have worked toward achieving and maintaining the highest standard of public safety for the people of the District of Columbia. I have demonstrated a strong commitment to law enforcement efforts to combat drug trafficking in the streets. I have launched new initiatives to help deter youth from criminal activity and supported new programs designed to bring about improvements in the performance of the criminal justice system.

Conditions and circumstances within the criminal justice system are constantly changing. As problems are addressed, new challenges arise. The primary mission of the Office of Criminal Justice Plans and Analysis is to help the District coordinate criminal justice policies and activities, and help respond to change. It carries out this mission by collecting information about changing patterns of crime and monitoring how the criminal justice system responds to these changes. The agency then helps to devise plans to increase the system's effectiveness. This is a major responsibility and, as the following report notes, substantial progress has been made.

In the coming year, we have planned several new and exciting programs that will bring together various segments of the community to work more closely with troubled youth. We will continue to grapple with the difficult problems of how to manage an expanding prison population, and continue our war against illicit drug use. I pledge my fullest support of these and other efforts that further enhance the public safety for the residents of the District of Columbia.

Sincerely,

A handwritten signature in black ink, appearing to read "Marion Barry, Jr.", written in a cursive style.

Marion Barry, Jr.  
Mayor



### MESSAGE FROM THE DIRECTOR

I am pleased to present the FY 1987 Annual Report for the Office of Criminal Justice Plans and Analysis (OCJPA). This report gives an overview of the office and its functions and describes our primary activities and major accomplishments over the past year.

The office's Statistical Analysis Center produced and published two major reports. They are the *Crime and Justice Report*, an annual compilation of statistical facts about the District's criminal justice system, and *Drug Abuse and Crime in the District of Columbia*, which is a comprehensive and detailed overview of the District's drug problem as it relates to criminal activity.

OCJPA also administered several federal block grant programs which will enable the implementation of a computerized booking process for the Metropolitan Police Department and planning of the District's Criminal Justice Information System. Block grant funds were also allocated through the Juvenile Justice Advisory Group to community-based juvenile delinquency prevention programs and through the Law School Clinical Assistance Program to area law school legal clinics that serve indigent residents of the District.

OCJPA placed greater emphasis on public information in FY 1987. This effort yielded a fair amount of favorable recognition by criminal justice practitioners, the media and the public as a reliable and accurate source of criminal justice related information.

In the coming year, OCJPA will focus more attention on juvenile justice related issues and will continue to provide staff support to the Mayor, — directly and through the City Administrator/Deputy Mayor for Operations — the Chief Judge and members of the Justice System Board in their efforts to enhance coordination and improve criminal justice system performance.

Sincerely,

A handwritten signature in cursive script that reads "Shirley A. Wilson".

Shirley A. Wilson  
Director, OCJPA

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## AGENCY MISSION AND PURPOSE

A major function of the local government is to address the public safety needs of its citizens. To respond to these needs, it is necessary to coordinate the policies and practices of the agencies representing the different components of the criminal justice system. The Office of Criminal Justice Plans and Analysis (OCJPA) performs this critical coordinating function and integrates the relevant criminal justice data, information and policies for the Mayor.

OCJPA provides staff support in the criminal justice area to the Mayor — directly and through the City Administrator/Deputy Mayor for Operations. These staff support functions include analysis of criminal justice data and policy, gathering and compiling information and data from operating agencies, preparing written reports and testimony, and conducting special studies. The office administers federal and District grant-funded programs for justice system improvements. In addition, OCJPA is responsible for staffing the Mayor's Juvenile Justice Advisory Group, the Justice System Board, and other ad hoc committees that examine criminal justice issues.

## HISTORY

In a 1966 report to the President and Congress, the President's Commission on Crime in the District of Columbia deplored the lack of coordinated and meaningful information about crime in the District. Soon afterwards, through an Executive Commissioners' Order, the District established the Office of Crime Analysis. The primary goal of this office was to develop an offender-based crime information system covering the full spectrum of criminal justice in the District of Columbia.

