

117435

U.S. Department of Justice
Office of Justice Programs



117435

FY 1988 Report on Drug Control

Bureau of Justice Assistance

FY 1988 Report on Drug Control

Bureau of Justice Assistance

117435

U.S. Department of Justice
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this ~~copyrighted~~ material has been granted by

Public Domain/OJP/BJA
U.S. Department of Justice

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the ~~copyright~~ owner.

NCJRS

JUL 15 1989

ACQUISITIONS

U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Assistance

U.S. Department of Justice

Dick ThornburghAttorney General

Office of Justice Programs

Richard B. AbellAssistant Attorney General

Bureau of Justice Assistance

Charles P. SmithDirector

Steven D. DillinghamDeputy Director,
Policy Development

Michael J. DalichDeputy Director,
Program Management

Curtis H. Straub IIDirector, Policy Development
and Management Division

Eugene H. DzikiewiczDirector, State and Local
Assistance Division

James C. SwainDirector, Discretionary
Grant Programs Division

William F. PowersDirector, Special Programs
Division

Bureau of Justice Assistance
633 Indiana Avenue, N.W., Washington, D.C. 20531
(202) 272-6838

The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following program Offices and Bureaus: National Institute of Justice, Bureau of Justice Statistics, Bureau of Justice Assistance, Office of Juvenile Justice and Delinquency Prevention, and Office for Victims of Crime.



U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Assistance

Office of the Director

Washington, D.C. 20531

**THE SPEAKER OF THE HOUSE OF REPRESENTATIVES
THE PRESIDENT PRO TEMPORE OF THE SENATE:**

As required by Section 522 (b) of the Anti-Drug Abuse Act of 1988, the Bureau of Justice Assistance, a component of the Office of Justice Programs, is pleased to present this report on the drug control activities implemented by the Bureau and the states under the Anti-Drug Abuse Act, during fiscal year 1988. I am pleased to inform you that significant progress has been achieved during the past fiscal year to improve drug control at the state and local levels.

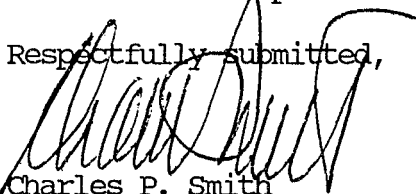
Large numbers of law enforcement agencies and prosecutors' offices are now participating in drug control efforts through the more than 700 multi-jurisdictional task forces and drug units that have been established or expanded with Anti-Drug Abuse Act funding. These efforts have facilitated cooperation and a sharing of resources, which have resulted in an increased number of arrests and prosecutions of drug offenders and the removal of large quantities of drugs from the market. Efforts to remove the profit motive from drug trafficking has resulted in the seizure and forfeiture of a significant amount of drug-related assets, some of which are being returned to the enforcement and prosecutorial agencies to enhance their drug control efforts.

Significant progress has also been made in identifying drug-involved offenders and developing effective programs to reduce both their drug and their criminal behavior. The results of drug tests are now being used in many jurisdictions to make decisions about the pretrial release of defendants and to monitor drug use by defendants and offenders while under criminal justice supervision.

The Bureau of Justice Assistance has assisted the states in managing the increasing amount of drug crimes and the rapidly growing number of drug cases entering the criminal justice system. Innovative and model programs have been identified or developed and are being tested to assess their effectiveness. Training and technical assistance have been provided to enhance the expertise of criminal justice personnel. Programs, techniques and information systems to increase the efficiency of the system in processing drug cases have been developed and transferred to the states.

This report describes the nature and extent of the drug problem as defined by the states in their drug strategies and the programs implemented by the states and the Bureau of Justice Assistance to address those problems. I believe you will find the report that follows both informative and encouraging.

Respectfully submitted,


Charles P. Smith
Director

Bureau of Justice Assistance

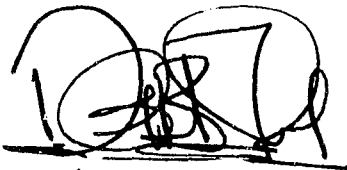
Foreword

The information contained in the Report on Drug Control summarizes and highlights the drug control programs and activities of the Bureau of Justice Assistance, a component of the Office of Justice Programs (OJP) within the U.S. Department of Justice.

The Office of Justice Programs and its components assist State and local governments in reducing crime and in helping to foster the cooperation and coordination needed to make the criminal justice system function more effectively and fairly. In carrying out its duties and responsibilities, OJP works to form partnerships with State and local governments to help policymakers, practitioners, and the public understand what crime costs in terms of public safety and the social and economic health of communities.

OJP is comprised of five Bureaus or Offices: the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime. While each program Bureau or Office retains independent authority in awarding funds to carry out programs it sponsors, together, these components constitute a single agency whose goal is to implement innovative programs and to promote improvements in the Nation's criminal and juvenile justice systems.

The accomplishments described in this Report would not have been possible without the partnerships forged within OJP's research and development components, and between State and local officials across the country. These achievements are a prime example of what can be accomplished through the federalism concept. By working together, Federal, State, and local governments can reduce crime, especially drug-related crime, and improve enforcement of the laws that protect our citizens and keep our Nation strong.



Richard B. Abell
Assistant Attorney General
Office of Justice Programs

Table of Contents

	Page
Introduction	i
Report Highlights	iii
The Nature of the Drug Problem	1
Drugs of Abuse	1
Cocaine	1
Marijuana	4
Crack	7
Methamphetamine	8
Heroin	10
PCP and LSD	10
Drug Trafficking	13
Drug Distribution Organizations	13
Distribution Methods	15
Outlaw Motorcycle Gangs	16
Youth Gangs	17
Drugs and Crime	18
The Relationship between Drugs and Crime	18
Drugs and Violence	19
Drugs and the Spread of AIDS	20

Drug Use Among Students	22
Reductions in Drug Use Among Students	22
Meeting The Challenge	27
BJA's and the States' Drug Control Strategies	27
BJA's Drug Control Strategy	28
Support of National Drug Policy	28
The States' Drug Control Strategies	31
Interagency and Intergovernmental Coordination and Cooperation	44
Coordination and Cooperation at the Federal Level	44
Coordination and Cooperation within the States	45
Program Evaluation	46
Drug Demand Reduction Activities	48
Discretionary Grant Program: BJA's Drug Demand Reduction Strategy	48
National Citizens' Crime Prevention "McGruff" Campaign	49
Drug Abuse Resistance Education (DARE)	51
Demand Reduction Training	51
Crime and Drug Prevention Demonstration Program	52
Congress of National Black Churches' Anti-Drug Campaign	52
Formula Grant Program: The States' Drug Demand Reduction Strategies	53
Drug Abuse Resistance Education (DARE)	53
Community Drug Use/Crime Prevention Programs	54
Drug Law Enforcement Activities	55
Discretionary Grant Program: BJA's Drug Law Enforcement Strategy	55
Organized Crime Narcotics Trafficking Enforcement Program	57
Crack/Focused Substance Enforcement Demonstration Program	57
Pharmaceutical Diversion	58
Clandestine Laboratory Model Enforcement Program and Technical Assistance and Training	59
Regional Information Sharing System	59
Asset Seizure and Forfeiture Models and Technical Assistance and Training	60
Problem-Oriented Approach to Drug Enforcement	61

Street Sales Enforcement Demonstration Program	61
Drug Recognition Program	62
Formula Grant Program: The States' Drug Law Enforcement Strategies	63
Multi-Jurisdictional Task Forces	63
Controlling the Domestic Production of Drugs	64
Drug Enforcement Capacity Building Programs	64
Innovative Drug Enforcement Programs	65
Drug Prosecution Activities	67
Discretionary Grant Program: BJA's Drug Prosecution Strategy	67
Statewide Drug Prosecution Program	68
State Civil RICO Drug Enforcement Program	69
Center for Local Drug Prosecution Program	69
Prosecution Management Support System	71
National Forensic Crime Laboratory Information System	72
Formula Grant Program: The States' Drug Prosecution Strategies	72
Multi-Jurisdictional Task Force Prosecution Support	72
Special Prosecutor and Vertical Prosecution Units	73
Career Criminal Prosecution	74
Prosecutor Technical Assistance and Training	74
Crime Laboratory Enhancements	74
Drug Case Adjudication Activities	76
Discretionary Grant Program: BJA's Drug Case Adjudication Strategy	76
Large Court Capacity Program	77
Comprehensive Adjudication of Drug Arrestees	77
Adjudication Technical Assistance	78
Drugs and the Courts: An Educational Program for Trial Judges	79
Differentiated Case Management	79
Treatment Alternatives to Street Crime (TASC)	80
Enhanced Pretrial Service Delivery Program	82
Drug Testing and Intensive Supervision Program	82
Drug Testing Technology/Focused Offender Disposition	83
Drug Testing Technology Evaluation	83
Drug Testing Standards	84
Formula Grant Program: The States' Adjudication Strategies	84
Drug Courts and Enhanced Court Processing	84
Differentiated Case Management	85
Training	85

Treatment Alternatives to Street Crime (TASC)	85
Detention, Rehabilitation and Treatment of Drug Offenders Activities	86
Discretionary Grant Program: BJA's Detention, Rehabilitation and Treatment of Drug Offenders Strategy	86
Prison Capacity Program	87
Comprehensive State Department of Corrections Treatment Strategy for Drug Abuse	89
Drug Treatment for State Correction Institutions	89
Drug Treatment in a Jail Setting	91
LOCKUP: Jail Management System	91
Shock Incarceration (Boot Camp) Assessment	92
Intensive Supervision Probation/Parole Demonstration Program	92
Technical Assistance to Corrections Agencies	94
Strategic Planning for Prison Industries	94
Correctional Industries Information Clearinghouse	95
Formula Grant Program: The States' Detention, Rehabilitation and Treatment of Drug Offenders Strategies	95
Substance Abuse Treatment Programs within Institutions	95
Eliminating Drugs from Correctional Institutions	96
Drug Treatment for Offenders while under Correctional Supervision in the Community	96
Achievements and Challenges	99
Achievements in the Fight Against Drug Abuse	99
Enhanced Coordination and Cooperation	99
Targeting of Resources on the Drug Problem	99
Increased Number of Drug Arrests and Prosecutions	100
Removing the Profit Motive from Drug Crime	101
Challenges for the Future	102
Maintaining a Balance within the Criminal Justice System	102
Keeping the Drug Offender Free of Drugs and Crime	104
Enhancing the Capabilities of Criminal Justice Personnel	105
Providing the Legal Tools to Control Drugs	105
Conclusion	106
Appendix A - Grant Purpose Areas Authorized by the Anti-Drug Abuse Act	107

Appendix B - Drug Law Enforcement Formula Grant Program	111
Appendix C - Allocation of Anti Drug Discretionary Grant Funds	117
Appendix D - Current BJA Publications	127
References	129
Index	131

Table of Illustrations

	Page
Drug Use Among Male Arrestees	2
PCP Use Among Male Arrestees	11
Trends in the Percentage of High School Students Ever Having Used Drugs	23
Correlation Between Cocaine Use and Perceived Harmfulness of Cocaine	23
Location of Organized Crime/Narcotics Trafficking Enforcement Projects, Crack Task Forces and Street Sales Enforcement Projects	58
Components of Comprehensive State Department of Corrections Treatment Strategy for Drug Abuse in Six States	90
Percentage of Arrests by Drug Type	100
State and Local Arrests by Type of Offense and Type of Drug	101
State and Local Non-Drug Seizures	101
Percentage Allocation of FY 1987 and FY 1988 Formula Grant Funds by Purpose Area	111
Formula Grant Allocations by State	112
States' Allocations of Formula Grant Funds by Purpose Area for FY 1987 and FY 1988	113
FY 1989 Allocation of Anti-Drug Abuse Act Funds to the States for Treatment, Education and Law Enforcement	115

Introduction

The Anti-Drug Abuse Act of 1986 (Pub. L. 99-570) was signed into law on October 27, 1986. Subtitle K provides assistance to the states and local units of government through the State and Local Law Enforcement Assistance Act. The Bureau of Justice Assistance (BJA), within the Office of Justice Programs, is authorized by the Act to award grants to the states, for use by the states and units of local government. These grants are awarded for the purpose of enforcing state and local laws that establish offenses similar to offenses established in the Controlled Substance Act.

Funds may be used for programs that improve the apprehension, prosecution, adjudication, detention and rehabilitation of drug offenders. Eradication programs, treatment for drug-dependent offender programs and programs that target major drug offenders are also eligible for funding. Since each appropriation may be used during a three-year period, most of the programs initiated under this Act are still operational.

On November 18, 1988, the Anti-Drug Abuse Act of 1988 (Pub. L. 100-690) was signed into law. The Drug Control and System Improvement Program authorized in Title IV, Subtitle C, established 21 purpose areas to control drugs and improve the criminal justice system (See Appendix A). The Anti-Drug Abuse Act of 1988 expanded the drug control activities authorized in the 1986 Act to include the criminal justice system improvement activities authorized in the Justice Assistance Act of 1984.

Eighty percent of the total appropriation is distributed to the states by a formula which is comprised of a \$500,000 base plus a share of the balance determined by population. Each state must prepare a statewide drug strategy, which serves as the basis for their application for funds. The fifty states, the District of Columbia, Puerto Rico, the Virgin Islands, Guam, American Samoa and the Northern Mariana Islands are eligible to receive a formula grant award. All references to "states" throughout this report include all eligible jurisdictions.

The remaining 20 percent of the appropriation, distributed by the Bureau through its Discretionary Grant Program, is used to test and demonstrate the effectiveness of new programs, practices and techniques; to provide technical assistance and training to state and local criminal justice

practitioners; and to implement programs that are national or multi-jurisdictional in scope.

Section 522 (b) of the Act requires that, not later than 180 days after the end of each fiscal year for which grants are made under this part, the Director submit to the President pro tempore of the Senate and the Speaker of the House of Representatives a report that includes with respect to each state:

- o The aggregate amount of the following grants made under subpart 1 (formula grants) and subpart 2 (discretionary grants) to such state for such fiscal year
- o The amount of such grants awarded for each of the purposes specified in subpart 1
- o A summary of the information provided in compliance with paragraphs 1 and 2 of subsection (a) of Section 522, which requires the states to submit a summary to BJA of activities carried out under the Formula and Discretionary Grant Programs
- o An explanation of how Federal funds provided under this part have been coordinated with Federal funds provided to states for drug abuse education, prevention, treatment and research activities
- o Evaluation results of programs and projects and state strategy implementation.

This report fulfills that requirement and describes the drug control activities of the Bureau of Justice Assistance and the states under the Anti-Drug Abuse Act during FY 1988. It describes the nature and extent of the drug problem, as reported by the states in their drug strategies, as well as the programs developed by the Bureau of Justice Assistance and the states to address those problems. Specific examples, extracted from the state strategies, are included in the report to document the drug problems and to describe the drug control activities. Program results, although limited at this early date, are provided when available.

Significant progress has been made during the past two years since the signing of the Anti-Drug Abuse Act of 1986. Effective drug control strategies, programs and techniques have been implemented and

are described throughout this report. Although the report was prepared to inform Congress of the progress achieved by the program, it will also serve as a vehicle for sharing useful information with criminal justice system practitioners at the state and local levels.

Report Highlights

The passage of the Anti-Drug Abuse Act in October 1986 was an important step in enlisting many state and local jurisdictions into the Nation's fight against drugs. Many jurisdictions that had recognized drugs as a problem and were doing little to control drugs have now made drug control a priority. Drugs continue to be a major problem, with increasing rates of violence. Although the problem will not be resolved quickly, significant progress has been made in the past two years, which will serve as a foundation for future activity.

THE NATURE OF THE DRUG PROBLEM

Drugs of Abuse

- o Cocaine continues to be the fastest growing drug problem in the country. Cocaine prices have dropped, and purity has increased in recent years.
- o Over 50 percent of the males arrested in 12 of the 21 cities participating in the Drug Use Forecasting Program during 1988 tested positive for cocaine. In New York City, 83 percent of the male arrestees tested positive for cocaine.
- o Marijuana continues to be the most widely used drug in most areas of the country.
- o Marijuana eradication efforts have resulted in an increase in price and a change in growing operations.
- o Crack, the highly addictive form of cocaine, is available in more areas of the country than two years ago, but it is still localized within specific areas.
- o There are indications that heroin, which had been declining in use, is becoming more popular among young users in some areas of the country.

- o PCP is most popular in the Washington, D.C., metropolitan area, and LSD is showing signs of new popularity among college age people.

Drug Trafficking

- o Drug distribution networks involve gangs, ethnic or family groups and traditional organized crime. In many jurisdictions, a dynamic and violent drug environment is created as different groups compete for control over the local drug market.
- o Outlaw motorcycle gangs, which continue to be heavily involved in the manufacturing and distribution of amphetamine and methamphetamine, are entering the markets for other types of drugs, including cocaine.
- o Youth gangs from Los Angeles, notably the Bloods and the Crips, have established drug distribution networks in a number of cities across the country.

Drugs and Crime

- o The relationship between drugs and crime has been firmly established. Violence related to drugs has increased significantly in the past couple of years, with many jurisdictions reporting one third to over one half of their homicides as drug-related.

Drug Use Among Students

- o Although drug use among students is still too high, it has declined for the second year in a row.

BJA'S AND THE STATES' DRUG CONTROL ACTIVITIES

Drug Demand Reduction Activities

- o McGruff, the Crime Dog, is being used to reach millions of children with a drug use prevention message. Market research has shown he is recognized by 99 percent of children between the ages of 6 and 12, and 97 percent say they try to do what McGruff tells them to do.
- o The Drug Abuse Resistance Education (DARE) Program places a uniformed officer in the classroom to teach a 17-part drug use prevention curriculum. Over 2,600 officers have received intensive training from BJA's Regional DARE Training Centers, nearly 800 programs have been implemented and an estimated 3 million students had been trained by the end of 1988.

Drug Law Enforcement Activities

- o In 1988, 4,626 high-level criminals were arrested, and \$205 million in cash, drugs and property were seized by the Organized Crime Narcotics Trafficking Enforcement projects implemented under BJA's Discretionary Grant Program. These projects have demonstrated the effectiveness of the shared management concept as a model organizational structure for multi-jurisdictional task force operations.
- o BJA's six operational Crack Task Force Demonstration projects made 2,625 felony crack/cocaine-related arrests and seized 329 pounds of crack and cocaine with an estimated street value of over \$29 million during 1988. This program, like the Pharmaceutical Diversion and the Clandestine Laboratory Enforcement Programs, is demonstrating the effectiveness of the task force concept to address specific drug control problems.
- o New approaches to drug control are being tested through the Problem-Oriented Approach to Drug Enforcement Program, which brings line officers and community groups together to address their drug problem; the Street Sales Enforcement Program, which targets street level drug dealers and users; and the Drug Recognition Program,

which is testing the effectiveness of a nonintrusive method of identifying drug-impaired persons.

- o Over 700 multi-jurisdictional task forces and drug units have been established or expanded throughout the country as a result of the Anti-Drug Abuse Act. These task forces serve as the foundation for the drug strategies implemented by the states under the Formula Grant Program.

