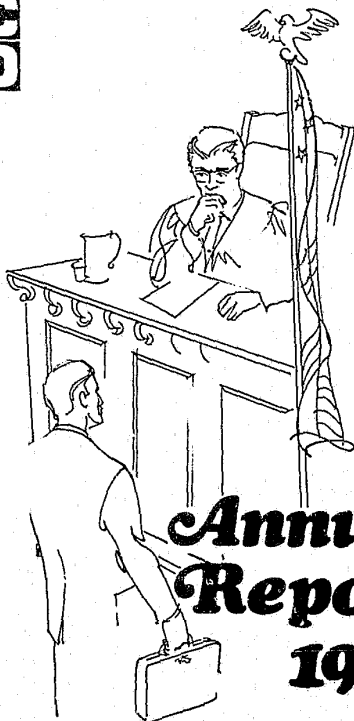


# **The National Council on Crime and Delinquency**



**Annual  
Report  
1977**

485010584

# **The National Council on Crime and Delinquency**

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**THE NATIONAL COUNCIL ON  
CRIME AND DELINQUENCY**

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(201) 488-0400**

# **Foreword**

**NCJRS**

**JUL 13 1978**

## **ACQUISITIONS**

The work of the National Council on Crime and Delinquency in 1977 is detailed in this annual report. It was a busy and fruitful year in which important programs to improve juvenile and criminal justice went forward on schedule and in which new initiatives in both areas were undertaken. In each case, the objective was to make the system more effective and economical and to reduce as far as possible the existence of crime and delinquency.

One important goal was to modify the negative sentencing provisions of S. 1437, the proposed revision of the federal criminal code. Through testimony, personal representation, and coalition building, NCCD sought to counteract provisions which would, if enacted into law, lengthen prison sentences and needlessly put a greater number of people into prison who could be dealt with safely in the community. The struggle to change S. 1437 will continue in 1978.

Another NCCD program focused on the need for using alternatives to imprisonment for nondangerous offenders. Such alternatives as probation, parole, fines, restitution, and community service orders are at least as effective as imprisonment and far less costly. At the same time, NCCD campaigned against overreliance on imprisonment as a cure for crime. The economic consequences of this popular but misguided nostrum are considerable. The country is now building or planning to build approximately 900 new prisons and jails at a cost of \$6 to \$8 billion. Once constructed, the political and bureaucratic pressure to keep these institutions filled would be enormous. The NCCD policy

of using tested alternatives before building more prisons was highlighted in new publications, in testimony before a dozen legislatures, in speeches, in editorial comments, and in other communications and activities.

NCCD sought to help juveniles who run away from home, are truant from school, and who chronically disobey their parents and teachers. These youngsters are treated as young criminals in many states. In 1974, NCCD played a key role in bringing into being the Juvenile Justice and Delinquency Prevention Act, one of whose provisions was aimed at deinstitutionalizing status offenders — juveniles who are runaways, truants, and incorrigibles. But studies by the General Accounting Office in 1977 showed that many states had not complied with the legislation and were continuing to confine such youngsters. NCCD worked for greater involvement of citizens and their organizations to obtain state compliance with federal law. Citizens achieved this compliance through the development of noninstitutional alternative programs for such youths.

An initiative by NCCD which began in 1970 came to fruition in 1977 with the enactment of agreements between the United States, Canada, and Mexico to repatriate young offenders imprisoned on drug charges. In previous years NCCD staff and members had visited offenders in foreign prisons, gathered data, carried out surveys of foreign nationals held here, involved the United Nations in the problem, and continually prodded the State Department to take action. Some prisoners have already come home, but the task is not yet

complete. NCCD will continue to work for the repatriation of offenders from other countries.

Other efforts by NCCD were related to workplace crime (which is the country's costliest crime problem), as well as school crime, rehabilitation programs for offenders, and aid to victims of crime. Such programs and others must go forward if the country is to achieve a rational and economical system of criminal justice and reasonable public safety. The crime problem remains huge and its consequences in terms of costs and suffering are enormous, but we are heartened by the fact that, despite difficulties, progress is being made.

We are grateful to our many supporters — individuals, corporations, and foundations — for helping make this struggle possible.