In 1968, Congress enacted the Omnibus Crime Control and Safe Streets Act, which established the Law Enforcement Assistance Administration



*Deborah Waddell, IYP Budget Administrator (left); Donna Rodgers, IYP Secretary (center left); Catherine Hargrove, IYP Director (center right); and Diane Anderson, OCJPA Executive Secretary (right) attend the 14th Annual Women in D.C. Government Week Training Conference kick-off breakfast.*

(LEAA) and its discretionary and block grant programs. The District's Office of Crime Analysis was designated as the District's state agency for administration of the LEAA program. This office, through an Executive Commissioners' Order, was transformed into an agency and given its current name, the Office of Criminal Justice Plans and Analysis.

From 1968 through 1982, OCJPA administered approximately \$15 million in LEAA funds allocated to the District. These funds were used to develop sophisticated automated information systems, operate rehabilitation programs and conduct studies of local criminal justice practices.

Since its discontinuation of the LEAA program in 1982, emphasis at OCJPA shifted from grants management to program administration and policy and statistical analysis. However, in fiscal year (FY) 1985, a new federal grant award program became effective and the District received \$361,000 at this time. In FY 1986, the District received \$336,000 under the same program and in FY 1987, the amount was reduced to \$307,000. In FY 1987, OCJPA was designated to administer federal block grant funds allocated to the District to assist the drug law enforcement and drug prevention efforts. In FY 1988, OCJPA will continue to administer these federal funds.



SAC Director Stephen Rickman and members of the Criminal Justice Statistics Association Executive Committee met with a representative from the Washington Hilton Hotel to discuss plans for CJSA's 1988 annual conference which the District will host. Mr. Rickman is CJSA's Secretary/Treasurer and Chair of the Conference Planning Committee.



OCJPA Director Shirley Wilson (right) talks with Dr. Nsenga Warfield-Coppock (left) of MAAT Institute at a community open house MAAT regularly holds.

## FUNCTIONAL AREAS

### Policy Analysis

Ensuring public safety for the residents of the District is a primary responsibility of the Mayor. OCJPA provides the Mayor with information needed to analyze criminal justice problems and issues, develop policies in response to problems, review and draft criminal justice legislation and coordinate the activities of the various components of the criminal justice system.

This past year, OCJPA has helped to develop new drug law enforcement strategies and policies, reviewed the city's Ten Point Plan for Corrections Improvements and commented on numerous bills. These bills included measures involving parole revocation, victims' rights and services of the public defender. Currently, the agency is in the process of evaluating the District's proposed sentencing guidelines and their potential impact on the criminal justice system.

### Statistical Analysis

The Statistical Analysis Center (SAC) of OCJPA gathers and compiles crime and arrest data on an annual basis. These data, along with other statistically oriented reports and studies, are shared with the Justice Department's Bureau of Justice

Statistics and with other states. This clearinghouse activity also includes gathering and maintaining crime and justice statistical reports distributed by SACs from other states. The operation is supported by a federal grant from the Bureau of Justice Statistics.

The SAC also performs major studies and produces publications covering various aspects of the criminal justice system. Audio-visual presentations of these studies are also made to small groups using computer software and a television monitor. This year, the SAC produced two major publications that received national attention and a great deal of public and media interest. The *1986 Crime and Justice Report* and *Drug Abuse and Crime in the District of Columbia* generated much interest and the SAC has given many audio-visual presentations to government and non-government agencies and to community groups and organizations, many of whom were not associated directly with the criminal justice field.

The SAC also maintains reported crime data about each of the District's census tracts. This information is made available to citizens who have questions about the incidence of criminal activity in a particular area of the city.



*CJIS Data Administrator Guenther Zeitler and OCJPA Assistant Director Robert Lester view data at the Metropolitan Police Department's mainframe computer, where CJIS is housed.*

### Block Grant Administration

In FY 1986, OCJPA received \$336,000 in Justice Assistance Block Grant funds. This award helped to plan the District's Criminal Justice Information System, which is described in detail later in this report. The office will continue to administer the federal Juvenile Justice and Delinquency Prevention Grant Program enacted in 1974. The details of OCJPA's administration of this program are also discussed later in this report.