Drug Prosecution Activities

- o Initial investigations and prosecutions conducted during 1988 by the Statewide Drug Prosecution Demonstration projects resulted in seizures of \$33 million in drugs and \$2.7 million in currency and property. Additional seizures under Racketeer Influenced Corrupt Organizations (RICO) statutes were \$5 million. This program is demonstrating the effectiveness of enhancing drug control efforts through the statewide coordination of narcotics and financial investigations and prosecutions.
- o Demonstration projects have been established in two states to encourage state Attorneys General to attack the economic base of drug trafficking enterprises using civil remedies available in state civil RICO statutes.
- o Prosecution programs initiated by the states include prosecution support for multi-jurisdictional task forces, special prosecutor and vertical prosecution units, career criminal prosecution programs and crime laboratory enhancements.

Drug Case Adjudication Activities

- o The Large Court Capacity Program, which monitors caseflow management in 26 large courts, promotes systemic and permanent improvement in court operations by developing performance standards for trial courts and assisting courts with delay problems.
- o The Differentiated Case Management Program is providing courts with procedures to handle the growing number of drug cases by increasing the efficiency of the case management system. Differentiated case management was used by one large court during 1988 to reduce the pending caseload, reduce the number of cases over 180 days in age and reduce the length of time to trial from 106 to 88 days, despite a 21 percent increase in filings.

- o BJA is providing the states with guidance related to the use of drug testing to identify drug-involved offenders and to monitor their drug use while under correctional supervision through the Drug Testing and Intensive Supervision, Drug Testing Technology/Focused Offender Disposition, Drug Testing Technology Evaluation and Drug Testing Standards Programs.
- o The states are using formula grant funds to implement Drug Courts, Enhanced Court Processing, Treatment Alternatives to Street Crime (TASC) and Differentiated Case Management Programs.

Detention, Rehabilitation and Treatment of Drug Offenders Activities

- o Through the Prison Capacity Program, BJA is assisting states in developing creative ways of addressing prison crowding, while providing appropriate sanctions for criminals, including the growing number of drug offenders.
- o The Comprehensive State Department of Corrections Treatment Strategy for Drug Abuse and Drug Treatment for State Correctional Programs are designed to help states reduce the rates of recidivism among drug offenders by providing a range of drug treatment programs in institutions and in conjunction with community supervision.
- o Intensive Supervision Probation and Parole Programs, which provide close supervision and frequent drug testing for drug-involved offenders, are being implemented under both the Discretionary and Formula Grant Programs. A number of the programs are also testing the effectiveness of electronic monitoring of offenders.

Achievements and Challenges

- o Major achievements since the passage of the Anti-Drug Abuse Act in October 1986 include enhanced coordination and cooperation, a targeting of resources on the drug problem, an increased number of drug arrests and prosecutions and progress toward removing the profit motive from drug crime.

- o Challenges for the future include maintaining a balance within the criminal justice system, keeping the drug offender free of drugs and crime, enhancing the capabilities of criminal justice personnel and providing the criminal justice system with the legal tools needed to control drugs.

Conclusion

There are encouraging signs that the drug control efforts being implemented throughout this country are beginning to have an effect on the drug problem. The high school survey conducted by the National Institute on Drug Abuse shows that although drug use among high school seniors is still too high, it is declining. The increased participation of state and local agencies in the fight against drug abuse is significantly increasing the risks to both the drug dealer and the drug buyer. Based on the experience with marijuana eradication efforts, the large numbers of arrests of drug offenders, the disruption of drug production and distribution operations and the seizing of large quantities of drugs and assets can be expected to reduce the availability and demand for drugs and increase their price.

Significant progress has been made to increase the levels of coordination and cooperation among Federal, state and local agencies and among the criminal justice, drug treatment and education communities, resulting in a more effective utilization of resources. Model programs and new practices and techniques that enhance the criminal justice system's ability to investigate, prosecute and adjudicate drug cases and to identify, punish and treat drug offenders have been identified and are being shared with practitioners throughout the country. This sharing of information is increasing the efficiency of the criminal justice system and public safety.

Although there is reason to be optimistic that progress is being made, the magnitude of the drug problem requires that participation in the Nation's fight against drug abuse be expanded to all communities and that these efforts be considered a high priority until a drug-free America has been achieved.

The Nature of the Drug Problem

Drugs of Abuse

Cocaine continues to be identified throughout the country as the fastest growing drug problem. Its availability and purity have risen as it has gained in popularity. Cocaine indicators such as deaths, arrests and emergency room mentions have shown the most dramatic percentage increases relative to other drugs throughout this decade. In some areas, cocaine has surpassed marijuana as the drug of choice. Crack, cocaine's highly addictive derivative, has shown increases in popularity nationwide, yet is still localized within those states that report it as a problem. While marijuana remains the drug most used by the broadest cross-section of the population, its popularity seems to have peaked. The marijuana "industry" is feeling the effects of increased enforcement and eradication efforts, as evidenced by steadily increasing prices for the drug. Indications are that methamphetamine and amphetamine use are increasing, particularly in the western half of the country. These drugs have effects similar to cocaine's and are being produced abundantly in clandestine laboratories, particularly in rural areas. Their availability and intense physical effects make them appealing to some drug users. Heroin and other opiates, PCP, LSD and other illicit drugs continue to be abused, yet their rates of usage do not approach those of cocaine and marijuana and tend to be more localized.

COCAINE

Cocaine continues to be reported by the states as the fastest growing drug problem. Cocaine availability and popularity are showing rates of increase far greater than any other drug.

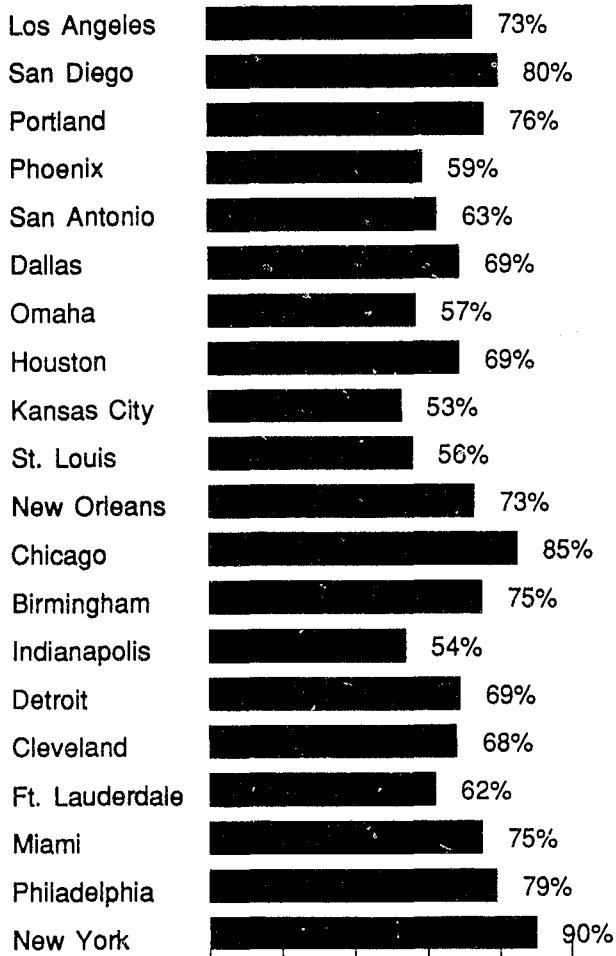
Indications of the availability and popularity of particular drugs are supported by numbers of treatment admissions for each drug, arrests for possession and distribution of particular controlled substances and emergency room mentions and mortality rates related to each drug. The states have reported this information with varying degrees of specificity; much of which is more descriptive than empirical. A review of both the descriptive and empirical information supports the contention that while marijuana remains the most widely used drug in many parts of the country, its levels of usage have remained stable or actually declined somewhat in recent years. Cocaine indicators have all shown substantial increases.

Data from the Drug Use Forecasting (DUF) Program cofunded by the Bureau of Justice Assistance (BJA) and the National Institute of Justice (NIJ) show high rates of cocaine usage among arrestees in the sample cities. Arrestees in 21 large cities across the country are tested for drugs under the DUF Program. The arrestees, primarily charged with non-drug felony offenses, voluntarily provide urine specimens for testing and provide anonymous interviews about drug use. As shown in Chart 1, the percentages of male arrestees testing positive for any drug, including marijuana, range from a low of 53 percent to a high of 90 percent. In 12 of the DUF sites, 50 percent or more of the male arrestees submitting to voluntary urinalysis tested positive for cocaine. Eighty-three percent of the male arrestees in New York City tested positive for cocaine.

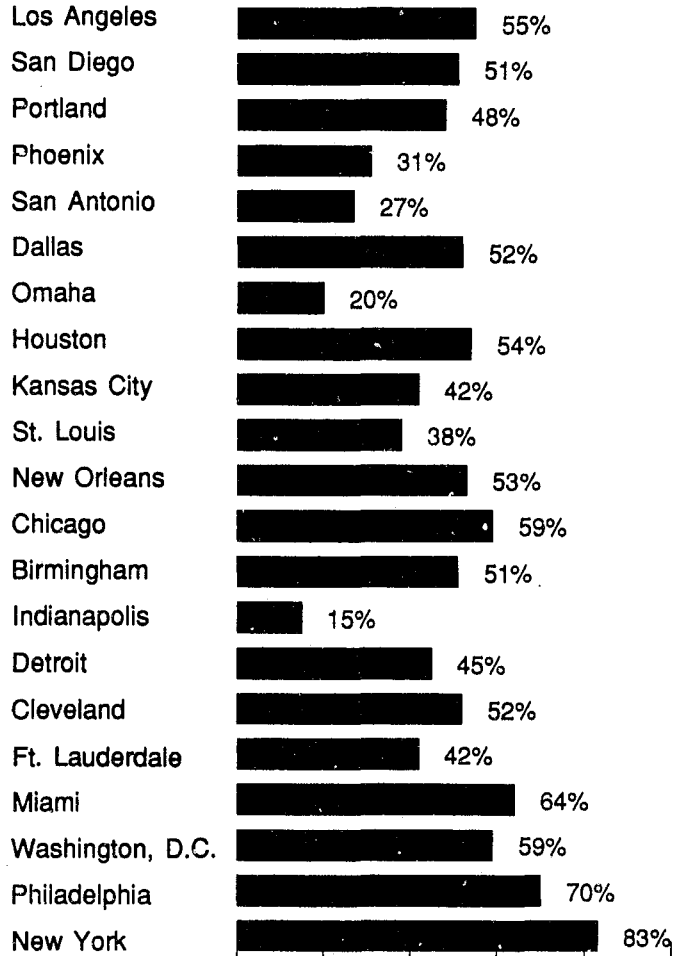
Florida has noted increases in both juvenile and adult arrests for sale and possession of cocaine. The state reports that 1984 marked the year when juvenile arrests for cocaine-related offenses doubled. Adult arrests related to cocaine surpassed those for marijuana and increased 51 percent between 1986 and 1987. Florida's data on cocaine-related mortality rates show that:

Chart 1
Drug Use Among Arrestees

**Percentage of Male Arrestees
Positive For Any Drug,
(20 Cities Tested in 1988)**



**Percentage of Male Arrestees
Positive For Cocaine
(21 Cities Tested in 1988)**



- o The state experienced a 39 percent increase in the number of deceased persons with positive toxicology reports for cocaine from July 1987 through June 1988
- o Evidence of cocaine use was identified in over 40 percent of the fatal accidents and 40 percent of homicide victims from July 1986 through June 1988
- o Suicide cases testing positive for cocaine increased 45 percent from July 1986 through June 1988
- o From July 1987 through June 1988, 40 persons dying from natural causes tested positive for cocaine. This may be an indication of the pervasiveness of the drug problem in non-suspect populations.

The State of Texas reports that cocaine indicators, including deaths, emergency room episodes and treatment admissions, have risen sharply over the last five years. Most of these increases, particularly in the last two years, are attributed to the rising popularity of crack cocaine, which is particularly prevalent in Houston as opposed to other areas of the state.

Iowa reports that while marijuana is more available than cocaine, the population of the state has followed the national trend in making cocaine a drug of choice. Data from Iowa's Uniform Crime Reports (UCR) and intelligence data indicate that the total amounts of seized marijuana, cocaine and LSD increased from 1986 to 1987 while the amounts of amphetamines and heroin declined from 1986 to 1987. Iowa's data regarding cocaine indicate that its purity levels have increased without any changes in price. Arrests for possession of cocaine and crack and treatment admissions for cocaine dependency have increased. Cocaine abuse is now becoming more prevalent among high school students, college age people, young adults and middle aged adults.

New Hampshire reports that cocaine is the drug of choice for those apprehended by the police. Number of seizures and other intelligence information indicate that the drug's availability and use have increased markedly.

Maine reports a dramatic upsurge in cocaine usage across age and socio-economic groups in both rural and metropolitan areas. The 1987 survey returns from the state's law enforcement agencies reveal that there has been consistent movement away from the use of marijuana and other controlled substances toward cocaine.

Cocaine abuse has spread throughout the State of Kansas, and the demand for the drug is steadily growing.

The State of Delaware reports that cocaine is the drug of choice statewide, with crack becoming more prevalent. A recent report describing the urinalysis results from felony arrestees in New Castle County indicates that approximately two thirds of all felony arrestees tested positive for cocaine. Cocaine arrests have increased 600 percent since 1978, and they are currently making up about half of all drug arrests in the state. Adults arrested for cocaine in Delaware now represent the typical arrestee.

Cocaine is a growing problem across North Carolina, with heavy usage in the central and south central areas.

Indiana reports that although marijuana continues to be the most widely used illicit drug in the state, the demand for cocaine is increasing rapidly. In addition, the price of cocaine is declining while the availability is increasing.

Arkansas's State Crime Laboratory reported that the number of cases involving cocaine and stimulants increased from 1985 to 1987. Cases involving cocaine were up 54 percent from 1986 to 1987 and 133.8 percent from 1985. A total of 431,782 grams of cocaine were confiscated in 1987, as compared to 2,873 in 1986.

The availability and purity of cocaine have increased while the price has dropped.

Michigan reports that in the past seven years, the price per ounce for cocaine has dropped from \$2,200-\$2,600 at a purity level of 40 to 50 percent to \$800-\$900 and a purity level of 90 percent.

New York reports that multi-kilogram quantities of cocaine are readily available. Enforcement groups in the state report that even "low level" distributors can supply interested parties with multi-kilogram amounts of cocaine. The ounce price has dropped, and the purity is high, which is anywhere from 60 to 90 percent.

Texas reports that the availability and purity of cocaine are on the increase; buyers have easy access to kilograms with purity levels of 63 to 92 percent.

In Hawaii, both availability and price of cocaine have increased. Purity is high with street-level quantities at 60 to 90 percent purity.

Undercover agents in the State of Wyoming report that it has become easier to negotiate for larger quantities of all drugs in the last few years. Cocaine's increasing popularity and availability have been accompanied by decreasing prices. While gram prices have remained at approximately \$125, ounce prices have dropped significantly from a range of \$2000-\$2500 to \$1500-\$2000. Purity levels of 90 percent have been reported.

Kansas City, Missouri, is experiencing a significant increase in the number of cocaine distributors who are selling the product at higher purity and lower prices than previously experienced.

The average purity of street-level cocaine purchased in Vermont has increased to nearly 80 percent, and ounce quantities have been purchased for as low as \$1,400 as opposed to between \$1,800 and \$2,000 last year.

New Hampshire reports that cocaine's increased availability has been accompanied by a significant decrease in price and an increase in purity. In 1985, an ounce of cocaine sold for approximately \$300; agents today are purchasing the same amount of a purer drug for approximately \$200 per ounce.

Maryland reports that the purity of cocaine continues to rise while prices drop.

Law enforcement on the Federal, state and local levels report that cocaine is available in Arizona in greater quantities than ever before. Both wholesale and retail prices are at an unprecedented low.

MARIJUANA

Despite great increases in cocaine's rate of growth, marijuana remains the drug most frequently used in many parts of the country, and it is easily accessible nationwide.

Marijuana and cocaine are still in great demand among drug users in the State of Hawaii. Use of either drug has shown no sign of declining. Marijuana seems to be the drug of first choice and is particularly popular among first time drug users.

Arizona reports that marijuana is the illicit drug most frequently used throughout the population.

Nebraska reports that marijuana is the most frequently used drug in the state. Drug Use Forecasting (DUF)

Program data for Omaha revealed that 70 percent of the male felony arrestees tested positive for marijuana in the quarter ending July 1988.

Marijuana is the most widely used drug in the State of Alabama and it exceeds other drugs in both importation and local production. South Dakota's arrest patterns indicate that marijuana is still the most frequently used drug for all age groups. A public opinion survey reports that 93.8 percent of the survey sample cite marijuana as the first in the top five drugs causing the most problems in the state.

Idaho reports that an assessment of the types and amounts of drugs seized by the state's law enforcement agencies or processed by the state's forensic lab indicates that marijuana continues to be one of the most available and most widely used drugs in the state.

While Kansas reports that demand for cocaine continues to grow, marijuana is the drug most commonly used throughout the state, with in-state production at high levels.

North Dakota reports that marijuana remains the number one illicit drug in the state.

Marijuana is the drug for which most arrests are made in Minnesota. According to the 1987 Minnesota Bureau of Criminal Apprehension Annual Report, nearly 63 percent of all narcotics arrests involve marijuana.

Iowa reports that since 1985, the amount and total estimated value of marijuana confiscations have almost tripled. Marijuana grows abundantly in rural Iowa and is readily accessible. Possession of marijuana accounts for the largest proportion of all arrests, both juvenile and adult. Overall indications support marijuana as the drug of choice over the past ten years.

Marijuana is readily available throughout Virginia and is a major problem in the rural areas of the state.

Texas reports that marijuana is as plentiful at the present time as it has ever been. It is accessible in all regions of the state. In fact, the state is a leading domestic producer, as evidenced by the 2.2 million plants eradicated during 1988.

South Carolina reports that both the availability and price of marijuana at street-level and mid-level have remained constant on the whole, rising in only some areas.

Florida is recognized by its law enforcement community and the United States Drug Enforcement Administration as one of the nation's leading producers of "home grown" or domestic marijuana.

New York City reports that, while emergency room episodes and admissions to treatment indicate marijuana activity has been at relatively stable levels, admissions to treatment with marijuana as the secondary drug of abuse are increasing. Marijuana continues to be readily available and is a popular companion drug with other substances. Because of the rural nature of so many of New York State's counties, marijuana is easily grown and widely available throughout the state as a whole. Its use is seen throughout the state, across all age and socio-economic groups.

Marijuana is the most widely used drug in Oklahoma, with most of it produced in the state.

American Samoa (AS), Guam and the Commonwealth of the Northern Mariana Islands (CNMI), insular territories of the United States, report that marijuana is the overwhelming drug of choice, particularly among 20-25 year olds. Those cultivating the drug are somewhat older.

Drug abuse and drug trafficking are recent phenomena to American Samoa. Marijuana cultivation is a large enterprise market run by extended families, producing in excess of seven tons a year. Some of the crop, which is grown in two long seasons, is exported to the continental United States, Hawaii and New Zealand, but most of the marijuana is consumed by the local population. The territory reports that approximately 13 percent of the total population uses marijuana on a regular basis. It is estimated that 21 percent of the students begin experimentation with marijuana between the ages of 10 and 13 years.