ARTHUR S. LANE  
Chairman of the Board

MILTON G. RECTOR  
President

# Agency Program

The following review of agency activities covers a wide spectrum of work. It ranges from technical consultation to youth service agencies to pioneering research on parole problems to educational efforts on the nature of workplace crime. The work of some departments was mainly preventive. For example, the Labor Participation Department concentrated on teaching union members across the nation how to reduce the opportunities for crime in their communities. The Research Center studied and evaluated many delinquency prevention programs. And a number of our publications for citizens also focused on crime prevention.

Other agency programs were devoted to developing new knowledge in criminal justice. The Youth Center compiled information on alternative programs which avoid the need for institutionalization. The *Journal of Research on Crime and Delinquency* published promising findings in both the juvenile and adult fields. The Information Center abstracted the most significant research reports and made this information available nationwide.

Still other programs were devoted to raising the level of professional expertise. Prosecutors, probation and parole officers, judges, detention center directors, youth workers, and others raised their competency through NCCD training programs, conferences, and symposia.

The VIP Division undertook a special mission. It sought to involve citizens and citizen organizations in a wide variety of programs, most of which give direct help to the offender. But an important side effect of this

program was the sensitizing of hundreds of thousands of volunteers to the need for reform and improvement in the practice of criminal and juvenile justice.

Other departments carried on equally important activities. What they had in common was the goal of building a juvenile and criminal justice system which operated justly, effectively, and at the least cost to all Americans.

# NCCD

## Research

NCCD's research program is conducted in two centers, one in San Francisco, the other in Hackensack, New Jersey. The principal objective is the development of new knowledge that can be applied to the criminal justice process. Its Uniform Parole Report project — now in its 13th year — is building a basis for safer and more effective parole decisions. Its Assessment of Juvenile Justice and Delinquency Prevention is examining how such programs work and why they succeed or fail, and its Evaluation of Delinquency Prevention does the same with delinquency prevention projects. Other research projects also seek to produce useful, reliable knowledge that can be immediately put to work.

■ **Assessment of Juvenile Justice and Delinquency Prevention.** A three-year nationwide evaluation of the current administration of juvenile justice and delinquency prevention. A comprehensive compendium of current knowledge will be produced annually. The Research Center is also coordinating and assisting the work of three other assessment centers in Chicago, Seattle, and Sacramento. The products of this assessment should be of value to every juvenile delinquency program now operating and should provide guidance for future work.

*Funding: Office of Juvenile Justice and Delinquency Prevention.*





# Activities

■ **Evaluation of Drug Prevention for Chinese-American Youth in New York City.** An examination and assessment of a three-year demonstration project designed to help prevent addiction among Chinese-American youth in New York City.

*Funding: National Institute on Drug Abuse.*

■ **Perspectives on Poverty and School Crime.** The compilation of a state-of-the-art volume on the relationship between poverty and school crime. The book gathers the best thinking of a wide range of experts and summarizes what is known about the problem.

*Funding: Department of Health, Education and Welfare.*

■ **Evaluation of Joint Powers Delinquency Prevention Board.** A study of a \$5 million, three-county program in California designed to foster delinquency prevention. The program emphasized community participation in efforts to provide needed youth services.

*Funding: California Youth Authority.*

■ **National Evaluation of Prevention.** A nationwide examination of 16 youth services programs in 70 cities, involving 120 youth-serving agencies. The program seeks a reliable and accurate assessment of the effectiveness of different approaches to delinquency prevention.

*Funding: Office of Juvenile Justice and Delinquency Prevention.*

■ **National Survey of Screening for Risk.** A study of decision making in pretrial, institutional, and parole programs (in cooperation with the American Justice Institute). The results of this study should help in dealing appropriately with the dangerous offender.

*Funding: National Institute of Corrections.*

■ **Uniform Parole Reports.** A continuing nationwide reporting system providing a comparative basis for assessing the performance of state correctional and parole systems.

*Funding: National Criminal Justice Information and Statistics Service.*

# Training Center

A key objective inherent in all NCCD training programs is improving the ability of individuals, lay or professional, to work more effectively with others in the system. Both groups received training from NCCD last year. For professionals, an important goal was upgrading the ability to provide more effective service; for citizens, it was to develop strategies for dealing with crime and delinquency control problems.