In FY 1987, OCJPA administered Justice Assistance Block Grant funds in the amount of \$307,000, which will help fund efforts to implement computerized booking procedures for the Metropolitan Police Department (MPD).

OCJPA will also administer \$800,000 in federal drug law enforcement assistance funds that will be allocated to five new programs. The MPD will establish a financial investigative unit and purchase an automated management information analysis software system, the Department of Corrections will establish a drug treatment pilot program, and the Board of Parole will develop internal capabilities to provide drug rehabilitation services to parolees with histories of drug use and dependency. OCJPA will also receive funding to establish a District of Columbia Drug Law Enforcement Clearinghouse.



*Juvenile Justice Specialist Doris Howard (center left) and JJAG Chair Lawrence Doss (center right) meet with members of the JJAG bi-monthly.*

### Data Base Management

OCJPA operates a criminal justice data base for the District of Columbia. Using microcomputers and data base software, criminal justice data elements are selected and maintained in computerized files. Procedures have been established under which criminal justice operating agencies routinely send reports to OCJPA that contain relevant criminal justice data. Using an array of state-of-the-art computer software, OCJPA is able to conduct extensive and detailed data analysis and has the graphic capabilities that allow visual display of crime data.

Data gathered and computerized include information about reported offenses, adult and juvenile arrests, pretrial decisions, prosecutorial activity, judicial dispositions and prison commitments, corrections populations and parole decision-making. These data serve as the basis for policy analysis, issue papers and reports produced for the Major, the City Administrator/Deputy Mayor for Operations, and members of the Justice System Board.

### Criminal Justice Information System

For the past two years, OCJPA has been in the process of developing and implementing a Criminal Justice Information System (CJIS) for the District. This system will eventually contain complete criminal histories of all persons arrested and convicted of a crime in the District. In the past, the



*IYP Director Catherine Hargrove (right) holds weekly planning conferences for service providers, clients, and case managers to meet and discuss case issues.*

District's criminal history information about people processed through the criminal justice system has been fragmented among nine data systems and among several files within these systems, none of which had common codes. This new comprehensive system will eliminate problems of transferring information, tracking cases, collecting data and generating information.

The CJIS will contain all elements of criminal history, including identifying data on current and prior arrests, charges, and revocations. The file is housed at MPD's mainframe computer, into which all District criminal justice agencies and the U.S. Attorney's Office will have terminal access.

Actual implementation of CJIS began in March 1986. While the foundation of the system is being put into operation, District government criminal justice officials and data specialists continue to investigate various aspects and technical details of operating a fully implemented system to anticipate and avoid any possible problems. Among other tasks, this has involved visiting the sites of criminal justice information systems already in use in other cities in the nation. The District's CJIS is considered among experts in the automated information systems field to be a pioneer system, which will provide the groundwork for future planning by other states.

To date, the criminal justice agency representatives who will be involved in the operation of CJIS

have been trained in Fourth generation languages and Adabase, which is the software package selected for the system.

### Juvenile Justice Advisory Group

OCJPA staffs the Mayor's Juvenile Justice Advisory Group (JJAG). The JJAG was appointed under federal legislation enacted in 1974.

Members of the JJAG are appointed by the Mayor and include youth representatives. The enabling federal legislation allocates grant funds to states to operate programs in the juvenile justice area, to maintain an advisory body and to make decisions regarding the allocation of juvenile justice grant funds. JJAG responsibilities include advising the Mayor about juvenile justice matters and making sub-grant awards to support juvenile justice programs.

OCJPA, with the assistance of the chairperson of the JJAG, hosts regular meetings where juvenile justice issues are discussed and relevant information is shared with JJAG members. OCJPA staff, in conjunction with JJAG members, develop juvenile justice programs and make decisions regarding the allocation of juvenile justice block grant funds.

Professionals involved in juvenile justice continue to acknowledge the need for greater community effort in juvenile crime prevention. The JJAG believes that programs needed to deter youth from criminal activity are most effective at the neighborhood level. In 1985, the JJAG began sponsorship of neighborhood-based programs aimed at reducing the incidence of juvenile crime. Over the past three years, a total of \$250,000 in grants has been awarded to these programs. Twelve projects were funded in FY 1987.