Marijuana continues to be the most commonly found drug on Guam. Because locally grown marijuana is less potent, the majority of it is imported from Belau, the Northern Mariana Islands, Hawaii and the Federated States of Micronesia. Cocaine continues to be used primarily by upwardly mobile professionals and businessman, although recent intelligence reports indicated that cocaine is more readily available on the streets. High-grade heroin from Thailand, Hong Kong and the Phillipines enters Guam from Belau destined for the continental United States. Heroin is virtually uncut as it makes its way down the distribution system to the user, where it is at least 60 percent pure.

While the Guam Department of Public Safety has reported the presence of heroin in CNMI since the 1970's, the drug of choice has been and remains marijuana. The presence of other hard drugs, e.g., cocaine, heroin, amphetamine and hallucinogens, has been recorded by the newly established Interagency Drug Enforcement Task Force. It is expected that an increasing number of tourists and nonresident workers will cause increases in the amounts of these drugs in years to come.

Marijuana continues to be the most popular drug of abuse among young people.

In a survey conducted in September 1987 by the Northwest Regional Educational Laboratory for the Hawaii State Department of Education, students reported that marijuana was easier to obtain than other drugs. More than half of the total number of seniors surveyed reported marijuana as easy to obtain. The State of Florida reports that marijuana is the primary illicit drug of abuse among juveniles 18 years old and younger in the state.

Rhode Island reports that there is considerable use and distribution of marijuana and hashish among high school and college students.

Survey respondents from all parts of the Commonwealth of Virginia and all across disciplines saw marijuana as the primary problem drug for persons under 18 years of age.

Marijuana prices have been steadily rising. States see this as the direct result of increased enforcement and eradication efforts aimed at limiting the drug's availability and making the risk associated with it higher.

Marijuana prices in the State of Maryland have virtually doubled in the last couple of years. Indications are that the amount of the drug being brought into the state has decreased due to increased enforcement activities.

Wisconsin reports that the price for marijuana seems to be increasing. The Department of Criminal Investigations indicates that the price per pound ranges from approximately \$450-\$1,000, depending upon the quality of the substance. Successful enforcement efforts have reduced the availability of the drug in this state.

Arizona reports that marijuana remains available throughout the state at higher retail and wholesale

prices than last year. For instance, in the Phoenix area, a pound of Mexican, commercial-grade marijuana costs between \$400-\$450. Higher quality Mexican marijuana sells in the \$700-\$900 per pound range, and domestically grown sinsemilla marijuana sells in the range of \$2500-\$3500 per pound. Arizona reports that marijuana is available throughout the state with the availability varying with the seasonal harvest period. Prices, both retail and wholesale, are up slightly in the last 12 months.

Hawaii's marijuana prices have increased slightly, and availability remains high for this locally produced drug. Hawaiian grown marijuana is popular throughout the world for its relatively high potency.

Marijuana prices in Michigan have doubled, rising from \$50 per ounce to \$100 per ounce.

Marijuana grows abundantly in rural Iowa and is readily accessible. Increased law enforcement efforts have contributed to its higher price.

In Idaho, investigators have purchased or seized marijuana valued as high as \$5,000 per pound.

Despite more than 120 arrests for cultivation and the eradication of over 28,000 plants, South Carolina reports increases in availability. The quality of the drug has risen, as has the price.

To avoid detection, many growers have begun indoor cultivation efforts, and they frequently employ sophisticated growing techniques, such as hydroponic growing methods, which have helped to increased the drug's potency.

Because of the success of the cooperative eradication program operated by Federal, state and local officers, marijuana growers in Texas have turned to smaller plots and indoor cultivation to elude detection. Large, well-financed greenhouse and underground marijuana farms have been discovered. New techniques for the domestic production of marijuana have resulted in a drug that is twice as potent as that grown in earlier years.

Marijuana is produced in Idaho in both indoor and outdoor growing operations. While the state ranks thirty-third in the country in the Domestic Cannabis Eradication Suppression Program, Idaho is fifth in the country in the Indoor Greenhouse Eradication Suppression Program. The increase in numbers of marijuana eradication and suppression cases is directly related to the increase in statewide drug task force efforts. The marijuana produced in Idaho's indoor growing operations has been analyzed to contain

tetrahydrocannabinol (THC) levels as high as 14.8 percent.

Kentucky, one of the top five marijuana-producing states, reports that growers are organizing more productive and efficient operations. Indoor greenhouses and hydroponics are producing more potent plants. There is a trend toward smaller plots resulting in more dispersed eradication efforts which require more law enforcement manpower and other resources. An increased number of the plots are on public lands where it is difficult to identify the grower. Intelligence reports indicate that a marijuana cartel operating out of Kentucky combines cash, machinery, knowledge and manpower to process and distribute multi-ton quantities of the drug to at least 12 other states. The methods for growing marijuana are similar to the state's burley tobacco crop, with some of the same tools and heavy equipment used to cultivate the drug.

Marijuana cultivation remains active in Vermont with an increasing emphasis on indoor, year-round cultivation. Law enforcement authorities have observed an increase in quality of plant production, with many growers experimenting with new, higher yielding plants.

The number one drug of choice in the State of Washington is still marijuana. This is due to its high quality which has resulted from new growing methods developed in the last few years.

American Samoa reports that increased enforcement efforts have not matched the cultivation techniques being utilized. The THC content of locally grown marijuana has significantly increased. Users and distributors, when not growers, generally tend to "shop around" at the end of the two growing seasons, selecting the most potent cannabis available at the earliest possible time before popularity of the grower causes prices to increase.

West Virginia noted a slight decrease in the domestic production of marijuana in 1988, which they attributed to the drought. However, this decrease was offset by altered growing methods. Clandestine indoor hot-house type operations have become more prevalent in the past 18 months.

New Hampshire reports that marijuana is both imported and grown within the state. Production has increased recently to meet the rising demand, which has, in turn, caused a steadily elevating price. Fewer marijuana plants have been seized in recent months as eradication efforts have driven producers indoors, where they are able to grow their product without the same risk of detection that is attached to the outdoor cultivation of the drug.

Florida has noted trends with regard to the sophistication of marijuana growing techniques within the state. Improved plant productivity and quality have been noticed in the last two years. State-of-the-art scientific procedures, such as hydroponic operations, are being utilized. The use of time-release fertilizers contributes to more productive plants, and quality is improved by experimentation with hybrid plants. Another trend in Florida is increased in-state production of marijuana in greenhouses. It is believed that growers have resorted to the greenhouse method of cultivation as a countermeasure to reduce aerial discovery.

Sophisticated, indoor hydroponic marijuana operations that produce a higher quality drug have increased in Wyoming. High-grade marijuana demands high prices anywhere from \$300-\$800 per pound, depending on the quality of the drug.

Minnesota reports that marijuana has become more expensive, more potent and more commonly domestically grown. Domestic growing operations in the state have become more sophisticated, producing better quality plants with a higher potency. For example, in October 1987 in west central Minnesota, over 48 tons of sinsemilla marijuana were found in various stages of storage, drying, pruning and packaging. This is the largest domestic cultivated seizure ever made in the United States.

CRACK

Crack cocaine poses a problem across the country, but indicators show the problem to be localized within certain states, jurisdictions and neighborhoods.

Cocaine activity is reaching peak levels in New York City. Although in 1987 deaths declined, all other indicators increased. For instance, emergency room episodes caused by cocaine increased by 50 percent. These increases are seemingly driven by the popularity of crack. When examining the route of administration of cocaine in these emergency room episodes, 62 percent is by smoking. Also, the Narcotics Division of the New York City Police Department reports that 72 percent of all cocaine arrests are for crack.

Although it can be purchased throughout the state, Texas reports that crack cocaine is particularly popular in the Houston metropolitan area.

Crack cocaine is a significant problem in Ohio. While relatively low use of the drug is found in Cincinnati, it has had great impact in Columbus, Cleveland, Dayton and Toledo. The City of Columbus alone has disrupted 200 crack houses in the past year.

Illinois reports that, unlike other large metropolitan areas, Chicago does not have a major problem with crack.

Florida reports that crack emerged in the latter part of 1985. By the spring of 1987, 80 percent of the law enforcement departments responding to a survey by the Florida Department of Law Enforcement perceived it as a problem. A National Institute on Drug Abuse sponsored study conducted on crack use in Miami indicates that although crack appeared to be readily available in low-income, inner-city sections, it was often not available outside those areas. The state concurs that crack remains entrenched in lower economic neighborhoods in Dade County.

Oregon reports that crack is relatively new to the state and is not yet widely distributed. However, it is becoming well-entrenched in Portland, along with crack houses and related gang activity.

Local police in Hawaii report that cocaine remains popular with all age groups, with crack gaining partial popularity.

Tennessee reports that crack has become a definite problem in Memphis and Chattanooga only in the last year and is appearing mostly in low-income housing projects.

Massachusetts reports that all cocaine increases in lab submissions within the past six months have been due to crack.

The Virgin Islands estimate that cocaine/crack use has increased ten fold during the past two years. Heroin use appears to have decreased as heroin users turn to cocaine, particularly crack.

Connecticut reports that crack and cocaine are the most serious drug problems in the state. Marijuana, heroin and other drugs appear to be decreasing in favor, probably due to the competition from cocaine and crack. Crack is seen as a cause of crime and violence.

State information seems to indicate that crack availability and/or use may be dependent more upon the drug trafficking group in an area than any other factor.

In 1987, crack was generally limited to Maryland's agricultural areas in a market dominated by Haitian migrant farm laborers who had brought the drug north from Florida. Today, it is also available from the District of Columbia and is making some inroads in other parts of the state. Local dealers, New Yorkers and other nonresidents all share in the crack market. In the Maryland suburbs that abut Washington, D.C., Jamaican groups (posses) control much of the crack trade and the crack houses. They are in frequent competition with members of other Jamaican groups, the locals and other traffickers. Surprisingly, crack has not surfaced as a major problem in Baltimore City, Baltimore County or areas north of Baltimore.

Delaware reports that the drug of choice is clearly cocaine, with crack's popularity confined to specific areas. Both of these drugs are showing up at the dealer level and in the urine tests of arrestees being screened in the state. Crack seems more prevalent in lower Delaware, namely Sussex County, and is distributed through the local Haitian network.

Crack is an increasingly serious problem in Detroit, Michigan, but still accounts for only 14 percent of the total cocaine overdoses. Intelligence reports indicate that South Americans living in Michigan are dealing in cocaine. They are sources of multi-kilo supplies of the drug and of its derivative crack.

California reports that crack use and arrests have increased dramatically and are often described as epidemic. In the San Jose area, the police are making 150-175 arrests per month for sales, possession and use of crack. In Sacramento, law enforcement officials busted an average of one "rock house" a day and arrested more than 2,000 individuals in 1987 for sales or possession. Within Southern California, the cocaine situation varies greatly with San Luis Obispo seeing smaller amounts of cocaine and rarely any crack, to Los Angeles, where the average seizure is a kilo and most street cocaine is crack. Black gangs often control the sale of rock/crack cocaine. Many agencies report that cocaine hydrochloride is preferred by the caucasian population while "rock" is preferred by blacks.

The most evident geographic and demographic patterns of drug abuse in Mississippi have to do with crack and cocaine hydrochloride. Crack is noticeably more common in southern Mississippi and is more frequently found among male black abusers. Many white abusers in the northern part of the state appear to have never encountered it.

Arizona reports that the availability and abuse of crack are recent phenomena. Blacks and Hispanic

inner-city youth are the principle groups abusing the drug at this point in time.

Even though marijuana is the most widely used drug across Oklahoma, cocaine, including crack, has increased in availability and use, especially in the large cities.

In North Carolina, crack appears especially popular among minority groups, migrant workers and certain segments of the military. Law enforcement officials feel that although it does not seem to be a serious problem in the schools, within the next two to three years youth in the inner cities, in rural areas and near military bases will be at risk.

West Virginia reports that crack has become a problem within the last year and a half in the state's eastern panhandle, with the trafficking handled largely by organized gangs of Jamaicans.

METHAMPHETAMINE

Some states, primarily in the western half of the country, report that methamphetamine use is increasing. In some places, there is speculation that drug users are substituting methamphetamine, as well as other synthetic drugs, for cocaine because of the similar pharmacological effects.

Washington reports that methamphetamine use seems to be on the rise in the state. Its popularity is being attributed to its relatively inexpensive cost and availability, as well as an intense euphoric feeling produced similar to the effect of cocaine. Increased demand has spawned an increasing number of independent "cookers," manufacturers of the drug.

Law enforcement officials in California report that in many communities throughout the state, methamphetamine is the drug of choice. Virtually all law enforcement agencies in the state feel that the production of methamphetamine is increasing. The drug's price parallels cocaine's price, and it produces similar effects to cocaine's effects but lasts longer, making it increasingly popular.

Methamphetamine and amphetamine continue to be in direct competition with cocaine as the stimulant of choice in Texas because of the similar effects these drugs produce, but the cost of the methamphetamine and amphetamine is typically less.

Florida reports that the availability of low cost, high potency cocaine had previously accounted for most stimulant abuse in Miami. In fact, cocaine traffickers would not permit methamphetamine distribution in Florida. In 1987, only ten clients out of 4,060 in local treatment programs cited stimulants other than cocaine as their primary drug of abuse in 1987. Recent reports of new cocaine adulterants, substitutes and combinations may indicate the presence of synthetic stimulants produced in domestic clandestine labs. These controlled substance analogues are frequently represented by distributors as other substances, such as cocaine or heroin. Central Florida also reports that synthetic stimulants from clandestine labs are available. One such drug called "Ice" or "U4Euh" produces hallucinogenic effects similar to PCP.

Arizona reports that while other drugs are a problem in the major metropolitan areas, methamphetamine abuse is a significant problem in the two rural counties bordering California.

Wyoming reports that methamphetamine use continues to be popular. It ranks behind marijuana and cocaine as one of the most preferred drugs.

Iowa reports that the abuse of both pharmaceutical and illicit stimulants has lessened to some degree, with the exception of methamphetamine. The drug is readily available throughout the state, with the primary concentration being in the northwestern and north central parts of the state. The state indicates that the availability of crack is steadily increasing.

The Kansas Bureau of Investigation (KBI) Narcotics Unit reports making multi-pound and multi-ounce undercover purchases of methamphetamine. KBI Narcotics Agents have also seized methamphetamine in large quantities during buy/bust arrests and with search warrants.

Admissions to treatment for amphetamine have remained at a low level statewide in Colorado, particularly compared to the early 1980's. However, the state has noted a slight increase in the number of amphetamine abusers entering treatment in the past few months by a Denver area treatment program. The increase in admissions is believed to be due to greater availability of the drug, which sells for between \$50 and \$1100 per gram.

Oregon reports that methamphetamine is the fourth in popularity among the four principal drugs of choice.

Montana undertook a survey of its law enforcement agencies in 1988 in an effort to garner descriptive information about drug use patterns and availability. There was mention by several agencies of an increase

in the use of "crank," the street term for methamphetamine.

Clandestine laboratories, which serve as the manufacturing sites for synthetic drugs, particularly methamphetamine and amphetamine, are plentiful in some rural areas, especially in the western United States.

Texas reports that the state's vast rural areas provide the necessary seclusion for the clandestine manufacture of methamphetamine and amphetamine, commonly known as speed. These labs have been found in homes, warehouses, motor homes, apartments and hotels. Rural areas are preferred locations for speed labs, with the state's heaviest concentration in central, north and east Texas. The state reports itself as the number two producer of methamphetamine, second only to California.

California reports that a total of 486 clandestine labs were seized in 1987, representing a 59 percent increase over 1986 seizures. Methamphetamine or meth analogues were being produced in 96 percent of these labs.

Oregon reports that methamphetamine is produced within the state in large quantities and exported to other states, primarily California. Outlaw motorcycle gangs, including the Hell's Angels, Outsiders, Gypsy Jokers, Misfits, Hessians and Free Souls, are involved from the production to the sale of the drug. Methamphetamine lab seizures increased from 98 in 1986 to 167 in 1988. Motel rooms and public lands are frequently used for the operations, and many of the labs are heavily fortified. In 1988, investigators encountered 29 pit bulls, six booby-trapped labs and four alarm systems and had three armed confrontations.

Methamphetamine production in Washington State has increased dramatically. The chemicals used to produce the drugs are highly toxic and must be carefully disposed. With lab seizures in 1988 showing a 90 percent increase over 1987, related law enforcement costs have risen.

Testimony given at public hearings in Oklahoma and data gathered by the state from state and Federal sources indicate that the state is a manufacturer of illicit drugs, particularly amphetamine, methamphetamine, PCP and marijuana. Methamphetamine manufacture and trafficking increased at an unprecedented rate during the past four years with mobile, domestic clandestine laboratories remaining the principal source of methamphetamine in the state.

Arkansas reports that clandestine laboratories that produce amphetamine and methamphetamine have increased since 1987. Most of the methamphetamine/amphetamine found in the state has been "cooked" (manufactured) in state clandestine labs, eastern Oklahoma labs or eastern Texas labs.

Kansas has proven to be a favorable location for the operation of clandestine drug laboratories. In particular, the southeast corner of Kansas, along with southwest Missouri, northeast Oklahoma and northwest Arkansas, attract clandestine lab operations. The Kansas Bureau of Investigation (KBI) Narcotics Unit has assisted local law enforcement in locating and raiding clandestine methamphetamine laboratories within the state.

Nevada reports that while the majority of the drugs used in the state are imported, clandestine laboratory seizures indicate that methamphetamine is produced in the state.

Clandestine laboratories continue to operate in the Riverton and Gillette areas of Wyoming. Along with labs operating in the Billings, Montana, and Rapid City, South Dakota, areas, the Wyoming labs serve as a source of methamphetamine for the state.

HEROIN

In the beginning of the decade, heroin use had declined to relatively low levels in many areas of the country. Indications are that this downward trend may be shifting back upward.

Heroin's addictive nature and high prices have traditionally made it the drug most connected with the commission of crime. This drug seems to be on the rise in some parts of the United States. The Drug Abuse Warning Network (DAWN) reported 16,888 heroin-related deaths in 1987 compared with 9,000 in 1981. The current user population in the United States is estimated at 500,000.

New York reports that heroin activity had generally stabilized in the beginning of the decade. However, increased figures for deaths caused by heroin, heroin-related emergency room episodes, heroin arrests and treatment admissions for heroin all indicate that heroin-related activity is on the rise again. In 1987, the preliminary figure for deaths caused by chronic or acute intravenous narcotism was 781. This figure is an increase of 30 percent since 1986. The number of

heroin-involved episodes for the first nine months of 1987 reveals a 15 percent increase since the comparable period in 1986. Heroin admissions to state-funded treatment facilities comprise 41 percent of all their treatment population. New York State's 1986 patient profile shows that the heroin-involved patients were most likely to be male, between the ages of 30 and 39, and black. The 1987 patient profile shows a shift; patients were still more likely to be male, the median age is 31 and the racial mix is shifting, with Hispanics making up 46 percent of this treatment population, blacks 29 percent and whites 24 percent.