The following are some of the Training Center's activities:

■ **Crime Prevention Counselor Training Institutes** (in conjunction with NCCD's Labor Participation Department). Because citizens can take steps to stem certain kinds of criminal activities, NCCD has been training labor union representatives on how to "harden the target," that is, how to make crime more difficult to commit. The union representatives, in turn, teach members how to take precautions against victimization. Part of the institute is devoted to helping rank-and-file members understand the need for reforms in the juvenile and criminal justice systems.

*Funding: Law Enforcement Assistance Administration.*



■ **National Parole Institutes.** The goal of parole institutes and policy seminars conducted for parole board members and staff is improvement in parole decision making. The institutes are a continuation of the professional upgrading project which began in 1963 and will be given through November, 1978.

*Funding: National Institute of Corrections.*

■ **Training Materials.** A 28-minute videotape and film on the status offender problem was produced to educate professionals and laymen about how to work for needed reform. Fifteen national youth-serving and civic organizations now use the tape in training their own staffs and membership. Use of the film is enhanced by a leader's guide and manual produced by NCCD's Youth Center.

*Funding: American Legion Child Welfare Foundation.*

In addition to the videotape, the training center produced several training instruments for use in decision making. These were sold to professionals in the criminal justice field.



# The Information Center

The NCCD Information Center is the country's leading information analysis unit in criminal and juvenile justice. Staff members read and abstract thousands of documents each year. The Center is an essential service for the nation and is widely used by criminal justice agencies, libraries, and researchers.

More than 2,000 documents, reports, monographs, and books were abstracted and introduced into the NCCD Termatrix retrieval system in 1977. The total number of abstracts which can now be retrieved exceeds 30,000.

From the information at hand, the Center produced nearly 1,000 substantive research responses. Another thousand telephone inquiries from legislative staffs, journalists, and researchers were answered. About 75 comprehensive literature searches were made for major information requests.

The Center's staff prepared or obtained various overview papers on such subjects as the rate and length of imprisonment in various countries, status offenders, employee theft, and school violence and crime. These and many of the abstracts were made available through *Criminal Justice Abstracts*, a quarterly publication of NCCD, and through microfiche produced and distributed by the Microfilm Corporation of America.

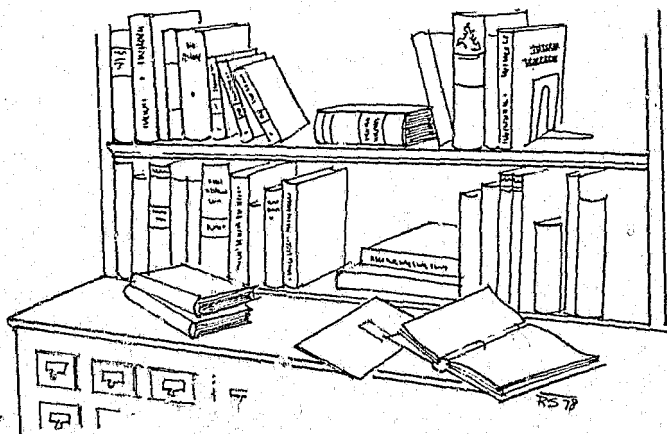


# Library

The agency's Library is the largest in the United States that is devoted solely to literature on crime and delinquency, and it served nearly 4,000 professionals and laymen through the loan of books, government documents, professional journals, articles, reports, and clippings. The Library's borrowers were mainly legislative staff; researchers; court, law enforcement, and professional correctional personnel; and graduate students.

In addition to loans, the Library responded to more than 2,000 telephone and mail inquiries, some requiring intensive searching by staff members. Material which could not leave the Library was photocopied for the users.

As in past years, the staff of major research projects spent days in the Library sifting through its extensive collection of statistical and other reports, criminal justice surveys, project assessments, historical and other materials.