The grant program's objective is to increase the ability of neighborhood-based projects to address the problems of youth. The projects focus on a variety of prevention areas, but the major concerns continue to be drug abuse and pregnancy among young people. The programs funded include Busy Bee, Unfoldment, Murphy's Army, Freedom Chapel, Kenilworth Parkside, Eastern Branch Striders, Latin American Youth Center, Southwest

Community House, Black Mothers Against Drugs, African Heritage Dancers, Concerned Mothers Against Alcohol and Drugs, Project Aim, Sasha Bruce Youthwork, Koba Institute, and Progressive Life Center. These projects have successfully established recreational activities that connect youth to positive adult role models and provide productive alternatives for District youth.

### **Interagency Youth Project**

OCJPA is responsible for the overall administration of the Interagency Youth Project (IYP). IYP is designed to serve a limited number of multi-problem court-involved youth and their families and to provide comprehensive individualized treatment planning and services. These services range from self-esteem building and educational support to counseling services within the home. The project provides services through a consortium of both public and private youth-serving agencies. Public agencies are used where services are available and can be provided in a timely fashion. IYP contracts with private service providers for support and therapeutic services that are not available through public agencies.

One of IYP's most innovative service providers is the MAAT Institute for Human and Organizational Enhancement. MAAT was founded 18 months ago to address the needs of culturally diverse individuals, families, groups, organizations, and communities. MAAT's Afro-centric approach is human and naturalistic in orientation. The specific services MAAT provides IYP are individual, family and group therapy; educational support including advocacy, placement, and tutoring; parenting skills instruction, and various diagnostic assessments. In working with young people, MAAT strives to work from the youths' frame of reference, to take their value systems and build counseling and therapy strategies on them.

Another one of IYP's service providers is new to the project, but has a long standing relationship with OCJPA. For several years, Unfoldment, Inc. has received grant awards from JJAG for its

Remedial Education Program. This year, Unfoldment also became a service provider for IYP. Unfoldment works with youth on self-esteem building and educational support with an approach that has an underlying anti-drug message, the basis of all of Unfoldment's programs.

Other private service providers include Progressive Life Center, Community Youth and Family Associates, Associates for Renewal in Education, Educational Support Systems, Institute for Life Enrichment, City Lights, Prepare Our Youth, Sasha Bruce Youthwork and Lutheran Social Services/Focus.

### **Law School Clinical Assistance Program**

OCJPA also administers the District's Law School Clinical Assistance Program. This is a locally funded grant program for legal clinical programs that provide legal services to indigent clients. This assistance program began in FY 1983 in response to reductions in federal assistance to legal clinical programs.

The purpose of the law school legal clinic is to provide the opportunity for students to practice what they learn in a class and for people to obtain legal assistance when they could otherwise not afford it. OCJPA grants are specifically for programs that serve indigent residents of the District. Funds are used to provide legal representation and advice for misdemeanor criminal offenses and civil matters for juveniles and adults. The grant program has been successful and has made a significant difference for many of its recipients.

Many people, although involved in the court system, are unaware that there are free legal services available through the law school clinics. Through publicizing these services on television and radio, the law school legal clinic is becoming more popular. Those clinics in operation are dedicated to providing quality legal services so that their credibility and support grow. Legal clinics give the student a practical understanding of the legal system and the client a better chance at having fair and adequate representation in court. Law school legal clinics are emerging as an important resource for the poor in the District.



Research Analyst Kellie Dressler gives audio-visual presentation of Drug study.

### LCAP Allocations for FY 1987:

American University .....	\$10,500
Antioch School of Law .....	58,600
Consortiam of Universities .....	98,400
George Washington University .....	24,000
Georgetown University .....	28,500
Howard University .....	30,000

### Public Information and Publications

The primary goal of OCJPA's public information effort is to heighten public awareness of how the criminal justice system works, to keep the public abreast of criminal justice activities, to inform the public about the characteristics and backgrounds of the District's inmate population, and to provide information about criminal justice trends. OCJPA's objectives are to provide the media and public with more specific information regarding crime and arrest patterns and trends in law enforcement, prosecutions, convictions and corrections. By increasing the public's level of knowledge about the criminal justice system, the agency hopes to increase public involvement in efforts to reduce crime in the city, gain greater public support for criminal justice initiatives and encourage citizens to play a greater role in the rehabilitative process of inmates.