Louisiana reports that in the mid-1980's, heroin mentions dropped considerably in New Orleans area emergency rooms. Between 1984 and 1985, the percentage decrease was 38 percent. From 1985 to 1986, another 65 percent decrease was realized. However, in 1987, heroin emergency room mentions rose 493 percent over the 1986 totals.

Tar heroin is the most common form of heroin in Oregon. Mexican-Americans and illegal aliens from Mexico are presumed to be the principal suppliers and distributors, although street dealers are often non-Hispanic. Supplies are smuggled up the I-5 corridor from Mexico or southern California in small quantities. More and more often these groups also supply cocaine, with some selling more cocaine than heroin.

Florida reports that, while so much attention has been focused on crack cocaine, opium has been quietly increasing. Children, ten years and younger, have been arrested for possession of the drug.

New Jersey reports an increase in heroin use since 1986.

Arrest figures from Massachusetts indicate that heroin is one of the most prevalent drugs in the state.

Rhode Island reports that the drugs of choice since the mid-1980's have increasingly been cocaine and heroin.

PCP AND LSD

The use of PCP is primarily a Washington, D.C., metropolitan area phenomenon. Other areas are reporting the drug's use, but none at the high rates reported by the District.

Data from the Drug Abuse Warning Network (DAWN) and the Drug Use Forecasting (DUF) Program consistently show high levels of PCP use among adults and juveniles in the District of Columbia. Juvenile drug tests for 1987 indicate that PCP was the drug of choice for juveniles. As many as 77 percent of the positive drug tests for juveniles were for PCP while only 40 percent were for cocaine. However, this pattern reversed itself for the first 11 months of 1988. During this time period, 45 percent of the juveniles tested positive for PCP, and 74 percent tested positive for cocaine. As shown in Chart 2, 28 percent of the male felony arrestees in the District tested positive for PCP. The next highest percentage is reported by Chicago at 10 percent.

The 1987 DAWN data indicate that most emergency room drug mentions in the Washington metropolitan area are for PCP. The data show that the percentage of PCP mentions has increased 183 percent from 1985 to 1987. These data are presented in the following table.

**WASHINGTON METROPOLITAN AREA
EMERGENCY ROOM DRUG MENTIONS
1985-1987**

Drug	1985		1987	
	Number	Percent	Number	Percent
Heroin	1,469	19	1,648	10
PCP	1,495	20	4,421	27
Cocaine	908	12	3,379	21
Total Mentions*	7,654		15,999	

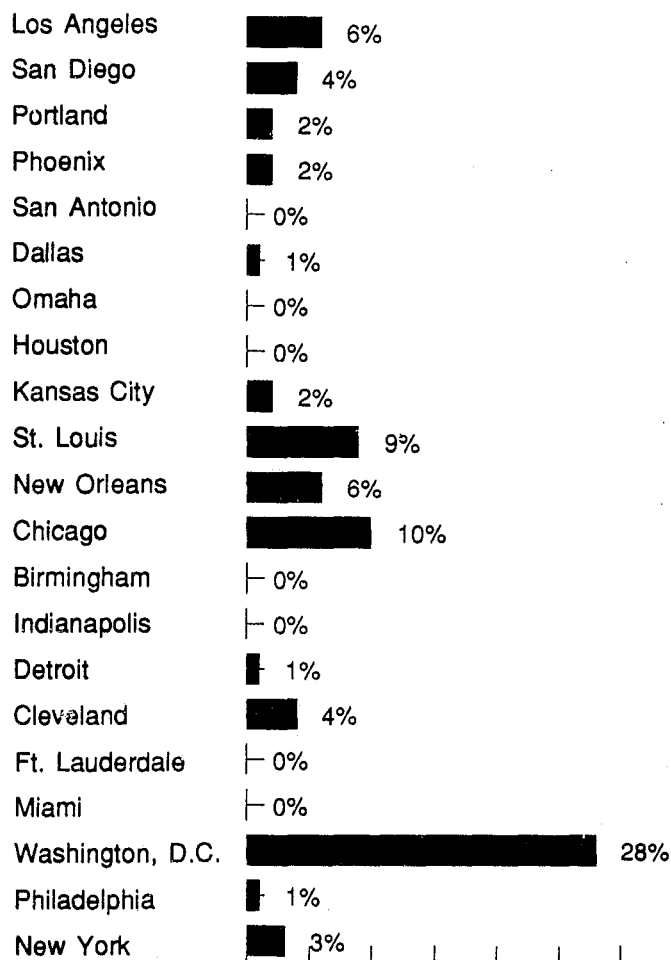
*Totals include all DAWN mentions.

Maryland, which shares a common boundary with the District of Columbia, reports that PCP is available throughout the state, but the greatest concentration is in the Baltimore-Washington corridor.

Both PCP and LSD are available throughout the country, but their use remains limited and localized relative to other drugs.

Throughout the state, PCP use has been declining in New York, as indicated by hospital emergencies, treatment admissions and drug tests of arrestees. Treatment admissions with PCP as the primary drug of abuse represented less than one percent of all admissions. As for arrestees, the Drug Use Forecasting (DUF) Program data for the quarter

**Chart 2
Percentage of Male Arrestees
Positive For PCP
(21 Cities Tested in 1988)**



ending September 1988 revealed three percent of all arrestees in New York City testing positive for PCP, as opposed to 83 percent testing positive for cocaine.

While some of the routine indicators, such as seizures and arrests for PCP and LSD, have remained low, a measurable abuse problem exists for both drugs in Arizona. The best available intelligence information indicates that the drugs are being imported from California into Arizona. Phoenix emergency room mentions for PCP rose 106 percent between 1986 and 1987; a 107 percent increase has been recorded for LSD during this same time period.

Hallucinogens account for a small part of the drug activity in Louisiana, resulting in four percent of arrests, four percent of crime lab cases and three percent of convictions. Less than one percent of those sentenced to state correctional institutions in 1987 for drug crimes were sentenced for possession or distribution of illicit hallucinogens.

LSD and PCP constitute a very limited, but constant demand in the State of West Virginia. There was a resurgence in the use of LSD in the Kanawha Valley, but this trend has diminished. There are strong indications that the District of Columbia, Baltimore and Philadelphia were the source cities for the PCP found in the state.

Colorado reports that the whole range of dangerous drugs is available in the state, with the exception of PCP.

Arrests and undercover narcotics intelligence indicate that very small quantities of PCP are available in South Carolina.

There is some PCP production being reported in the State of New Hampshire, but in amounts that are difficult to estimate.

The LSD user tends to be in the young adult age group, hence its prevalence on college and university campuses. Also, its relatively low price makes it attractive to high school students in some areas.

Wisconsin reports the quantities of LSD seized throughout the state have remained stable over the past year and a half. Its popularity seems limited to college and high school students. The amount of PCP seized in the state is small enough to be insignificant.

According to reports in North Carolina, LSD is making a comeback in popularity, especially among the college age group in the central area of the state.

In 1987, 24 LSD mentions occurred in emergency room admissions in New Orleans, Louisiana. All 24 mentions involved users age 29 or younger. In New Hampshire, LSD is available for as little as five dollars. Because it is both available and affordable, it is particularly attractive to high school students.

Maryland reports LSD as sporadically available on the college campuses and among high school drug users.

Very little LSD seems to be circulating throughout the State of South Carolina, although slightly over 1,000 dosages were seized in the first six months of 1988. This drug was expected to make a reappearance among college populations and similar age groups, but few reports have been received by law enforcement agencies as yet.

Some states report that PCP is being used in combination with other drugs.

In 1985, Trenton, New Jersey, experienced a prevalence of "lovely" (PCP combined with formaldehyde). By 1986, all seven of New Jersey's large cities reported the use of "lovely" among teenagers. As authorities monitor the use of this drug, they have found that "lovely" users have a propensity to eventually use crack, either alone or with marijuana.

Louisiana is also reporting localized PCP use. Its prevalence has been found in and around New Orleans. Here the trend is to smoke it with heroin, as opposed to smoking it with marijuana.

Drug Trafficking

As drug abuse has spread throughout all segments of the population, a dynamic, highly profitable economic market has been cultivated. Traditional organized crime, small ethnic groups, outlaw motorcycle gangs and youth street gangs all share in the profits of an ever-growing, lucrative drug trade. Motorcycle groups, once thought of solely as methamphetamine and amphetamine distributors, are steadily expanding their trade into other illicit narcotics. The increasing demand for drugs has spawned a law enforcement nightmare as distributors expand their repertoire of wares, their territories for distribution and their covert means for avoiding detection. Sophisticated trafficking techniques are employed by many nontraditional organized crime groups. The topography and geography of each region is maximized by those pursuing their illegal profits. These factors have combined to present law enforcement at the Federal, state and local levels with a challenge that has shown no sign of abating.

DRUG DISTRIBUTION ORGANIZATIONS

Law enforcement officials' intelligence on drug distribution networks indicates that no one group is "in charge" of narcotics trafficking throughout the country. Instead, many groups, with varying degrees of organization and sophistication, have helped to make drugs widely available.

Maryland reports that the supply of drugs is plentiful and sources are varied, with no group maintaining long-term control over the market. This dynamic environment presents the state's law enforcement officials with an immense challenge as they try to stem the flow of drugs coming into Maryland and attempt to limit their distribution once in the state. Haitian migrant workers had been the primary source of crack in the agricultural areas of the state. According to the state, they are no longer the dominant group, as they now compete with local dealers, New Yorkers and other nonresidents attempting to exploit the local market.

During the past eighteen months, distribution to upstate New York markets has become more organized, primarily along ethnic lines. Jamaican and Hispanic groups seem to be controlling the distribution of larger quantities of drugs, particularly cocaine. These groups have access to suppliers in New York City, South Florida and the Southeastern United States. Upstate prices for cocaine have dropped significantly and are not much higher than those of New York City.

New York City continues to be a receiver and supplier of a vast array of drugs from sources both domestic and international. The Chinese have become the main heroin traffickers in New York City, controlling an expensive, potent and plentiful market. The southeast Asian heroin they traffick is usually at least 85 percent pure and priced from \$150,000-\$180,000 per kilo. Pakistanis are involved in heroin trafficking to a lesser degree.

Cocaine is smuggled into New York City via air, sea, train and motor vehicles. Shipments coming into the city by air or sea freight usually originate in South/Central America or the Caribbean. Seaport intelligence indicates that Florida is the preferred vessel off load location with the cocaine then smuggled into the New York area by truck, car and train. International smuggling of cocaine by courier into John F. Kennedy (JFK) International Airport is increasing. Three large, recent seizures have been made involving United States military personnel coming into JFK from the Panama Canal Zone. Domestic smuggling of the drug into JFK and LaGuardia Airports continues, with shipments originating in Florida and California. New York City, in turn, serves as a source city for such other eastern cities as Newark and Washington, D.C.

DEA's New York City office reports that the most powerful cocaine trafficking organization in New York City originates in Cali, Colombia, with operations based in Queens. Traditional organized crime figures are becoming more involved in higher level trafficking of the drug.

Texas reports being plagued by a multitude of organized networks involved in the manufacture and distribution of drugs. Border drug families, traditional organized crime, Latin American organized crime, outlaw motorcycle gangs and ethnic drug gangs are involved in the Texas drug market.

The California Bureau of Organized Crime and Criminal Intelligence reports that the criminal activities of street gangs exploded in 1987, with narcotics trafficking contributing to most of the increased violence. In spite of police crackdowns, prosecutorial diligence and a strong community response, street gang activities, particularly narcotics trafficking, continue to overrun neighborhoods in some of California's cities and threaten community security and well-being, as evidenced by the following:

- o Some of the gangs, especially the Crips and Bloods, have transformed themselves into well-organized networks. They are heavily involved in narcotics distribution which has spread throughout the state and across the Nation.
- o Members of street gangs are being recruited into more sophisticated organized crime groups. Law enforcement authorities are concerned that such contact will hasten the maturation of more street gangs into criminal organizations.
- o International organized crime groups based in Asia and South America are among the most sophisticated criminal groups active in California today. Their influence and power, largely underwritten by heroin and cocaine trafficking, is buttressed by money laundering, real estate and business investments.
- o The most important international groups operating in California are the Medellin Cartel based in Colombia; the Triads based in Hong Kong and Taiwan; and the Yakuza based in Japan.

In addition to street gangs and international networks, other nontraditional organized crime groups in the form of outlaw motorcycle gangs, prison gangs and ethnic groups have been involved in criminal activities in California for decades.

Wisconsin reports that traditional organized crime members in Milwaukee have been indirectly involved with the trafficking of white heroin on the East Coast. There has been some change recently in patterns of cocaine trafficking in the southeastern part of the state, with individuals on Milwaukee's north side replacing the traditional Latin trafficking organizations made up of Mariel Cubans and Colombians. Historically, Miami, Florida, has been the source for cocaine traffickers in this area. However, Chicago, Illinois, and Los Angeles, California, have replaced Miami as the primary source.

Alaska reports that the major drug offenders in the state, at present, have been identified as Hispanic

groups, predominantly Dominicans, with Colombians on a lesser scale. The Dominicans operating within the state have been major cocaine sources on the East Coast. The Colombians seem to be importing from the West Coast.

While the State of Arkansas has professionally organized drug distribution organizations operating within its borders, the state characterizes them as less sophisticated than those operating in many other parts of the country. Arkansas' many areas of remote wilderness assist clandestine laboratory operators in concealing their operations. These lab operators have been skillful in developing manufacturing sources and concealing the couriers and transportation routes used to transport illegal chemicals.

The largest drug operations in Puerto Rico are controlled by approximately 200 people, most of them Puerto Ricans. An increase in the number of murders have been tied to these groups as they fight for control at the drug user level. These groups operate from low income areas, primarily public housing within the large metropolitan areas. Economic resources are channeled through money laundering operations in Puerto Rico, as well as in other countries. Real estate transactions are often used as a part of these money laundering operations. Puerto Rico serves as a transshipment point for marijuana and cocaine from Bolivia, Chile, Colombia, the Dominican Republic and Peru to the United States. An estimated 80 percent of the drugs smuggled into Puerto Rico are destined for the United States. Between March 1986 and December 1988, the United Forces of Rapid Action Against Drugs and Narcotics seized 295,151 pounds of marijuana and 10,239 pounds of cocaine.

Even nontraditional organized crime trafficking organizations have become more sophisticated in their methods of transporting and distributing drugs.

The increased organization of drug trafficking in upstate New York is considered a significant trend in New York by the Drug Enforcement Administration (DEA) and state and local law enforcement. This market had been unorganized with independent dealers obtaining small quantities of narcotics in New York City and transporting them to their areas. Increasingly well-organized, these groups are now able to transport larger quantities of narcotics to the upstate market.

California reports that nontraditional crime groups are often structured to shield their leaders from investigation and prosecution, are involved in

continuing criminal enterprises like narcotics trafficking, and use violence to achieve their ends.

The Virgin Islands report that in the past, local distribution and transshipment networks appear to have been largely independent. During the last couple of years, there are indications of more organized networks of distribution linked to groups based on other islands. Several homicides can be linked to the incursion of organized groups into the traditionally local, unorganized distribution of drugs.

Investigations of major drug trafficking organizations in Arkansas have disclosed the frequent use of Western Union to wire funds for the purchase of large quantities of drugs. The wire service has also been used to compensate "mules" who travel to source cities to pick up drugs to bring into Arkansas. These "mules" are also used by clandestine operators to pick up chemicals from legitimate chemical companies and bring them into the state to be used in the manufacture of illegal drugs.

Cocaine dealers and traffickers in North Carolina appear to be turning to public lodging accommodations for distribution and "cutting" centers. This move gives them greater flexibility, more security and reduces their losses in the event their operations are discovered.

Alaska's Hispanic drug trafficking groups are well-organized, professional and pose the greatest drug enforcement problem for Federal, state and local authorities.

DISTRIBUTION METHODS

Every opportunity is taken to make the most of the topography and geography of a given area's available highway systems, airports and proximity to suppliers and clientele.

Documented changes in drug trafficking in Vermont have occurred in the last decade. What was once an enterprise involving a small subcultural group of in-state distributors and consumers has metamorphosed into an organized, broader venture with international suppliers and clientele. Vermont's accessibility to the major metropolitan areas of the northeastern United States and its remote and seasonal properties, which serve as a natural setting for warehousing and production, have been factors in attracting major drug

groups. The geography and topography of the state have historically lent themselves to the establishment of major smuggling routes between the United States and Canada. Intelligence information from Canadian law enforcement authorities verified that large quantities of heroin and hashish are being smuggled through Vermont from Canada to major metropolitan areas in the northeastern United States. The law enforcement authorities also confirmed that large quantities of cocaine originating in Florida intended for Montreal pass through Vermont en route.

Another New England state, Rhode Island, reports that cocaine and heroin distribution can be directly attributed to its large Colombian and Dominican populations. Distribution is accomplished primarily by Colombian trafficking groups known as clans, whose members are from the Medellin region of Colombia. Rhode Island is the primary distribution point, and the clans are responsible to managers in the importation areas of New York City and Miami, with New York being the primary source. The cocaine is then distributed to all of the New England states, Canada and the Midwest. As with Vermont, the state's geography and proximity to New York and Boston make it an ideal distribution center.

South Carolina has many miles of tidal shoreline, a large commercial fishing and shrimping fleet and numerous private air strips located in remote areas where clandestine trafficking activities can be carried out with some ease. The state's relative proximity to Colombia and the Caribbean allows for occasional importation of multi-hundred kilo shipments of cocaine by airplane, which are then transported to New York or Los Angeles.

Nebraska reports that drug control problems exist throughout the state, including its less populated agricultural areas. The interstate highway systems running east-west across the state and north-south along the eastern part of the state create accessibility from rural to populous areas. A trafficking network exists through Missouri and Kansas from the south and Colorado and Wyoming from the west. This networking is completed by a major airport in Omaha and organized motorcycle gangs who distribute drugs across the state.

Arizona reports that major drug smuggling organizations based in Mexico dominate the movement of cocaine, marijuana and heroin into and through Arizona from the Mexican states of Sonora and Sinaloa. However, the importation of illicit drugs is not limited to international activity. The state's sunbelt location, number of airports and the presence of an interstate highway network make the state a transit area for drugs and drug profits moving to and from the West Coast and the Southeast.

Kansas reports that while illicit drug use and trafficking have been reported throughout the state, in both urban and rural areas, it has a distinct geographic pattern. Trafficking and use are most intense in urban areas and small cities, which serve as centers for rural areas.

Utah reports that seizures from traffic stops on the state's highways indicate a heavy flow of drugs east and west. During 1988, law enforcement officers confiscated 673 pounds of cocaine, as compared to 429 pounds in 1987.

OUTLAW MOTORCYCLE GANGS

Outlaw motorcycle gangs continue to be responsible for the manufacture and distribution of amphetamine and methamphetamine.

Oklahoma reports that dangerous motorcycle gang activity continues despite the 1984 RICO prosecution and subsequent disbanding of the Oklahoma charter of the Chicago headquartered Outlaw Motorcycle Club. Although no other major national motorcycle gang is known to have established a local chapter in Oklahoma, secondary gangs are located in the state. These include the Mongols in Tulsa, the Hangman Motorcycle Club in Oklahoma City and the Rogue and Deciders Motorcycle Clubs. These gangs are responsible for a large percentage of the methamphetamine/amphetamine manufacturing and trafficking in the state.