## **VIP** (Volunteers In Prevention, Prosecution, Probation, Parole, Prison)

National crime commissions have repeatedly said that citizens must become involved in criminal justice, both as direct service volunteers and as advocates for reform. To accelerate such involvement, NCCD's VIP Division carries out a volunteer development program and works to interest citizen groups in volunteer service. At the same time, it helps interest criminal justice agencies in the use of such volunteers.

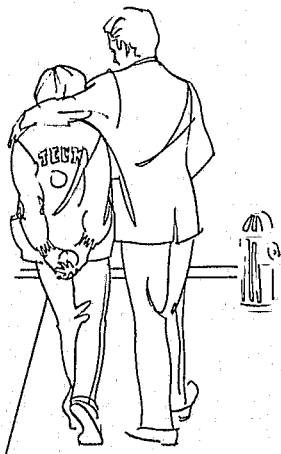
A new and important development is the education and recruitment of volunteers from the ranks of college students. These persons will be involved in the future as volunteers or as professionals working with other volunteers.

Since 1977, 34 resource centers located at colleges, universities, and criminal justice volunteer agencies made available 34 hours of film cassettes on volunteer service. These were used by colleges and citizen groups in educating and training for volunteer service. The resource centers also provided information on the volunteer programs.\*

An annual national forum on volunteer service was established by VIP in 1970. It is now carried out by the VIP Division with other sponsoring organizations. This year the forum will be held during October in Cherry Hill, New Jersey, and is expected to attract about 1,500 volunteers and volunteer service specialists from across the nation.

A quarterly publication, the *VIP EXAMINER*, was distributed in 1977 to 50,000 readers. It contains news of volunteer programs, guidance on upgrading volunteer service, and describes developments in volunteerism which affect criminal and juvenile justice.

*\*Funding: The W. K. Kellogg Foundation in cooperation with the University of Alabama.*



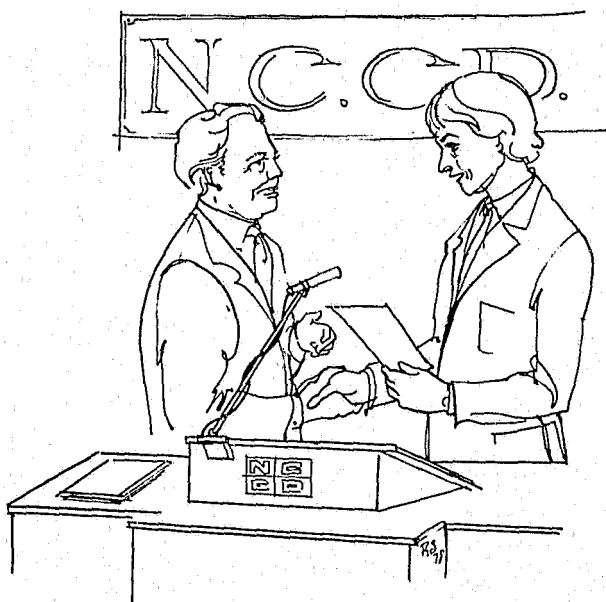
# Public Education

No major reform in criminal justice is possible without an informed public. An important task for NCCD, therefore, is bringing issues before the public and seeking means of enlarging the dialogue on them. To do so, in 1977 NCCD published information packets on a number of policies, among them, the overuse of prison for nondangerous offenders and the incarceration of victimless crime offenders. It produced booklets on the cost of imprisonment and reprinted and distributed state-of-the-art publications on employee theft, school crime, and status offense reform.

Special efforts were made to inform the public and appropriate members of Congress of NCCD's objections to the sentencing provisions of S. 1437, the proposed revision of the federal criminal code. Testimony was presented to Congress, statements were given to the press, and collaborative efforts were made with other organizations to publicize the shortcomings of the legislation in its present form.

## **Publications.**

NCCD's published journals and periodicals are designed to assist both the general public and professionals in criminal justice, social work, psychology, law, political science, and related fields.



Among NCCD's publications are the following:

■ **Crime & Delinquency.** A quarterly journal devoted to new theory, reports on demonstration projects, new legislation, and program evaluation.

■ **Criminal Justice Newsletter.** Published biweekly, the Newsletter reports on funding, legislation, new programs, conferences, and publications.