In the past year, OCJPA planned to broaden its contact with the general public and the media. Toward this end, the office has greatly expanded its mailing list for publications and its newsletter to include a wide range of citizens' and professional groups, and other non-governmental groups and organizations, as well as District and federal government agencies. OCJPA has also made staff and equipment available to these groups for presentations addressing findings in the agency's studies and other criminal justice related topics. Additionally, the agency has made efforts to increase and enhance communication with the media.

The results of these public information efforts have included local and national media, professional and public interest in OCJPA's publications. Equally as important, OCJPA has gained recognition among criminal justice professionals, the media and the public as a reliable and accurate source of relevant criminal justice information about the city and on the relationship between District and national data.

In FY 1987, OCJPA released three major documents, *The 1986 Crime and Justice Report*, *Drug Abuse and Crime in the District of Columbia* and *The Major and Minor Juvenile Offender in the District of Columbia*. *The 1986 Crime and Justice Report* contains statistical charts and graphs on the activities and outcomes of the different processing stages for persons and cases in the criminal justice system. The document also reports crime, arrest, prosecution, conviction, and corrections trends for the District. It is written for easy comprehension by the public.

*Drug Abuse and Crime in the District of Columbia* describes in detail the drug problem in the city, presents data on residential patterns of drug users, sociodemographic and criminal history profiles of various types of drug users and treatment approaches. This report has proven to be most informative and has been requested nationally by professional associations, universities and libraries and other criminal justice-related groups and organizations.

*The Major and Minor Juvenile Offender in the District of Columbia* examines the District's juvenile delinquent population and identifies variables that distinguish the major from the minor juvenile offender.

OCJPA also publishes a monthly newsletter that highlights the activities of the agency as well as individual staff members, and reports on current criminal justice related topics and events.

All of OCJPA's publications are distributed to various groups including members of the Mayor's cabinet, local judges, members of select mayoral-appointed boards and commissions, criminal justice related organizations, the District Council, the Senate Appropriations Subcommittee for the District, the House District Committee, heads of local civic associations and citizens groups, representatives of Advisory Neighborhood Commissions, local universities and libraries, and any other groups or individuals who request materials.

## BUDGET AND RESOURCE ALLOCATION

### Agency Budget Structure

The budget of OCJPA comprises the following components: appropriated funds for OCJPA administration, policy analysis and research, funds for the law school clinical programs, and intra-District funds for the Civilian Complaint Review Board (CCRB).

OCJPA is the umbrella agency for the CCRB and handles many of its administrative tasks. OCJPA also provides administrative and management support for the District's Interagency Youth Project. Funds for this project come from the Department of Human Services. Funds for the law school clinical assistance program and federal grant money comprised the remainder of the OCJPA budget for FY 1987.

## BUDGET SUMMARY FOR FY 1987

	Personnel	Budgeted Figures
Appropriated:		
OCJPA - research policy .. analysis, grants management administration	10	\$355,000
Law School Clinical . . . . . Assistance (5 grants)	NA	250,000
Civilian Complaint Review . Board	10	378,000
<b>Total Appropriated . . . .</b>	<b>20</b>	<b>\$983,000</b>
Intra-District:		
Interagency Youth Project .	3	\$325,000
<b>Total Intra-District . . . .</b>	<b>3</b>	<b>\$325,000</b>
Federal Grants:		
Juvenile Justice . . . . .	NA	\$387,431
Clearinghouse . . . . .	NA	24,409
Criminal Justice . . . . . Block Grant	NA	656,745
<b>Federal Grant Total . . .</b>		<b>\$1,068,585</b>
<b>Agency Grand Total . . .</b>		<b>\$2,376,585</b>