Wyoming reports that the Sons of Silence have been active in both Cheyenne and Casper, but at a fairly low level. Increased activity has been noted in the Gillette area by the outlawed Bandido gang. Local law enforcement authorities believe the group is trying to establish a chapter in the area and increase methamphetamine activity in Gillette.

A survey of law enforcement agencies in Montana generated reports of motorcycle gang presence in both western and eastern portions of the state. These gangs are active in the trafficking of methamphetamine.

While Washington reports that traditional organized crime is not evident in drug trafficking in the state, there is organization along nontraditional lines. Biker groups, Hispanics and other ethnic groups are involved in drug trafficking, with the biker groups

controlling the methamphetamine/amphetamine production and distribution.

Local law enforcement officials and prosecutors point to the involvement of nontraditional organized crime groups in the drug trade in Virginia. Motorcycle gangs are primarily associated with trafficking amphetamine into the state.

In Texas, outlaw motorcycle gangs are heavily involved in the production and sale of drugs, particularly methamphetamine/amphetamine. While the Bandidos are the most prominent group, the Scorpions, the Banshees, the Ghostriders, the Freewheelers and the Conquistadors all have Texas outposts. Although these groups derive their income from a variety of illegal activities, the manufacturing, trafficking and dealing in narcotics are the primary sources.

Colorado still reports different groups dealing with different drugs. Motorcycle gangs continue to be the primary distributors of methamphetamine/amphetamine in the state. Local law enforcement authorities and the Drug Enforcement Administration's (DEA) Clandestine Lab Investigation Teams find that motorcycle gangs have ties to the clandestine labs in the Denver area for distribution of methamphetamine/amphetamine.

Drug trafficking in Mississippi exists as part of non-traditional organized crime, which is believed to be growing. Trafficking of methamphetamine in the state is controlled by motorcycle groups.

Motorcycle gangs' narcotics trafficking activities were once synonymous with the manufacture and distribution of methamphetamine; their presence is increasingly expanding into the trafficking of a whole variety of illicit drugs.

In Vermont, trafficking by motorcycle gangs is more organized than initially thought. Members of the Chittendon motorcycle gang appear to represent the nucleus of one of the state's largest cocaine distribution rings.

Both cocaine and methamphetamine trafficking have been increasing in Hawaii due to a West Coast glut in both drugs. Hawaii County Police report that motorcycle gangs are involved in the trafficking of marijuana, cocaine, heroin and methamphetamine.

The State of Maryland reports that drug supplies are plentiful and sources are varied, with no one group maintaining long-term control over the market.

Motorcycle groups in the state are actively involved in marketing PCP and cocaine.

There are two major motorcycle gangs in the State of Utah: the Sundowners, who are affiliated with the Hell's Angels, and the Barons, who are affiliated with the Bandidos. The former has over 200 members in chapters located in Utah, Nevada, Colorado and California, with a "mother" chapter in Utah. The latter has a "mother" chapter in the Salt Lake Valley and 50 members in chapters located in Salt Lake City and Farmington, New Mexico. Two emerging gangs predicted to become equally strong are the Henchmen and Brother Speed. These gangs are responsible for a variety of narcotics trafficking activities throughout the state.

Most drug-related activity involving outlaw motorcycle gangs in Wisconsin has involved the trafficking of stimulants. However, recent information indicates certain motorcycle gangs are also trafficking cocaine.

Kentucky reports that motorcycle gangs participate in the distribution of marijuana and cocaine, as well as the production and distribution of methamphetamine and crack.

YOUTH GANGS

Los Angeles gangs, notably the Bloods and the Crips, have a far-reaching drug trafficking network that has made itself known throughout the country.

Increased drug trafficking is seen as a direct result of an increase in gang activity in Minnesota. The Los Angeles gangs, the Bloods and the Crips, are involved in the drug trafficking in the state. This contention is supported by the seizures of multi-ounce and multi-pound amounts of cocaine and the prosecution of offenders known to have originated in the Los Angeles area.

The Bloods and the Crips have settled in Kansas City, Missouri, and are reported to be moving into Kansas. They have been reported as making overtures to establish footholds in Topeka and Wichita.

While traditional organized crime is not evident in drug trafficking in Washington State, nontraditional organized crime groups remain active. In addition to biker and Hispanic groups, the Bloods and the Crips are a motivating force behind the state's drug trade, particularly in the transport of crack. These groups run the drug trade in Seattle, Tacoma and other communities in the state creating a dangerous and complex enforcement problem not faced previously by police agencies.

Oregon reports the presence of the Bloods and the Crips in the Portland area. From July 1988 to January 1989, 188 arrests for drug felonies were credited to gang activity.

Texas reports that the Los Angeles gangs, the Bloods and the Crips, supply the state's local street gangs with finished bulk crack for further distribution. Colorado reports that over 700 teenagers and young adults are suspected of membership in street gangs with origins in Los Angeles. These gangs are primarily responsible for the trafficking and sale of crack cocaine in the City of Denver. In an effort to control this problem, the police department has tripled the number of sworn personnel assigned to protect areas of the city where gang activity is reportedly frequent and violent.

Officials in Maryland have noted an influx of juvenile drug dealers from New York, transporting drugs throughout the state. Apprehensions of organized youth gang members from as far away as California have been recorded. These gang members have been transporting and distributing cocaine in and around Maryland.

Arizona reports that expanding California gang activity into Phoenix has become a conduit for illicit drugs being transported to and from major activities on the West Coast and the Southeast Coast of the United States.

Drugs and Crime

The link between drug use and crime has been firmly established, making it difficult to discuss one to the exclusion of the other. Localities experiencing high rates of illicit drug usage also experience high rates of criminal activity. Property crimes are not the only class of offense showing increases. More and more frequently, drug users, traffickers and distributors are resorting to violence as a means of obtaining drugs and protecting their territories. Crack is a drug whose presence is often accompanied by violence. Nationwide, cities are reporting that anywhere from a third to a half of their homicides are drug-related. Intravenous drug use is posing an additional challenge for the criminal justice system as it struggles to deal with increasing numbers of abusers who are at higher risk for contracting the Acquired Immune Deficiency Syndrome (AIDS) virus.

THE RELATIONSHIP BETWEEN DRUGS AND CRIME

The relationship between drug use and criminal activity is a generally accepted notion that is supported by the results of drug tests of arrestees conducted through the Drug Use Forecasting (DUF) Program and the escalating crime and drug use statistics reported by the states.

DUF data for 1988 show that across 21 cities, 53 to 90 percent of the male arrestees tested positive for an illegal drug. In 12 of the sites, 50 percent or more of the arrestees tested positive for cocaine at the time of arrest. This rate of prevalence for cocaine use is more than ten times higher than that reported in surveys of the general population.

A Miami study of 573 narcotics users found that in a 12-month period, those users committed a total of 215,105 crimes. While 82,449 were drug sales, the offenders were also involved in 6,000 robberies and assaults, 6,700 burglaries, almost 900 instances of stolen vehicles, more than 25,000 instances of

shoplifting, more than 46,000 other events of larceny and fraud and over 26,000 prostitution offenses. These dramatic numbers support the contention that drug users not only commit many times the number of crimes of non-drug users, but individually they commit many more crimes when under the influence of drugs than when not.

Although limited hard data exists and no empirical research has taken place statewide, local investigators throughout Vermont are observing a direct relationship between the increase in crime and increased drug use. Statewide increases in property crime are being attributed to drug usage. The prevalence of cocaine use by adolescents and lower socio-economic groups leads directly to criminal activity in pursuit of funding for expensive drug habits. This link between drug use and property crime becomes more evident in instances where criminal receivers of stolen property, commonly known as fences, have begun the practice of trading stolen property directly for drugs. In Chittenden County, Vermont's largest and most urban county, the dramatic increase in armed robberies has been attributed almost solely to individuals needing cocaine money.

Georgia reports that crack cocaine use has been found increasingly in the state's public housing projects, particularly in the urban areas. Increasing rates of violence have resulted.

While the State of Maryland is not able to give empirical figures documenting the relative increases in drug use and crime, law enforcement authorities believe a strong relationship does exist, citing drug-related violence as a significant problem throughout the state. Available figures show that from January through September 1988, violent crime increased by seven percent in Maryland as compared to the same time period for 1987. Even though there was a decrease in the number of murders in Maryland (328 for the first nine months of 1987 versus 310 for the first nine months of 1988), a significant portion of those murders were conservatively estimated to be drug-related. Of note are the coincidental increases in the use of crack in particular areas of the state and the increases in violent crime in those areas. For example, although Montgomery County, Maryland, has a lucrative drug market, crack sales are low. Everyone is making money, and competing groups are not fighting over profits. Law enforcement

officials speculate that these factors combine to explain why the county had a lower percentage of drug-related homicides than its two neighboring jurisdictions, Prince George's County and Washington, D.C. In sparsely populated Wicomico County on Maryland's eastern shore, crack is the predominant drug. There, the state's narcotic prosecutor has indicated that the number of violent crimes and thefts have increased in the county simultaneously with the influx of crack cocaine. Many defendants charged with theft and forgery admit to the court a severe crack habit that is supported by crime.

Florida has been experiencing a continual increase in crime since 1985. The Uniform Crime Report states that the dollar loss of reported stolen property in 1987 was \$939,668,806. State law enforcement officials estimate 50 to 60 percent of the robbery and burglary offenses occurring are drug-related.

DRUGS AND VIOLENCE

Information from across the country indicates that violence is increasingly associated with drug activity.

The District of Columbia Office of Criminal Justice Plans and Analysis reports that in 1985, 21 percent of the motives for homicide in the District were classified as drug-related. This means that those murders were the direct result of drug trafficking or drug use. In 1987, the number of drug-related homicides rose to 51 percent of the total homicides reported that year. An analysis of homicides through the first six months of 1988 indicates that 80 percent of the homicides during that time frame were drug-related. A total of 372 homicides were reported in 1988 in the District.

Law enforcement officials in New York City report numerous crack-related homicides. There was an overall increase from 1,588 in 1986 to 1,691 in 1987. Homicides in Queens, currently a focal point of warring crack factions, increased 25 percent from 234 to 293. According to New York City Police Department officials, the impact of drugs, especially crack, was reflected in more than 38 percent of the homicides and was a major factor in the homicide increase in Queens. The latest trend in violence is for a crack group to set fire to buildings used by rival groups, even if people not connected with the crack trade live there. From urinalysis tests of Manhattan arrestees conducted by the New York City

Police Department, an estimated 40 percent of 1988 homicides were drug-related. High levels of drug use in general are being reported through the Drug Use Forecasting project in New York City. Data on male arrestees in New York City show 90 percent of this group testing positive for some illicit drug. Eighty-three percent tested positive for cocaine.

Virginia's criminal justice officials readily link violent crime to illegal drugs. An indicator of this link is the 60 percent rate of frequent drug use found among those convicted in Virginia in 1988 of murder, rape, robbery or malicious wounding. Among all persons convicted of felonies in Virginia in 1988, more than half reported at least occasional drug use; 20 percent reported heavy drug use. Officials in the City of Richmond, Virginia, conservatively claim that nearly 40 percent of the city's record 101 murders in 1988 were drug-related, and the prosecutor in the City of Alexandria estimates a substantial majority of that city's assaults and robberies are drug-related.

Texas reports a tremendous increase in the incidents of violence directly attributable to drug-related activity. From October through December 1988, over 400 incidents of drug-related violence were reported, with 24 verifiable drug-related homicides occurring in the Houston metropolitan area alone. The Border Patrol in Texas reports alarming increases in armed encounters believed to be related to narcotics trafficking. Statistics from the Laredo sector indicate that agents experienced 18 such encounters in the first quarter of FY 1989 compared to a total of 45 for FY 1988 and 25 for FY 1987.

Hawaii reports that drug-related violence is increasing. Hikers, hunters, agricultural workers and other legitimate land users face danger from booby traps and threats by armed growers protecting their marijuana crops. More dangerous weapons are being discovered and seized in drug cases. Almost all search warrants turn up weapons, with Kauai the only county not reporting automatic weapons being seized. The Federal Bureau of Alcohol, Tobacco and Firearms reports that most drug-related instances requiring their attention involve possession of illegal firearms by persons using or trafficking narcotics.

Maine, like many states, reports an increase in the use of cocaine among its drug using population. Law enforcement officials also report that the cocaine trafficking organizations have proven to be more prone to violence than the marijuana smuggling organizations of the late 1970's and early 1980's.

The overall rate of crime measured by the California Crime Index declined about three percent in 1987, driven by a decline in burglary. The state attributes this decline to effective crime prevention measures

taken by the law enforcement community, tougher sentencing laws against burglars and offenders switching to easier money in the drug trade. Law enforcement reports from Los Angeles describe observations of caravans of three or more cars leaving the city transporting drugs, with one vehicle carrying the drugs, one as a decoy and one carrying armed men. Los Angeles also reports that hundreds of the city's homicides are the direct result of gang violence.

Police statistics in Seattle show that eight to ten percent of the city's homicides are normally drug-motivated. During the last six months of 1987, 41 percent were drug-motivated, many related directly to gang violence.

Massachusetts reports that the City of Boston accounted for 28 percent of the violent crime in the state in 1987, and it has the highest murder rate. In 1986, 32 percent of all homicides were drug-related. In 1987, that rate dropped to 15 percent of the total. In 1988, drug-related homicides rose again to 31 percent of total homicides.

Minnesota reports that in St. Paul and Minneapolis, estimates of drug-related crime run from 50 to 80 percent. It is also estimated that over 50 percent of the drug dealers carry concealed weapons. Minneapolis witnessed its highest murder rate ever in 1988, with 60 murders being reported. The local police estimate that the majority of these murders are drug-related.

DRUGS AND THE SPREAD OF AIDS

Intravenous (IV) drug users represent the fastest growing population of Acquired Immune Deficiency Syndrome (AIDS) victims.

Although the rate of increase in AIDS cases is slightly slower in 1988 than it was earlier in the decade, the number of people infected with the disease continues to grow. In its publication, Issues and Practices, "Update 1988: AIDS in Correctional Facilities," the National Institute of Justice reports that as of January 1, 1989, there have been almost 83,000 cases of AIDS reported to the Centers for Disease Control, including over 1,300 pediatric cases. By January 1, 1989, over 46,000 persons had died of AIDS in the United States.

The Centers for Disease Control report that almost one third of all persons with AIDS in the United States are IV drug users. This is now the fastest growing group of persons with AIDS nationwide. Carriers of the Human Immune Deficiency Virus (HIV) who are capable of transmitting it to others, far outnumber those who actually have AIDS. The National Institute on Drug Abuse reports that nationally, 80 percent of all cases of infection by HIV attributed to heterosexual transmission have been attributed to sexual contact with intravenous drug abusers. In addition, 69 percent of persons having contracted AIDS through heterosexual contact are the sexual partners of IV drug users. Approximately seventy-five percent of perinatal AIDS cases are children whose mothers either used IV drugs or were the sexual partners of IV drug users. Blacks and Hispanics are disproportionately represented in all these subgroups, explaining a slight shift in ratios of AIDS cases to these two groups. The potential for the rapid spread of the AIDS virus exists because IV drug users commonly share needles and are sexually active.

The 1987 Analysis of State Alcohol and Drug Abuse Profile Data, conducted by the National Association of State Alcohol and Drug Abuse Directors (NASADAD), contained survey information on intravenous drug use and AIDS. Each State Alcohol and Drug Abuse Agency was asked to provide estimates relating to numbers of intravenous drug users among their treatment admissions. Forty-four states and territories responded. Those states with the highest rates of drug use in general, also show proportionate levels of IV drug use. California reported a high of 25,441 intravenous drug users as part of its treatment admissions. South Dakota reported four admissions for IV drug use, and Guam reported zero. These figures refer to users who are actually in treatment. States also provided estimates on the total number of IV drug abusers in the state. The highest estimates came from New York, California and Texas, respectively. New York estimates that there are 260,000 intravenous drug abusers in the state. California estimates 222,000, and Texas estimates 180,000. The grand total estimate, as reported by the 37 state agency respondents for this question, was 1,394,553.

The State of Florida reported a tremendous increase in the number of AIDS cases related to IV drug use. Of the total cumulative AIDS cases reported in the state in 1988, 22 percent were IV drug users. This represents a 17 percent increase over 1987. The state also reports that 28 percent of the people in the state treatment programs are women. It is estimated that 70 to 80 percent of those women have engaged in prostitution to support their drug habits. This group is at particular risk for infection by HIV due to drug

needle use and prostitution activities. Many of these women will end up in state correctional institutions prior to being diagnosed for AIDS.

Florida, Wisconsin and Hawaii have all recently conducted studies of substance abuse and needs within their states. Each report recommends the enhancement of programs for IV drug users in an effort to prevent the further spread of AIDS.

Illinois estimates the number of intravenous drug users in the state at 85,000 to 100,000. The number infected by HIV is currently unknown. Given the number of intravenous users and taking into account the experience of other large cities, the potential increase in AIDS cases will place additional burdens on the substance abuse treatment system. The Department of Alcoholism and Substance Abuse estimates that an additional \$5.2 million in treatment services funds are needed to contain the spread of HIV infection in this population.

Twenty-three of the states responding to the NASADAD study indicated they had information on HIV infection rates among IV drug abusers. The largest rate and highest range of infection rate were reported by New Jersey, with a low of 2 percent and a high of 60 percent. NASADAD cautions that the estimates provided on HIV rates are based on limited data. They cite the large range reported as evidence

that the provision of expanded and more intensive drug treatment services, together with other appropriate prevention programs, may be a way of at least reducing the further spread of AIDS.

Recognizing that criminal justice policymakers will be faced with new dilemmas brought about by the threat of AIDS in institutional populations, the Bureau of Justice Assistance is funding several efforts through the Discretionary Grant Program. The Bureau is equipping state and local criminal justice officials with the necessary knowledge and management skills to develop and implement policies and procedures for offenders suspected of or diagnosed with AIDS. From July 1988 through February 1989, BJA, through its grantee, the National Sheriffs' Association, has responded to 103 requests for AIDS information from a broad cross section of the criminal justice professional community.

The Bureau is also sponsoring the development of curricula for state criminal justice trainers and model policies for criminal justice executives. These materials are based on the most up-to-date information developed by the Centers for Disease Control, the National Institute on Drug Abuse, the National Institute of Justice and others. Four regional training sessions will be held beginning May 1989, and the first three of many articles have appeared in criminal justice professional journals and magazines.

Drug Use Among Students

Drug use by high school seniors has decreased in the past year according to the most recently completed survey on drug use and related attitudes of high school seniors funded by the National Institute on Drug Abuse (NIDA). This includes decreases for cocaine use which, in light of cocaine's growing popularity nationwide is good news. While the overall survey results are encouraging, 54 percent, or more than one out of every two students, is still experimenting with some sort of illicit substance. Ninety-two percent report having used alcohol, an illegal substance for this age group and a status offense for juveniles. Nationwide, children are using drugs at earlier ages. In states conducting student surveys, it is not uncommon to find that over 25 percent of those surveyed admit to using marijuana in elementary school. School surveys provide valuable indications of drug patterns and preferences for those young people in school. They cannot describe the patterns of drug abuse among dropouts, a group at greater risk for use of illicit substances. Those drugs perceived as most harmful are used less frequently, supporting a continued emphasis on the risks of drug use and the need for prevention/education programming beginning in elementary school.