■ **Journal of Research in Crime and Delinquency.** A semiannual publication that focuses on research findings and theory in juvenile and criminal justice.

■ **Youth Forum.** A quarterly devoted to youth developments and problems of delinquency prevention.

### **Media Service.**

As in past years, NCCD staff assisted journalists who called for information, statistics, and the agency's point of view on specific issues. Staff worked with several newspaper and television stations in producing documentaries on juvenile and criminal justice. Many journalists made extensive use of the library.

### **Awards.**

In 1977, NCCD honored several persons for distinguished service in criminal justice.

■ **Roscoe Pound Award**—William G. Nagel, Executive Vice President of the American Foundation Institute of Corrections.

■ **The Irving W. Halpern Award for Excellence in Probation Service**—Mrs. Dazzie Jones, Probation Officer of the Family Court in the Bronx, New York.

■ **Scales of Justice Award for Leadership in the Correctional Field**—The State of Minnesota (represented by Governor Rudy Perpich).

■ **Award of Merit**—Kenneth F. Schoen, Corrections Commissioner of the State of Minnesota.



# Washington Office

## Liaison.

The Director of the Washington Office is a key figure in monitoring federal legislation and in providing needed information and testimony. She participated in coalitions based in Washington which worked for criminal justice reform. She provided consultation and information to such groups.

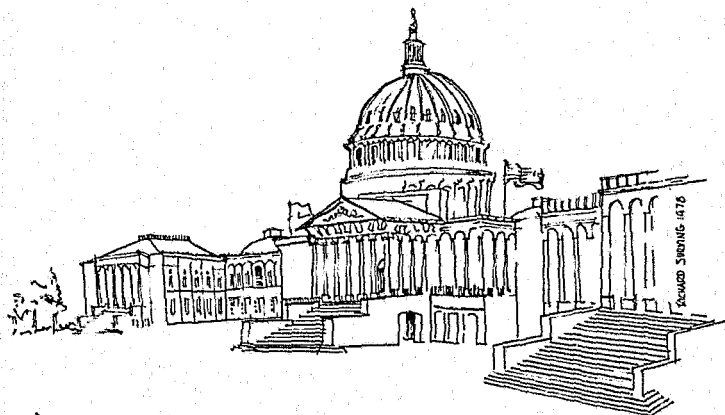
In addition, she served as liaison with federal agencies and professional organizations and provided them with access to NCCD's resources, expertise, and policy positions.

Among the groups with whom she worked were the Unitarian Universalist Service Committee, the American Bar Association, the National Association of Counties, and the Congressional Black Caucus Criminal Justice Braintrust. She was a panelist at numerous conferences and helped some groups to develop strategies for goals consistent with those of NCCD.

## Intern Program.

Working out of the Washington Office, interns from such colleges and universities as Amherst, Duke University, Vassar, and the University of Indiana participated in an action-education program designed to increase their understanding of how the federal government works. At the same time, they were involved in work that furthered the mission of the agency.

NCCD interns monitored congressional hearings, collected data from a number of federal agencies, and worked with Washington-based organizations concerned with criminal justice reform. They produced an important periodical, the *Legislative Update*, which



tracked the progress of legislation in juvenile and criminal justice. The training program included visits to prisons and jails, observation of work by the District of Columbia's police force, and participation in seminars and other academic efforts.