REDUCTIONS IN DRUG USE AMONG STUDENTS

The results of the national survey of drug abuse among the high school senior class of 1988 funded by the National Institute on Drug Abuse (NIDA) show drug use in this population of young people at its lowest level since the survey began in 1975. The results include significant decreases in cocaine use for the second year in a row.

The most recently completed survey on drug use and related attitudes of high school seniors funded by NIDA was released on February 28, 1989. The current survey is the fourteenth in an annual series begun in 1975. Data is collected each year from approximately 16,000 high school seniors in

approximately 130 public and private high schools throughout the country.

The survey provides information on the current prevalence of drug use among American high school seniors and charts trends in drug use for this particular group of students over the last 14 years. Data on sixteen classes and subclasses of drugs are collected, including alcohol and cigarettes which are illegal for minors. This year's survey continues to reflect a positive downward trend in drug use by high school seniors, with decreased use percentages reported in each class and subclass of drugs. Decreases across the board were noted for those students who report "ever using" any of the survey drugs and for "current" use of any of the survey drugs.

While the NIDA study reports declines in all areas of drug use among high school seniors, rates of usage are still high. The study reports that of those high school seniors surveyed in 1988, 54 percent reported having tried some sort of illicit drug, as compared with 57 percent in 1987. While the 3 percent reduction is seen as statistically significant, one out every two students is still experimenting with some sort of illicit substance. In 1975, 47 percent of high school seniors surveyed reported they had used marijuana. In 1979, the figure peaked at 60 percent, subsequently declining back down to the current figure of 47 percent.

Twelve percent of high school seniors in this year's survey reported having tried cocaine. This is a decrease from last year's survey in which 15 percent of those high school seniors surveyed as having tried cocaine. In light of cocaine's prevalence in the general population, this decrease is good news. Forty percent of those who have used cocaine have also used crack, its highly addictive derivative. However, the percentage of students reporting having used crack at least once has also decreased from six percent in 1987 to five percent in 1988.

Alcohol continues to be the most widely used and abused drug for young people followed by marijuana, with 92 percent and 47 percent reported respectively. Since the inception of the NIDA study, the alcohol use percentage has never fallen below 90 percent.

These findings are supported by information submitted by the State Alcohol and Drug Abuse

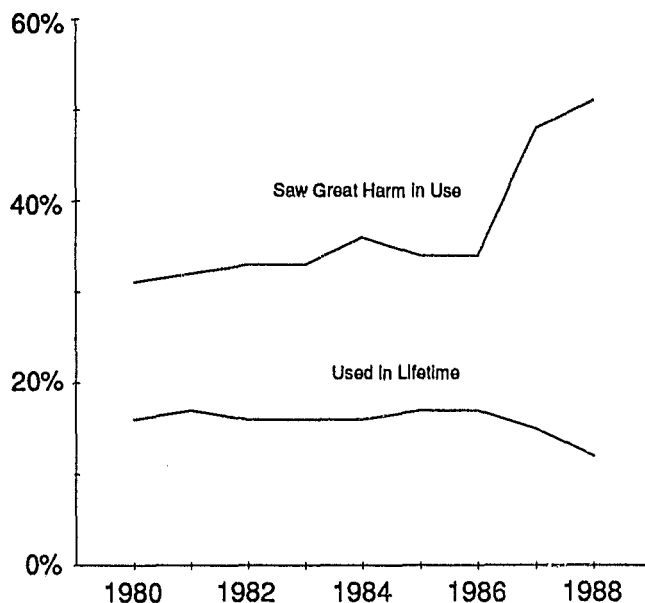
Chart 3
Trends in the Percentage of High School Students
Ever Having Used Drugs



Agencies to the National Association of State Alcohol and Drug Abuse Directors (NASADAD). For the 50 state agencies who provided data to NASADAD on alcohol and drug treatment admissions, alcohol abuse admissions are far greater than for drug abuse. In 1987, the total number of admissions for alcohol treatment was 1,301,948 compared to 446,628 for drug treatment.

The NIDA survey information and the state reported information indicate that drug use continues to pose a significant problem to youth, both in school and out of school. NIDA's survey addressed perceptions of harmfulness of drug use. The results over time show that as the perceptions of harmfulness of marijuana and cocaine have increased, the use of these drugs has declined. In 1980, when only ten percent of those surveyed saw great harm in trying marijuana once or twice, 60 percent of the survey sample reported trying the drug. As shown in Chart 4, this phenomenon is holding true for cocaine.

Chart 4
Correlation Between Cocaine Use and
Perceived Harmfulness of Cocaine



In 1980, 16 percent of those students surveyed saw great harm in trying cocaine once or twice, and 31 percent of those surveyed reported having used the drug. In this most recent survey, 51 percent of the sample perceived great harm in trying marijuana once or twice, and only 12 percent reported having tried the drug.

Analysis of the state strategies submitted to BJA shows the following:

- o The use of drugs among middle and secondary school children is prevalent throughout the country, and students indicate that drugs are readily available in the schools.
 - o Patterns in the drugs of preference are consistent with the National Institute on Drug Abuse survey. Alcohol is the most widely abused drug among young people. Overall, the three most widely reported illicit drugs being used on the elementary and high school levels are marijuana, cocaine and methamphetamine/amphetamine.
 - o Some of the school surveys included questions on students' attitudes and perceived risk of harm associated with drug use. In younger (elementary and middle school) children, both the perceived risk associated with drug use and the actual instances of drug use were lower relative to the older (high school) students. Even though older students reported they see drugs as harmful, their overall rates of use are higher. This was attributed to their greater access to illicit substances.
 - o In the state attitudinal surveys, young people reported health risks associated with drug use as a concern to them more often than they reported fear from sanctions through the criminal justice system. The most widely used substances are those that are perceived as the most readily available and the least harmful in the "range of risks."
 - Arizona addressed this specifically in a 1987-1988 survey. Community college and university students felt that occasional use of marijuana does not pose a great risk to them. However, regular use is viewed as more threatening. In contrast, these students felt strongly that both cocaine and psychedelics pose a significant risk to them even when they are trying the drug once or twice.
 - o Self report data show students as young as nine years old experimenting with drugs. Some specific examples from the states follow:
 - The State of New Jersey reports that although their most recent school survey mirrors the NIDA survey's overall decreases in drug use, the student age at first use is disturbing. Almost three fourths (71.6 percent) of the marijuana users reported having first used marijuana prior to the tenth grade. A majority (54-62 percent) of the students who used hallucinogens, amphetamine, barbiturates or tranquilizers reported initial use before entering the tenth grade.
 - According to the State of Maryland, a 1986-1987 survey of students revealed that 22 percent of all eighth graders had used marijuana.
 - o Some state examples on drug use by students in general follow:
 - A survey conducted in Oregon in 1988 indicates that lifetime use of drugs in general for eighth graders has increased for most drugs surveyed.
 - In Arizona's 1987-1988 survey of high school and college students, 72 percent of the students report having been offered marijuana, and 56 percent report having been offered other drugs. The age of first use reveals a problem with marijuana and inhalants at elementary school levels.
 - Information from Florida's 1988 student survey indicates that of those students in the survey who use drugs, 26 percent began using them before they were ten years old. The student sample consisted of 13,818 students in the sixth, eighth, tenth and twelfth grades from 74 schools in 33 school districts throughout the state. Florida has also reported that its juvenile population is increasingly involved with more addictive drugs, as evidenced by the arrest of youths under ten for the possession of opium and its derivatives. The total number of juvenile arrests has actually declined since 1975, but the number of younger ages, particularly under ten, entering the system has increased.
 - Montana's 1988 school survey has results that parallel those of the NIDA survey and the other states. Ninety-five percent of the twelfth grade students surveyed report having used alcohol. Approximately 43 percent of that group has used marijuana. Sixty-one percent of sixth grade students have used alcohol, and 29 percent of that group have used marijuana.
- Need for earlier prevention programs is supported by the responses given by the state treatment agencies to NASADAD for their 1987 annual report. A majority of states cite the need to expand treatment and/or

prevention services to youth, with four state agency representatives specifically mentioning children. Some state examples include:

- o Kentucky's state agency representative mentioned the need for intensive treatment and intervention services for adolescents, including detoxication, rehabilitation and transitional services.
- o Utah's representative cited a need to support programs for youth ages 10-12 years old.

The NIDA survey makes statements about trends in drug use only by those high school seniors surveyed. The survey cannot capture trends in drug use by those youth of comparable ages who drop out of high school. This group traditionally is at higher risk for drug use and abuse and has exhibited rates of greater usage.

The Department of Education (DOE) estimates that 29 percent of all students who enter the ninth grade do not graduate four years later. DOE reports that the estimate includes both dropouts and those students who do not graduate yet continue to be enrolled in school, therefore somewhat overestimating the dropout rate. Whatever the actual percentage, all available information indicates that the number of dropouts is not small, and projections are that the number will continue to increase. Currently, there are urban areas reporting drop out rates of 60 to 80 percent. Those young people who do drop out of school are more likely to use illicit drugs. NIDA research, based on the last available National Household Survey on Drug Abuse (1985), found the rate of illicit drug use among high school dropouts 19 to 21 years old to be 67 percent higher than for high school graduates of the same age.

Meeting the Challenge

BJA's and the States' Drug Control Strategies

The Bureau of Justice Assistance is implementing a strategy to enhance state and local efforts to control drug use and drug-related crime, which contains five major elements:

- o Encouraging improved drug control strategies and policies and the targeting of resources to achieve effective and efficient drug control efforts
- o Providing state and local criminal justice agencies with state-of-the-art information on innovative and effective programs, practices and techniques
- o Improving and enhancing the capability of state and local agencies to engage in effective drug control efforts
- o Encouraging and facilitating coordination and cooperation
- o Assessing the impact of activities on the drug problem and the criminal justice system

The drug control strategies implemented in the states focus on multi-jurisdictional task forces, enhanced prosecution of drug offenders, removing the profit motive from drug trafficking and programs to identify and treat drug-involved offenders.

Interagency and intergovernmental coordination and cooperation are critical to effective drug control efforts designed to disrupt regional and national drug producing and trafficking operations and to trace and forfeit assets obtained as a result of these activities. BJA has taken a number of steps to promote coordination and cooperation with other Federal agencies responsible for drug control activities and to encourage increased coordination and cooperation within the states.

The Bureau of Justice Assistance is committed to assessing the effectiveness and impact of the activities funded under both the Discretionary and Formula Grant Programs authorized by the Anti-Drug Abuse Act and has developed an evaluation plan to fulfill that commitment.

BJA'S DRUG CONTROL STRATEGY

The Bureau of Justice Assistance is implementing a strategy, in accordance with the congressional mandate, to enhance state and local efforts to control drug use and drug-related crime. The Bureau's strategy also supports the national drug strategy.

Rather than prescribing how state and local units of government should control drugs, BJA's strategy is designed to provide guidance, model programs, innovative techniques, technical assistance and training to assist state and local units of government in developing and implementing a strategy to address their specific drug problems.

Support of National Drug Policy

The Bureau's strategy supports the national goal of a "drug-free nation" as defined by the National Drug Policy Board in 1988. BJA encourages state and local agencies to join the national effort to make this a drug-free nation. Efforts to both reduce the supply of drugs and eliminate the demand for illegal drugs are encouraged and supported. The specific strategies described in the National Drug Policy Board's 1988 report entitled, Toward a Drug-Free America, The National Drug Strategy and Implementation Plans, that are supported by BJA's activities include:

Supply Reduction Strategies

- o National Drug Intelligence Strategy
- o National Investigations Strategy
- o National Narcotics Prosecution Strategy

Demand Reduction Strategies

- o National Strategy for Prevention Education
- o National Drug Treatment Strategy

Drug Intelligence Strategy

BJA administers the Regional Information Sharing System (RISS) Program which makes a major contribution to the National Drug Intelligence Strategy by providing a nationwide network for collecting and sharing state and local drug intelligence information. Many of the programs implemented in the states, particularly the multi-jurisdictional task forces, are also designed to improve drug intelligence resources.

Investigation and Prosecution Strategy

Activities that support the National Investigations and Prosecution Strategies are a major focus of both the Discretionary and the Formula Grant Programs. Over 80 percent of the formula grant funds have been targeted toward apprehension and prosecution efforts, primarily multi-jurisdictional task forces and upgrading the capabilities of law enforcement and prosecution agencies. The programs implemented in the states have shown significant results in immobilizing drug trafficking organizations, often targeting major traffickers, increasing drug seizures, disrupting clandestine laboratories and seizing and forfeiting the proceeds and assets of drug traffickers. Through the Discretionary Grant Program, BJA provides the states with model programs, such as organized crime/narcotics trafficking and clandestine laboratory enforcement task forces, training and technical assistance in asset seizure and forfeiture, and investigative and prosecutorial techniques, and identifies and tests innovative programs, such as problem-oriented policing.

Prevention Education Strategy

The National Strategy for Prevention Education is supported through such efforts as the drug education programs of the National Crime Prevention "McGruff" Campaign and the involvement of law enforcement officers in school drug use prevention efforts through the Drug Abuse Resistance Education (DARE) Program.

Drug Treatment Strategy

Drug treatment efforts in support of the National Drug Treatment Strategy focus on the identification of drug abusing individuals in the criminal justice system and the appropriate supervision, monitoring and treatment of these individuals. Through the Discretionary Grant Program, BJA has taken a leadership role in providing the criminal justice community with guidance on the testing of drug-involved offenders and developing model programs for monitoring and treating these offenders.

The assistance provided to state and local units of government also complements and supports the Nationwide Blueprint for State and Local Drug Control Strategies developed by the Executive Working Group for Federal-State-Local Prosecutorial Relations. The blueprint recommends that a nationwide process to ensure effective state and local action be established that includes: full participation in a statewide planning process, a census of resources and needs, an assessment of legal tools, the setting of priorities and interagency cooperation.

The statewide drug strategy development process recommended by BJA includes each of these elements. BJA has encouraged the states to develop a comprehensive strategy that encompasses all drug control efforts, including enforcement, treatment and prevention/education efforts initiated with Federal, state and local resources. The activities that complement the national drug strategy, described above, also assist state and local criminal justice agencies in implementing the activities recommended in the blueprint.

BJA's Strategy to Assist The States

Until the passage of the Anti-Drug Abuse Act in 1986, which made financial and technical assistance available to state and local units of government, many jurisdictions had not identified drug abuse as a priority area of concern. The first statewide drug strategies received from the states in 1987 showed that defining the nature and extent of the drug problem was difficult and that many jurisdictions had limited involvement in drug control activities.

Much has been accomplished by the Bureau of Justice Assistance and the states during the past two years since the signing of the Act to involve the criminal justice system at the state and local levels as active partners in efforts to make this a drug-free Nation. There is a much greater awareness of the nature and extent of the drug problem and the role of state and local law enforcement and prosecutors in addressing that problem. The number of law enforcement officers and prosecutors who are dedicated to the enforcement of drug laws has increased during the past two years, to a large extent, as a result of the efforts initiated under this program. There is also a growing recognition throughout the criminal justice community that there is a need to identify drug-involved offenders, to monitor and supervise them more closely and to provide treatment to stop their involvement with drugs.

BJA has adopted a strategy designed to ensure that state-of-the-art concepts are reflected in the programs implemented, the techniques used and the liaisons established at the state and local levels to achieve the

maximum impact on the drug problem. In addition to providing the financial resources available under the Anti-Drug Abuse Act to the states for the implementation of drug enforcement programs, the strategy contains the following elements to enhance state and local drug control efforts.

Encouraging Improved Drug Control Strategies and Policies and the Targeting of Resources to Achieve Effective and Efficient Drug Control Efforts

Because drug control had not been a priority for the criminal justice system at the state and local levels and strategies had not been developed, the Bureau provided the states with a detailed process for the development of a statewide drug strategy. A number of discretionary grant programs encourage the establishment of a process within the states to develop comprehensive criminal justice policy in such areas as prison capacity and drug treatment for offenders. Many of the discretionary programs help criminal justice agencies handle the growing volume of drug cases by increasing efficiency rather than resources. Standards are developed in new or controversial areas, such as drug testing of arrestees, to guide policy development within the states.

Providing States and Local Criminal Justice Agencies with State-of-the-Art Information on Innovative and Effective Programs, Practices and Techniques

The Bureau uses the Discretionary Grant Program to demonstrate and test the effectiveness of new concepts, programs, practices and techniques. Programs developed at the state or local levels or by other Federal agencies, which appear to be successful, are demonstrated in a number of jurisdictions to test their effectiveness. Those shown to be effective are documented in the form of program briefs, which describe the program, the elements critical to success and implementation steps. BJA also develops new programs to address emerging issues and problems, such as the safety issues surrounding clandestine laboratory enforcement and drug testing.

Improving and Enhancing the Capability of State and Local Agencies to Engage in Effective Drug Control Efforts

Training, technical assistance and improved access to information provided under the Discretionary Grant Program increase the ability of state and local criminal justice agencies to effectively combat drug abuse and drug-related crime. Training and technical assistance are available in all areas of drug enforcement to assist the criminal justice system process, test, monitor and treat the drug offenders. Experts in the field are used to provide training and assistance through regional training and on-site visits. State and local officials exploring the possibility of implementing a new program can visit model sites to observe first-hand how the program operates. Improved information for decisionmakers is promoted through the development of information systems, the establishment of a drug data clearinghouse and research into emerging issues.

Encouraging and Facilitating Coordination and Cooperation

The nature of the drug problem requires a coordinated response that promotes cooperation at all levels. BJA encourages the states to develop statewide drug strategies that coordinate all drug control activities within the state and has recommended that the states establish a drug policy board to guide the development of the strategy. The Bureau also encourages the states to monitor the impact of enhanced drug enforcement efforts on the balance of the criminal justice system, to ensure that the resources and services are available to prosecute and adjudicate drug cases and to punish, supervise and treat drug offenders. Many of the demonstration programs implemented under the Discretionary Grant Program are multi-jurisdictional in nature, emphasizing interagency coordination and cooperation. BJA works closely with other Federal agencies with drug control responsibilities. For example, the Drug Enforcement Administration has assigned a senior-level special agent to BJA to assist with program development and interagency coordination. BJA also coordinates with the other Federal agencies responsible for implementation of the Anti-Drug Abuse Act formula grant programs to reduce the administrative burden on the states and to facilitate the same interdisciplinary coordination within the states.

Assessing the Impact of Activities on The Drug Problem and the Criminal Justice System

The Bureau of Justice Assistance is committed to assessing the effectiveness of programs and projects implemented under the Anti-Drug Abuse Act. More importantly, the Bureau is also committed to assessing the impact of the strategies and programs on the drug problem to determine if the availability of drugs and the demand for drugs are decreasing as a result of these efforts.

Planning Process

The Bureau's specific drug control strategies for demand reduction, enforcement, prosecution, adjudication, detention, rehabilitation and treatment are outlined in the chapters that follow. These chapters also describe the discretionary grant programs designed to implement those strategies and the results of program activities where available.

The strategies and programs are developed with extensive input from state and local governmental officials, criminal justice practitioners and experts in drug control. The needs, program recommendations and identification of effective programs are obtained from a review and analysis of the drug strategies submitted by the states. This information is supplemented with responses to extensive surveys of criminal justice practitioners conducted by the Bureau and its technical assistance providers.

The strategy for each component of the system and the programs to implement it are developed through comprehensive discussions with three primary planning groups:

- o Internal working groups comprised of representatives from other Office of Justice Programs agencies, which include the National Institute of Justice, the Bureau of Justice Statistics, the Office of Juvenile Justice and Delinquency Prevention and the Office for Victims of Crime
- o External working groups comprised of representatives from national professional organizations. For example, the drug enforcement working group would include representatives from the International Association of Chiefs of Police, Police Foundation, Police Executive Research Forum, Criminal Justice Statistics Association, Police Management Association, National Organization of Black Law Enforcement and National Sheriffs' Association

- o Formal and informal discussions with Federal agencies. For example, drug enforcement agencies that would be contacted include the Drug Enforcement Administration, Federal Bureau of Investigation, Department of Treasury, Federal Aviation Administration and the Bureau of Alcohol, Tobacco and Firearms.

The program plan for the Discretionary Grant Program, which includes a request for proposals, is published in the Federal Register, and copies of the plan are sent to state and local criminal justice agencies throughout the country. Proposals submitted on a competitive basis are reviewed by a panel of experts and practitioners. All discretionary grant projects are closely monitored, provided with technical assistance as needed and evaluated. The results of these projects are documented so that the lessons learned can be shared with criminal justice officials at the state and local levels.

THE STATES' DRUG CONTROL STRATEGIES

The drug control strategies implemented in the states focus on multi-jurisdictional task forces, enhanced prosecution of drug offenders, removing the profit motive from drug trafficking and programs to identify and treat drug-involved offenders.

The Anti-Drug Abuse Act requires the states to develop a statewide strategy for the enforcement of state and local laws relating to the production, possession and transfer of controlled substances. The Act also requires that the strategy be prepared after consultation with state and local officials whose duty it is to enforce such laws.

The Bureau of Justice Assistance provided the states with guidance on the development of their strategies, recommending that they contain the following elements, which have since been included as requirements in the 1988 Act:

- o An assessment of the nature and extent of the drug problem
- o An assessment of current drug control efforts
- o Identification of resource needs within the state

- o A strategy for addressing the drug problem, including priorities for drug control activities and programs
- o Coordination of drug control efforts within the state and with Federal efforts

Most states surveyed practitioners throughout the states, held public hearings and/or attended meetings of criminal justice associations to solicit input and recommendations for their strategy. Drug policy boards, although not required by legislation, were established in 40 states to develop the strategy and coordinate drug control efforts in the states. The memberships of the boards vary; however, most include broad representation from the criminal justice system, and many include representatives from the education and drug treatment communities. The following is a list of the types of agencies represented on the boards:

Governor's Office
 State Legislators
 State Law Enforcement
 Department of Public Safety
 Local Law Enforcement
 U.S. Drug Enforcement Administration
 Attorney General
 District/States Attorney
 U.S. Attorney
 Supreme Court
 Trial Court
 Court Administrator
 Probation
 Department of Corrections
 Parole
 State Department of Education
 State Substance Abuse Treatment/Health Agency
 Local Substance Abuse Treatment
 Local Government

The strategies developed by the states reflect the drug problems and resource needs as defined by each state. The summary of the strategies found on pages 32 through 43 provides an overview of the types of drug control activities at the state and local levels during FY 1987 through FY 1989. The states are concentrating on enforcement and prosecution strategies, with almost every state implementing multi-jurisdictional task forces that investigate and prosecute drug trafficking operations. Most states are enhancing efforts to increase the seizure of drugs and the seizure and forfeiture of drug-related assets. Crime laboratories are being enhanced in many states to provide for the timely analysis of drug evidence to be used to prosecute drug offenders.

Summary of State and Local

Prevention and Education Strategy

Goals

To reduce the demand for drugs and to make people aware of the dangers of drug use and the relationship between drugs, crime and other problems

Objectives

To promote an awareness of the dangers of drug use

To prevent involvement with drugs by school aged children

Law Enforcement Strategy

Goals

To reduce the supply of illegal drugs by immobilizing drug traffickers and holding users accountable

Objectives

To gather, analyze and make available to appropriate agencies intelligence information on the supply of drugs and drug traffickers

Immobilize illegal drug networks by targeting specific drug organizations and operations for identification, investigation and enforcement

Drug Enforcement Strategies

Implementation Plan

Develop and distribute materials and messages and conduct drug education programs

Coordinate drug prevention efforts in the community

Provide technical support to public agencies, churches, community groups, etc., in establishing and operating anti-drug abuse programs

Types of Programs

Community Prevention Coordinator

Community Crime Prevention

Conduct school-based prevention and education programs, peer counseling programs and/or after school programs

Conduct training for law enforcement and school personnel regarding program implementation

Drug Abuse Resistance Education (DARE)

Juvenile Support Services

Demand Reduction Law Enforcement Officers

Implementation Plan

Collect and analyze drug-related information from criminal justice and other agencies, develop and implement a mechanism for communicating information to investigators and assure timely and accurate analysis of evidence

Increase participation in the Regional Information Sharing System (RISS)

Types of Programs

Centralized Intelligence Network

Gang Prevention/Intelligence Program

Increase use of covert surveillance, and identify and investigate major drug trafficking organizations

Coordinate drug enforcement with prosecutors to increase prosecution of major drug traffickers

Multi-jurisdictional Task Forces

Metropolitan Enforcement Groups (MEG)

Narcotics Units

Law Enforcement Strategy (Continued)

Goals

To reduce the supply of illegal drugs by immobilizing drug traffickers and holding users accountable

Objectives

Immobilize illegal drug networks by targeting specific drug organizations and operations for identification, investigation and enforcement

To eliminate the open sales of drugs

To reduce the supply of illegal substances imported into and/or trafficked through the state

To reduce the availability of domestically grown marijuana

Implementation Plan

Increase drug seizures

Increase seizures and forfeitures of drug proceeds and assets related to drug trafficking

Conduct financial investigations to identify and seize assets purchased with the proceeds of illegal drug activities

Promote involvement of state and local law enforcement and prosecutors in Federally-sponsored operations such as the Organized Crime Drug Enforcement Task Force (OCDEF)

Actively enforce drug laws by arresting street-level dealers and drug buyers

Develop nontraditional enforcement strategies to effectively disrupt crack houses

Monitor trains, buses, highways and airports into and through the state to identify and arrest individuals who smuggle narcotics

Locate and eradicate marijuana plants

Types of Programs

Reverse Stings

Violent Fugitive Arrest Units

Disruption of Clandestine Laboratories

Financial Investigation Units

Street Sweeps

Saturated Patrols

Crack Task Forces

Drug-Free School Zones

Drug-Free Neighborhoods

Walking Patrol Officers

Drug Trafficking Prevention in Public Housing

Drug Interdiction Program

Operation Pipeline

Airport Drug Interdiction Program

Air Smuggling Program

Canine Drug Detection Units

Marijuana Eradication Program

Law Enforcement Strategy (Continued)

Goals

To reduce the supply of illegal drugs by immobilizing drug traffickers and holding users accountable

Objectives

To reduce the volume of legal drugs that are diverted for illegal use

To enhance the technical expertise and resources needed by law enforcement to investigate and enforce drug laws

Implementation Plan

Investigate and prosecute those who divert controlled substances

Increase the detection of forged, altered or illegal prescriptions

Implement a triplicate prescription system

Direct education and treatment services toward high-risk youth and prescription drug abusers

Provide personnel to enhance drug surveillance, detection and investigation

Establish a mechanism for the centralized acquisition and sharing of specialized equipment, buy money, etc.

Develop and provide specialized training for law enforcement personnel engaged in drug investigations, financial crimes, criminal intelligence activities, etc.

Promote participation of state and local criminal justice personnel in Federally-supported training and technical assistance

Improve crime analysis and identification of suspects using technologies to store and access visual images, fingerprint identification systems, etc.

Types of Programs

Pharmaceutical Diversion Program

Integrated Criminal Apprehension Program (ICAP)

Buy Money Program

Drug Investigation/Apprehension Training

Improved Crime Analysis

Latent Fingerprint Identification Program

Prosecution Strategy

Goals

To increase the prosecution of persons accused of violating controlled substance laws and increase the utilization of the forfeiture laws to take the profits out of drug dealing

Objectives

To increase successful prosecution of those accused of violating drug laws

To effect forfeitures of the proceeds and assets of drug traffickers

To upgrade crime laboratories to respond to the need for timely prosecution of drug law violators and to assist drug investigators with timely analysis

To increase the prosecutor's ability to prosecute complex drug cases

Implementation Plan

Assist state, local and multi-jurisdictional drug enforcement agencies with the investigation of drug trafficking cases

Increase prosecutions of drug offenders

Increase forfeitures of the proceeds and assets of drug traffickers

Increase the number and effectiveness of financial investigations to identify assets obtained with drug-related funds

Review the need for and propose changes in legislation required to improve asset seizure and forfeiture, including real estate and/or to improve the financial investigation of identified drug traffickers

Promote changes in asset seizure and forfeiture laws to allow local law enforcement and criminal justice agencies to retain the seized assets or proceeds from the sale of the assets

Increase the number of analysts, train analysts and upgrade equipment to reduce drug case backlogs and to analyze new drug cases in a timely manner

Provide training to prosecutors on asset forfeitures, RICO statutes, financial investigations, etc.

Types of Programs

Career Criminal Prosecution

Drug Prosecution Units

Multi-jurisdictional Prosecution Programs

Dedicated Drug Prosecutors

Juvenile Prosecution Program

Organized Crime/Narcotics Trafficking Task Forces

Financial Investigations Units

Crime Lab Upgrades

Crime Lab Information Systems

Drug Prosecution Effectiveness Training

Adjudication Strategy

Goals

To expeditiously process and adjudicate cases of persons accused of violating controlled substances laws and to hold drug offenders accountable for their behavior

Objectives

To develop and implement accountability mechanisms that can be used by the courts

To expeditiously process and adjudicate cases of persons accused of violating controlled substances laws

To ensure that court personnel have the knowledge and capability to effectively handle drug cases

Implementation Plan

Identify drug-dependent offenders and provide or make referrals to drug treatment

Test drug offenders to monitor compliance with treatment

Develop and implement bail guidelines to assist police in making decisions regarding release of drug-related arrestees

Provide additional judges, support staff and other resources to assist the expeditious processing and adjudication of drug cases.

Implement differentiated case management procedures that facilitate the rapid adjudication of most drug cases

Establish specialized "drug courts" to facilitate the rapid adjudication of drug cases

Assist prosecution and defense services to ensure the speedy adjudication of drug cases

Establish standardized preliminary hearing and sentencing procedures for drug offenders

Develop and implement a training program for judges and other court personnel to include drug abuser identification, the relationship of drug abuse to other social problems and sentencing options for drug offenders

Types of Programs

Treatment Alternatives to Street Crime (TASC)

Pretrial Drug Detection Program

Pretrial Release Services

Presentence Investigation Program

Drug Courts

Court Delay Reduction

Differentiated Case Management

Temporary Courts with Retired Judges

Drug Coordinator between Prosecution, Defense, Presentence Investigation and the Court

Standardization Program

Court Effectiveness Training

Detention, Rehabilitation and Treatment Strategy

Goals

To hold drug offenders accountable for their behavior and ensure the safety of the public by incapacitating dangerous drug offenders, treating drug-dependent offenders and closely monitoring drug offenders while under correctional supervision within the community

Objectives

To provide sufficient secure correctional bedspace to house persons convicted of crimes and sentenced to jail or prison and to provide alternatives for those who do not pose a danger to the community

To identify and provide drug treatment services to drug-dependent offenders while under correctional supervision to reduce drug use and criminal behavior

To ensure a drug-free environment for prisoners

To ensure that parole, probation, jail and corrections personnel are able to identify drugs and drug abusers, to refer abusers to proper treatment and to make use of intelligence information offered by inmates, probationers and parolees

Implementation Plan

Increase prison and jail capacity

Provide funds to local jails to offset costs resulting from enhanced drug enforcement

Implement alternative programs that provide for public safety and relieve crowded conditions

Implement drug education programs for drug offenders

Implement drug treatment programs for drug-dependent offenders

Implement programs that provide close supervision, drug testing to monitor drug use and drug counseling or treatment for drug offenders

Develop and implement post-release programs for former drug users to minimize their return to drug use

Train probation and parole officers as drug counselors and provide treatment and community-based support services

Conduct a study to determine the need for additional treatment services in local jails

Prevent drugs from entering corrections facilities through closer monitoring of visitors and guards and investigation and prosecution of drug carriers

Develop and implement a training program for correctional personnel

Types of Programs

Facility Expansion and Security Improvement

Jail Capacity Management

Electronic House Monitoring

Demand Reduction Programs

Intensive Supervision Programs

Treatment Alternatives to Street Crime (TASC)

Residential Treatment Models

Therapeutic Communities

Drug Testing Programs

Certified Addiction Counselors

Treatment Needs Assessment

Work Release Housing Subsidy Program

Boot Camp Drug Treatment Program

Drug Interdiction/Testing Program

Drug Detection Canine Program

Corrections Effectiveness Training

The strategies reflect a growing use of drug testing of offenders by the courts to make release decisions and to monitor drug offenders while in the community and an increase in the implementation of supervision and treatment programs, both at the pretrial and the post-conviction stages. A description of the programs implemented by the states and their results, where available, are found in chapters on activities by component of the criminal justice system. It should be noted that most state and local projects were not funded until early to mid-1988, so program results are limited at this time. Many states required six to nine months to develop their first drug strategy and then required another three to six months to request proposals and complete a competitive grant process.

INTERAGENCY AND INTERGOVERNMENTAL COORDINATION AND COOPERATION

Interagency and intergovernmental coordination and cooperation are critical to effective drug control efforts designed to disrupt regional and national drug producing and trafficking operations and to trace and forfeit assets obtained as a result of these activities. The Bureau of Justice Assistance has taken a number of steps to promote coordination and cooperation with other Federal agencies responsible for drug control activities and to encourage increased coordination and cooperation within the states.

The expertise of a number of Federal agencies responsible for drug control efforts is being shared with state and local criminal justice practitioners as a result of cooperative efforts established between the Bureau of Justice Assistance and agencies such as the Drug Enforcement Administration and the Federal Bureau of Investigation. BJA has also facilitated coordination and cooperative efforts with other Federal agencies responsible for the administration of the state and local assistance programs authorized by the Anti-Drug Abuse Act.

In addition, BJA has encouraged increased coordination and cooperation within the states in the areas of drug policy, strategy development and program implementation. Most states have made significant strides to establish interagency and interdisciplinary efforts that facilitate the sharing of resources and result in more effective drug control

programs. In many states, the criminal justice agencies have taken the lead in coordinating drug enforcement, education and treatment activities. The following examples illustrate the types of efforts that have been initiated by BJA.

Coordination and Cooperation at the Federal Level

The Drug Enforcement Administration (DEA) has assigned a senior-level special agent to the Bureau of Justice Assistance to coordinate activities and assist BJA with program development. For example, DEA and BJA are working cooperatively to provide training to state and local officers regarding clandestine laboratory investigations and officer safety, and DEA has assigned agents to participate in BJA's Organized Crime/Narcotics Trafficking Task Force Program. DEA encouraged its field offices to assist the states in defining the drug problem in their states and in developing their drug strategies. DEA agents are members of the drug policy boards in a number of states and participate in many of the multi-jurisdictional task forces operating in the states under the Formula Grant Program. BJA and DEA also work closely in the area of demand reduction.

Through an interagency agreement with BJA, the FBI is providing Financial Investigation Training to state and local investigators. BJA has worked with the FBI to ensure that the drug data which BJA recommends be collected by the states is consistent with the changes in the Uniform Crime Report (UCR) system. BJA and the FBI have worked closely in the area of crime and drug prevention, and on April 7, 1988, McGruff became a part of the FBI tour. The "No Show" drug prevention video is shown to the more than half million people who take the tour annually. In addition, posters and crime prevention materials are provided to the public at the FBI's expense. The FBI is an active member of the Crime Prevention Coalition, participates in crime prevention month and features crime prevention articles in its newsletter.

Shortly after the passage of the Anti-Drug Abuse Act of 1986, the Department of Justice initiated several meetings to coordinate activities among the agencies responsible for providing assistance to state and local units of government under the Act. The meetings were productive in facilitating the flow of consistent information about the Act to the states but did not result in the coordinated planning that the Department of Justice had hoped to achieve.

During 1988, efforts were again initiated by BJA to increase coordination and cooperation with the Departments of Education and Health and Human Services. These efforts resulted in the cosponsoring of three regional drug seminars, held in early 1989, for state-level policymakers in drug education, treatment and criminal justice. The seminars were designed to encourage interdisciplinary cooperation and coordination within the states by providing these policymakers with state-of-the-art information, presented by national experts and practitioners from the states, on programs and issues that require these disciplines to work together. Participants were also provided with an opportunity to meet with other representatives from their state to address the issues presented throughout the seminar and develop an action plan for their state. For a number of states, this was the first time that the representatives from the education, treatment and criminal justice agencies had met to discuss ways to address the drug problem.

The close working relationships that developed among the three agencies during the planning and presentation of the seminars have resulted in information sharing and discussions of joint planning and program development efforts.

Coordination and Cooperation within the States

The Bureau of Justice Assistance encouraged cooperation and coordination within the states by recommending that the states establish drug policy boards to develop their statewide drug enforcement strategies. The Bureau recommended that the boards include broad representation from the criminal justice system at the state and local levels, that the education and treatment communities be represented and that the United States Attorney be included on the board to provide coordination between Federal drug control activities and those in the states. As discussed earlier, policy boards were established by over 80 percent of the states.

Many states have established a strategy development process that facilitates coordination and cooperation. The following descriptions of the processes in three states illustrate the types of efforts implemented in the states and the diversity of approaches.

Minnesota provides an example of a state in which the Governor designated a single task force and state

agency to coordinate all Anti-Drug Abuse Act funds provided to the state. The Governor's Interagency Criminal Justice Task Force has the responsibility for setting policies, making decisions regarding funding and providing oversight. Task Force members include the Commissioners of the Departments of Human Services, Health, Public Safety, Education, and Corrections and the State Planning Agency, the Attorney General, the Ombudsman for Corrections, the State Public Defender, a representative of the State Supreme Court and six representatives of the State Legislature. The policies adopted by the Task Force stress multiagency cooperation, investment of funds to ensure positive change after short-term Federal funds and use of proven and successful methods in program and strategy development.