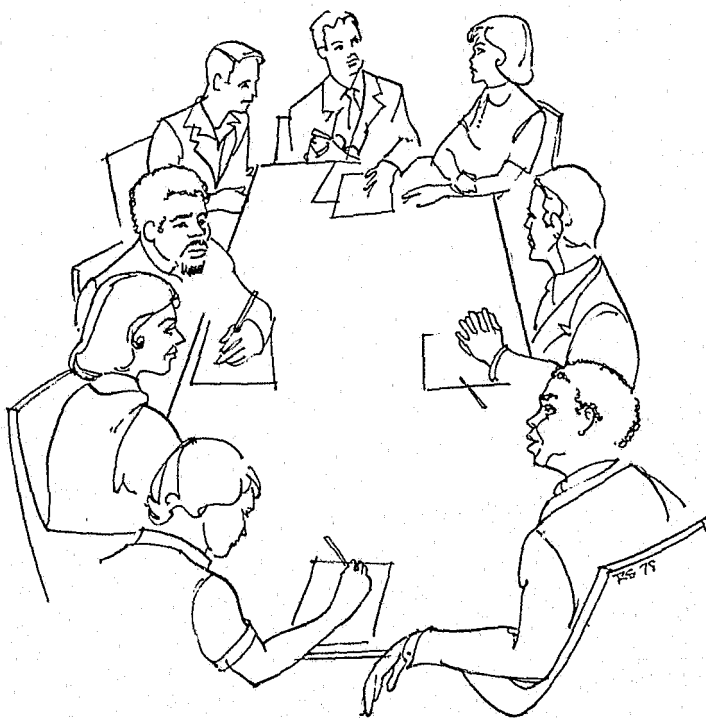
### **Guidance Material.**

Under contract with the American Bar Association, the Director of the Washington Office is developing a guidance manual on the use of community service orders, a sentencing alternative for nondangerous offenders. The community service order requires that an offender work a specified number of hours for social agencies in the community in lieu of serving a jail sentence. Completion of the manual, a pioneering effort in this field, is expected in 1978.

# **The Youth Center**

The central concern of the Youth Center is the promotion of effective community-based treatment for both delinquent and troubled children. The Center's major effort was directed at the status offender — the runaway, truant, or incorrigible juvenile. About 600,000 such offenders are dealt with each year by juvenile justice authorities, and thousands are confined in detention centers, adult jails, police lockups, and training schools.

The Center's program is designed to bring about the decriminalization of status offenses and the transfer of responsibility for treatment of such offenders to community-based social service agencies, public and private. Activities in 1977 may be divided into three categories: legislative reform, coordination of major national youth service efforts, and production of



materials and resources needed for advocacy and program development.

### **Legislation.**

Testimony on juvenile code legislation was presented before a number of state legislatures and Congressional subcommittees. However, a greater impact on state legislative change was generated through the Status Offender Legislative Resource Service. Located in NCCD's Washington Office, this service gathered legislative data on status offenders from all 50 states. Dissemination of the data helped individuals and organizations seeking legislative change.

The Center also played an important role in the amending of the Juvenile Justice and Delinquency Prevention Act of 1974. The Center's Director served on the New Jersey Governor's Adult and Juvenile Justice Advisory Committee whose final report issued in 1977 recommended that status offenders be removed from the New Jersey juvenile code.

### **Coordinating National Efforts.**

To avoid duplication and confusion, the Youth Center developed a coordinating program through which seven national agencies are working cooperatively to implement the deinstitutionalization provision of the Juvenile Justice and Delinquency Prevention Act. In at least five states, a concerted effort is planned which will use the strength and resources of each agency.

The Center also worked with 15 national voluntary agencies in a National Juvenile Justice Program Collaboration. The objective here is to build among youth-serving agencies a stronger youth advocacy role and to encourage the development of community-based services for status offenders.

### **Development of Resources.**

The Center's Alternative Information and Referral Service is an information clearinghouse on community-based alternatives to the juvenile justice system. More than 500 programs are described in the system. Professional and lay groups concerned with establishing, modifying, or expanding youth services requested and received relevant data.

The Youth Center also produced a "Leader's Guide" to be used in conjunction with the film, "The Innocent Criminal." The booklet gives a step-by-step description of how groups and individuals can work to improve services for status offenders.

# **The Labor Participation Department**

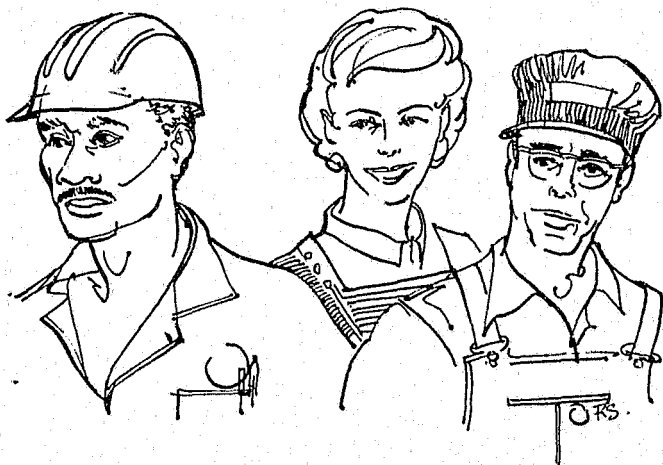
NCCD's labor program is a joint effort with the Community Service Department of the AFL-CIO. It is designed to involve individual union members and their labor organizations in programs that improve the criminal justice system and reduce crime and delinquency. Two programs are currently underway.

The **Crime Prevention Counsellor Project**, carried out through state central labor bodies in Colorado, Florida, Illinois, Iowa, Indiana, Michigan, Minnesota, and Utah, trains union members and others in strategies designed to reduce the chances of becoming victims of crime. The program has led to increased neighborhood surveillance, improved home security measures, and familiarity with crime prevention techniques.

*Funding: Law Enforcement Assistance Administration.*

The **Labor Leadership Development** project is being implemented by five international unions (Allied Industrial Workers, United Brotherhood of Carpenters & Joiners, Communications Workers of America, and National Association of Letter Carriers). It also seeks to educate union members and others in means of reducing the opportunities for crimes to be committed. Among the programs established in communities are property identification campaigns and neighborhood watches. The latter program effectively utilizes postal carriers and communications workers whose daily tasks carry them into neighborhoods as additional eyes and ears for law enforcement.

*Funding: Law Enforcement Assistance Administration.*



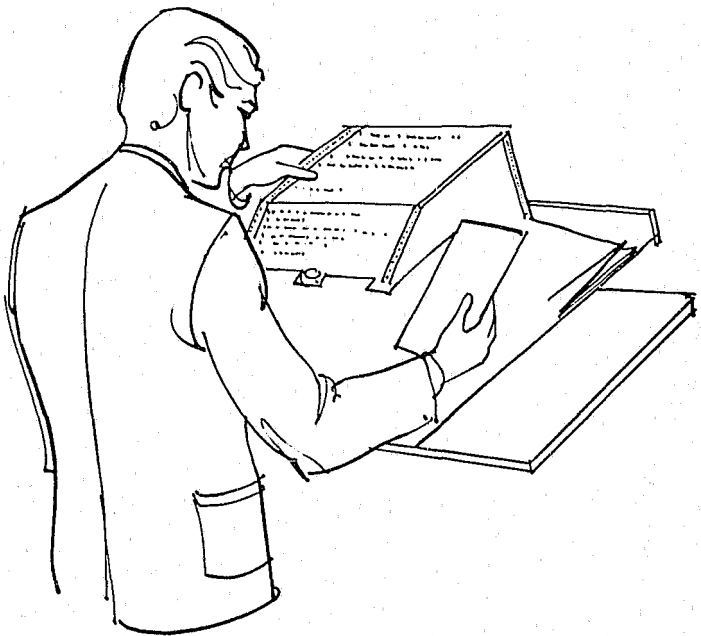
# Finances

Total income for the National Council on Crime and Delinquency amounted to \$3,345,000 in 1977. Expenses for the year were \$3,363,000, of which \$1,666,000 related to restricted programs.

Contributions from corporations amounted to \$361,000; foundations, individuals, and miscellaneous income provided \$1,434,000.

Expenditures for the year were as follows: consultation \$905,000; training and professional education \$190,000; public education and information \$298,000; research and development \$907,000; information clearinghouse \$63,000; support services \$865,000; fund development \$135,000.

An audited report of the agency's finances by Haskins and Sells, public accountants, is available on request.



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### **MICHIGAN**

**National Council on Crime and Delinquency  
VIP — Center for Volunteer Services  
200 Washington Square Plaza  
Royal Oak, Michigan 48067**

**(313) 398-8550**

### **NEW JERSEY**

**National Council on Crime and Delinquency  
Research Center East  
411 Hackensack Avenue  
Hackensack, New Jersey 07601**

**(201) 488-0400**

**National Council on Crime and Delinquency  
Youth Center  
411 Hackensack Avenue  
Hackensack, New Jersey 07601**

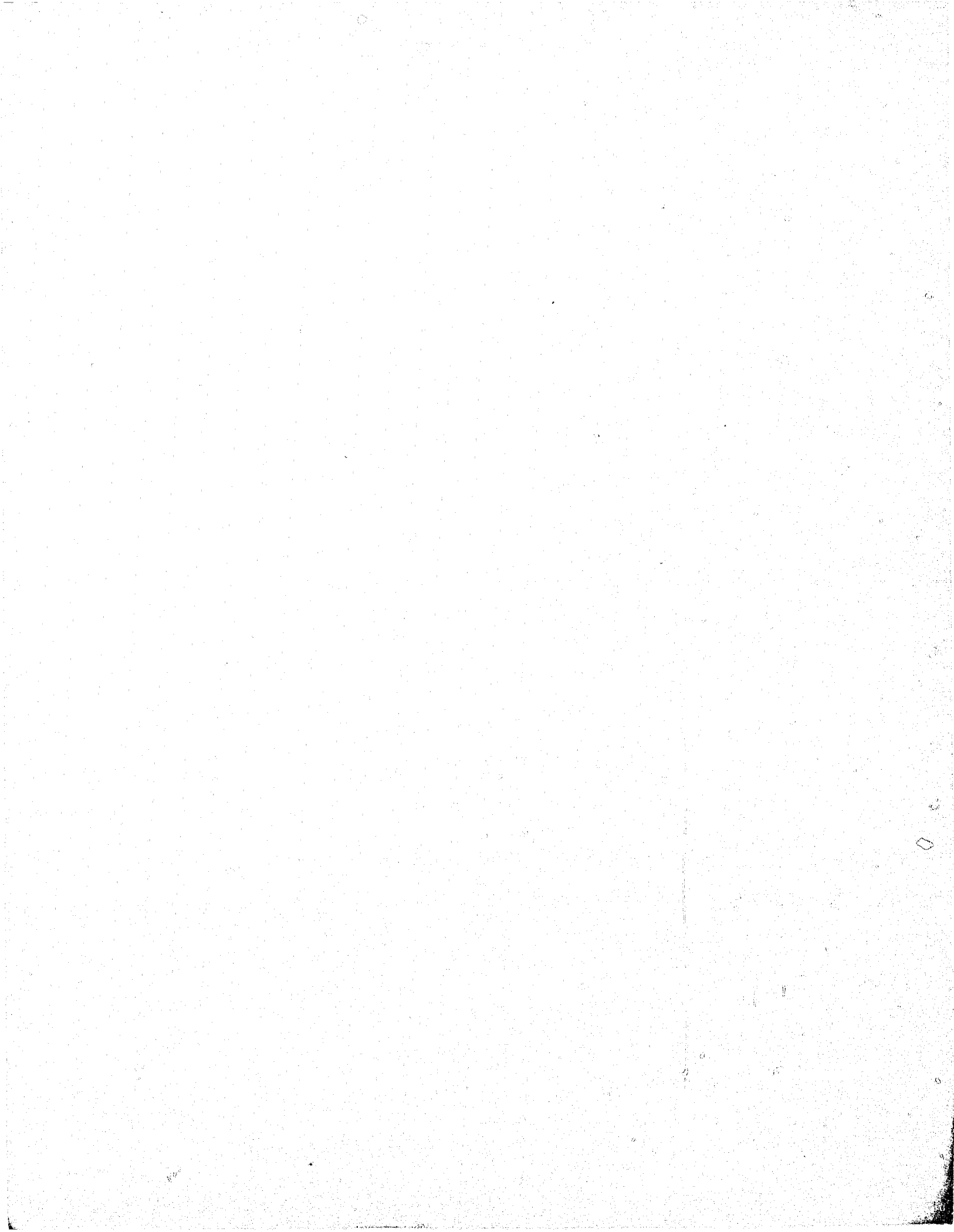
**(201) 488-0400**

### **TEXAS**

**National Council on Crime and Delinquency  
AFL-CIO Labor Participation Program  
Greenbriar Office Center, Suite 304  
1706 Strawberry Road  
Pasadena, Texas 77502**

**(713) 477-4149**





**END**