The Minnesota State Planning Agency serves as a member of and staffs the Task Force, serves as fiscal agent for all Anti-Drug Abuse Act funds, coordinates all Act activities, serves as liaison with the Federal Government and administers the Governor's Drug-Free Communities funds. The State Planning Agency contracts with the Departments of Public Safety, Education and Human Services to implement their portions of the Anti-Drug Abuse Act.

Arizona integrated the planning for the Anti-Drug Abuse Act funds into the planning and strategy development for all state drug enforcement activities. In August 1987, Arizona enacted comprehensive legislation to combat drug abuse. The Criminal Justice Commission, already responsible for a variety of statewide criminal justice issues, was given responsibility for the development of state and Federal enforcement plans and for a newly created state Drug Enforcement Fund. It was also required to coordinate with other government agencies in the development, implementation and assessment of programs for alcohol and drug enforcement, education, prevention and treatment. A Drug Enforcement Task Force was formed to advise the Criminal Justice Commission on:

- o The nature and scope of drug offenses and related criminal activity in the state
- o Specific purposes for monies in the drug enforcement account, specific programs and constitutional, statutory and administrative revisions to enhance the deterrence, investigation, prosecution, adjudication and punishment of drug offenders
- o An evaluating and reporting mechanism on the effectiveness of programs funded through the drug enforcement account

Similar committees were established to coordinate drug education and treatment activities in the state. Arizona found that it was best to first coordinate within each discipline separately as considerable coordination was required within each area. Interdisciplinary coordination occurs through overlapping memberships on the committees and coordination on specific tasks.

Virginia used still another approach to coordination. It does not have a central agency, council or individual responsible for the coordination of the state's anti-drug abuse activities; instead, a number of agencies, including the Departments of Mental Health, Mental Retardation and Substance Abuse (DMHM RSA), Education, Corrections and Criminal Justice Services and the State Police have anti-drug abuse responsibilities. Nevertheless, there are numerous collaborative efforts including the Youth Alcohol Prevention Project developed by the Department of Motor Vehicles with assistance from the Department of Education and DMHM RSA, the DARE Program in 109 school districts implemented by the State Police and the Department of Education, and the drug treatment program being developed through a collaborative effort by DMHM RSA and the Department of Corrections.

Efforts are currently underway in Virginia to develop an interagency substance abuse plan including prevention/education, treatment and enforcement. DMHM RSA is serving as the lead agency. Each participating agency is developing an agency mission and philosophy statement regarding substance abuse, documenting the types of services and interagency efforts provided, identifying service gaps and making recommendations to implement more effective services.

Many of the formula grant programs implemented by the states are built on or result in interagency and intergovernmental coordination and cooperation. For example, most of the task forces established within the states include the active participation of several local agencies or local and state agencies. Law enforcement and prosecutorial agencies are working closely together in many of the task forces to ensure that complex investigations are properly conducted and cases are prosecuted. Many also include participation of Federal agencies, such as the Drug Enforcement Administration and/or United States Attorneys. Specific examples of coordination and cooperation at the project level are found through the next several chapters of the report.

PROGRAM EVALUATION

The Bureau of Justice Assistance is committed to assessing the effectiveness and impact of the activities funded under both the Discretionary and Formula Grant Programs authorized by the Anti-Drug Abuse Act and has developed an evaluation plan to fulfill that commitment.

The evaluation plan implemented by the Bureau of Justice Assistance over the past two years will be strengthened in response to the increased emphasis on evaluation in the Anti-Drug Abuse Act of 1988. When fully implemented, the evaluation plan will build upon existing evaluation efforts to strengthen planning, coordination and reporting activities.

The Bureau is authorized by the Act to establish rules and regulations as necessary to ensure the continuing evaluation of selected programs or projects in order to determine:

- o Whether such programs or projects have achieved the performance goals stated in the original application, are of proven effectiveness, have a record of proven success or offer a high probability of improving the criminal justice system
- o Whether such programs or projects have contributed or are likely to contribute to the improvement of the criminal justice system and the reduction and prevention of crime
- o Their cost in relation to their effectiveness in achieving stated goals
- o Their impact on communities and participants
- o Their implication for related programs.

The Anti-Drug Abuse Act of 1988 requires that programs funded with formula grant funds contain an evaluation component developed in accordance with guidelines established by the National Institute of Justice (NIJ), in consultation with BJA. The Director of BJA may waive this requirement under certain circumstances. Each state is required to provide to BJA, at the end of each fiscal year, a performance evaluation and assessment report concerning formula grant activities. BJA recommended, in its formula

grant guidelines, that the states establish an evaluation capability at the state level to comply with this requirement.

The Act also requires each applicant for discretionary grant funding to include an evaluation component in the application and to agree to conduct required evaluations according to procedures and terms established by the Bureau of Justice Assistance.

The Anti-Drug Abuse Act of 1988 made the National Institute of Justice an active partner in the Bureau's evaluation program by requiring NIJ to develop evaluation guidelines and to conduct a "reasonable" number of comprehensive evaluations of selected discretionary and formula grant programs. Formula grant programs or projects that are potential candidates for Bureau-supported demonstration efforts, and discretionary grant programs with the potential for replication at the state or local levels will be considered for evaluation.

The Bureau is developing a full range of options, including ongoing monitoring activities, implementation and design studies and comprehensive evaluation research. This strategy will permit BJA to ensure that an evaluation component can be established for each program under the Formula Grant Program and for each grant awarded under the Discretionary Grant Program.

The Bureau's evaluation activities are designed to improve approaches to drug abuse and to address weaknesses in the Nation's criminal justice system. The following evaluation initiatives will contribute to this goal:

- o **Annual Project Report Forms** were developed for each of the purpose areas authorized in the Anti-Drug Abuse Act of 1986 and will be revised in 1989 to cover the new purpose areas addressed in the Anti-Drug Abuse Act of 1988. These forms are completed at the project level and are designed to collect information on the types of activities implemented and the results achieved.
- o **Drug and Violent Crime Related Data Summaries** were developed to assist the states in developing their statewide drug and violent crime strategies and to serve as a basis for assessing the impact of their strategies on the problem. The data summaries gather information on indicators of drug use and availability and on the level and flow of violent crime and drug cases in the criminal justice system. The comparison of this data over time will help to provide the states and BJA with an assessment of the impact of drug control and system improvement efforts.
- o **The Performance Evaluation and Assessment System** is used to compile and analyze the information from the Annual Project Report Forms and the data summaries and will provide a national database of information that can be used to assess the overall impact of drug control and system improvement efforts.
- o **The Consortium to Assess the Impact of the State Drug Strategies** is a discretionary grant project designed to develop standardized evaluations of drug control efforts at the state level. During 1988, impact measures were developed and data were collected for law enforcement task forces and crime laboratories by the 15 participating states, and public opinion surveys were conducted in several states. In FY 1989, the Consortium will expand both the number of participating states and the areas of assessment.
- o **The National Institute of Justice** will assist BJA in developing individual and joint strategies to make the most effective use of limited resources for planning, designing and conducting evaluations.
- o **Evaluation Guidelines** will be developed in 1989 as a series of documents to provide the states and discretionary grant recipients direction and assistance in conducting evaluation activities. The first document, establishing the overall framework for the evaluation program, will be issued in the spring of 1989. This will be followed by other documents covering useful evaluation approaches and methods in the form of implementation manuals.

Drug Demand Reduction Activities

The Bureau of Justice Assistance is implementing a three-part drug demand reduction strategy to enhance state and local efforts to reduce the demand for drugs:

- o Drug Use Prevention Campaign: Includes the National Citizens' Crime Prevention Campaign
- o Law Enforcement Helping to Reduce Drug Use by Students: Includes Drug Abuse Resistance Education (DARE) and Demand Reduction Training
- o Community Involvement in Reducing Drug Use and Drug-related Crime: Includes the Crime and Drug Prevention Demonstration Program and the Congress of National Black Churches' Anti-Drug Abuse Program

Drug abuse education and prevention programs were not eligible for formula grant funding until the passage of the Anti-Drug Abuse Act of 1988. Approximately one third of the states plan to use formula grant funds to implement or expand Drug Abuse Resistance Education (DARE) Programs and/or community drug use/crime prevention programs in 1989.

DISCRETIONARY GRANT PROGRAM: BJA'S DRUG DEMAND REDUCTION STRATEGY

The goal of the Bureau of Justice Assistance's drug demand reduction discretionary grant programs is to enhance state and local efforts to reduce the demand for drugs by developing model programs, producing drug use prevention materials and providing technical assistance. To accomplish this goal, BJA has adopted

three strategies that focus on demand reduction activities. It should be noted that a number of these programs were initiated with funding administered by the Bureau of Justice Assistance under the Justice Assistance Act of 1984, since the Anti-Drug Abuse Act of 1986 did not authorize the Bureau to implement drug prevention/education programs. These efforts are being continued and expanded under the Anti-Drug Abuse Act of 1988, which combined the purpose areas previously authorized in the Justice Assistance Act with those in the Anti-Drug Abuse Act of 1986.

Strategy 1: Drug Use Prevention Campaign

The drug use prevention campaign strategy is designed to raise the public's awareness of the dangers of drug abuse and to equip children with social resistance skills and the knowledge to help them resist the use of drugs. Implementation of this strategy provides state and local criminal justice agencies, schools and communities with a nationally recognized symbol, "McGruff," the Crime Dog, to promote their drug use prevention message. It also makes available to them nationally developed pamphlets, posters, brochures, videos, puppet curriculum programs, etc., designed to provide effective messages about the dangers of drug use and how to handle situations involving drugs.

Strategy 2: Law Enforcement Helping to Reduce Drug Use by Students

This strategy encourages cooperative efforts between law enforcement and the schools to reduce drug use by students through such programs as the Drug Abuse Resistance Education (DARE) Program. It promotes the use of law enforcement officers in the schools in a nontraditional role of teacher and friend because law enforcement officers serve as role

models for children and have a high degree of credibility on the subject of drugs. In addition, by relating to students in a role other than that of law enforcement, officers develop a rapport that promotes positive attitudes toward the police and greater respect for the law.

Strategy 3: Community Involvement in Reducing Drug Use and Drug-related Crime

The community involvement in reducing drug use and drug-related crime strategy recognizes that the criminal justice system, working alone, cannot eliminate the supply of and demand for drugs. The active participation of community groups, social service agencies, churches and schools working cooperatively with law enforcement is critical to effective drug control efforts. This strategy is designed to develop and test model programs that encourage community involvement in addressing the drug problems.

National Citizens' Crime Prevention "McGruff" Campaign

McGruff, the Crime Dog, provides an effective symbol for drug use prevention programs and materials because he is recognized by 99 percent of children between the ages of six and twelve and 97 percent say they try to do what McGruff tells them, according to a 1987 market research study in 12 major cities.

BJA supports the National Citizens' Crime Prevention Campaign, administered by the National Crime Prevention Council (NCPC). The Campaign features McGruff, the Crime Dog, a nationally recognized symbol for crime prevention, who teaches children and adults about crime and drug prevention strategies. Through the Campaign and the various partnerships that have developed with other Federal agencies and the private sector, BJA's efforts in drug use prevention education reach millions of children, law enforcement professionals, community groups, schools and businesses.

Reaching young children who have not yet tried alcohol or other drugs or been exposed to peer pressure is crucial. Because of McGruff's widespread recognition by children in the six to twelve agegroup, he is an ideal vehicle to convey a clear message about personal protection and the dangers of drug use to this audience. The McGruff character has been positioned as a counselor and advisor; his messages do not encourage fear but rather serve as a catalyst for positive action to solve problems.



McGruff,
the Crime Dog

We Support the National
Citizens' Crime Prevention Campaign.
**TAKE A BITE OUT OF
CRIME®**

McGruff first entered the war on drugs on August 13, 1987, when he was featured in his first drug prevention television commercial. Since that time, new media delivery approaches to communicate drug prevention information have been developed.

McGruff has appeared in three new public service announcements (PSAs) on drug use prevention, teaching children the importance of "saying no to drugs" and showing real life situations in which children are offered drugs and the ways they can handle the situation. These PSAs are accompanied by print ads, transit ads, billboards and response materials for children and parents.

McGruff's public service advertisements generate an average of over \$50 million in free advertising space and time each year -- making this Campaign among the top five Campaigns of the Advertising Council, Inc., and realizing a return on the Federal investment of 100:1. As a direct result of the drug prevention ads, the National Crime Prevention Council receives an average of 1,000 requests per week for information on the topic of drug use prevention and children.

In partnership with a large corporation, a multi-media drug prevention kit was distributed to every school district with a population of over 1,000 students, as well as to state drug abuse, crime prevention and education chiefs. Included in the kit is a 23-minute video, targeting children six to twelve years of age, that teaches them how to say no to drugs. In 1989, the video will be distributed to the remaining school districts with BJA funding.

Because comic books are an effective way to reach children, a McGruff comic book is being developed in a joint effort between BJA, the Office of Substance Abuse Prevention in the Department of Health and Human Services and NCPD. Initially, 1.5 million copies of the comic book will be printed and distributed to elementary school children. The objectives are to:

- o Create awareness of the drug use problem
- o Convey serious potential consequences of drug use
- o Show appropriate behavior and methods for resisting peer group pressure to use drugs
- o Present examples of transactions that build constructive peer relationships
- o Show healthy alternatives and display the value of friendship in contributing to personal safety and well-being.

Through another partnership effort, a "Saying No Isn't Tough When You Think Like McGruff" poster (printed with less than \$9,000 in BJA funds) has been developed for distribution to 50,000 elementary schools around the country via the Department of Health and Human Services.

Building on BJA's support, which created and sustained the McGruff character, the work of McGruff product licensees represents an extension of the Campaign's objectives with non-Federal funds. More than 75,000 McGruff Drug Prevention and Child Protection Curricula (a licensed product) are being used in elementary classrooms around the Nation and being paid for with funds from state or local education authorities, law enforcement agencies or local civic groups (e.g., Lions, Telephone Pioneers).

This program consists of a 27-inch McGruff puppet, a grade level audio cassette filled with lessons and songs and a teacher's guide suitable for each particular grade level. The puppet is used by the teacher in conjunction with the prerecorded cassette to provide weekly lessons and activities throughout the school year on personal protection and substance abuse prevention topics. The curriculum, targeted at grades kindergarten through six, consists of 32 lessons per grade level.

BJA funded a nationwide evaluation of the McGruff Drug Prevention and Child Protection Curriculum. The results are positive: the study found that students in the program learned and improved their attitudes, teachers liked the program and parents endorsed the content and the need for the program.

In 1985, the Bureau of Justice Assistance entered into a partnership with NCPD and the National Association of Stock Car Automobile Racing (NASCAR). This partnership signifies NASCAR's interest in promoting crime and drug prevention in cooperation with their sponsors, track owners, drivers and fans throughout the United States. Over 23 NASCAR Grand National drivers have assisted McGruff in teaching children about crime prevention and saying no to drugs.

Working with local law enforcement and government agencies, NASCAR tracks have promoted McGruff's drug prevention messages, informational materials and public service announcements and have been very active in community outreach programs. In 1988, for example, the Crime Prevention Coalition presented an award to Viking Speedway in Alexandria, Minnesota, for their outstanding contributions in this area. With the support of this speedway, McGruff and local officers visited 3,600 children at 15 elementary schools, and through other community activities,

reached over 70 percent of the population of Douglas and Pope Counties.

The partnership between BJA, NCPC and NASCAR also resulted in the production of a Motor Sports public service announcement featuring McGruff with NASCAR Champion Darrell Waltrip. This PSA was first aired during the Daytona 500 in February 1988 and subsequently on cable and local television stations throughout the country with the message that "Winners Don't Use Drugs."

Drug Abuse Resistance Education (DARE)

Over 2,600 officers have received extensive Drug Abuse Resistance Education (DARE) training by the Bureau of Justice Assistance supported DARE Regional Training Centers.

Project DARE is an educational program designed to equip elementary school children with skills for resisting peer pressure to experiment with tobacco, drugs and alcohol. This unique program, which was developed in 1983 as a cooperative effort by the Los Angeles Police Department and the Los Angeles Unified School District, uses uniformed law enforcement officers to teach a formal curriculum to students in a classroom setting. Project DARE focuses predominately on fifth and sixth graders in an effort to equip them with the appropriate skills to stand up to peer pressure before entry into junior high school. The presentation of a highly structured curriculum focuses on five major areas:

- o Providing accurate information about tobacco, alcohol and drugs
- o Teaching students respect for the law and law enforcers
- o Showing students techniques to resist peer pressure
- o Giving students ideas for alternatives to drug use
- o Building the self-esteem of students.

The DARE Program, which was developed by health education specialists, is based on the concept that elementary school children require specific analytical and social skills to resist peer pressure and say no to drugs. DARE instructors do not use the scare tactics of traditional approaches that focus on the dangers of

drug use. Instead, instructors work with children to raise their self-esteem, provide them with decisionmaking tools and help them identify positive alternatives to substance use. DARE uses uniformed law enforcement officers to conduct the class. The officers serve both as role models and as a source of credibility on the subject of drug use.

In response to the success of a seven site demonstration program, BJA now funds four DARE Regional Training Centers that provide training for police officers who teach DARE in school for grades K-12, provide state-of-the-art information for teachers, instructors/mentors, education personnel and students, and provide training for police officers who work with and train other officers as instructors. BJA has published a program brief entitled An invitation to Project DARE which provides an accurate description of the DARE Program. The Bureau has also published a manual entitled Implementing Project DARE which includes information necessary to implement and administer a DARE Program.

The DARE Program concept has been readily accepted, which is highly evident by the nearly 800 DARE Programs implemented throughout the United States. These programs had administered DARE training to an estimated 3 million students by the end of 1988. Independent training sites, in addition to the four regional centers funded by BJA, have been established. The Department of Defense has 58 trained officers teaching DARE in 347 schools in Europe, and the Bureau of Indian Affairs has seven trained officers, with 93 scheduled for training. BJA has distributed over 18,000 copies of its two-part DARE Program Brief.

Demand Reduction Training

With Bureau of Justice Assistance technical and financial assistance, training was provided for Drug Enforcement Administration (DEA) and Federal Bureau of Investigation (FBI) demand reduction coordinators to enhance their ability to work with state and local communities to reduce the demand for drugs.

Two training workshops were held in FY 1988 for the DEA's 19 regional demand reduction coordinators. In April 1988, a Law Enforcement Symposium on Demand Reduction was sponsored by BJA in conjunction with DEA and the National Crime Prevention Council (NCPC) to solicit information on activities being conducted by law enforcement in the area of demand reduction and to

develop strategies for additional program development. Twenty-five representatives from state and local police agencies, as well as representatives from DEA and the FBI, shared their program experience and knowledge. Through these efforts, BJA is encouraging law enforcement to work with schools, community organizations and businesses to implement drug prevention education programs.

The training for demand reduction coordinators was based on the information contained in a two-volume Demand Reduction Coordinators Resource Guide, developed with BJA support. The guide provides DEA and FBI field demand reduction coordinators with a background on current issues in demand reduction, extensive resource materials and "how-to" guidance for working with state and local law enforcement agencies, schools, community groups and businesses in planning and implementing demand reduction initiatives. The DEA and FBI play leadership roles for law enforcement in the fight against drugs, and the demand reduction coordinators are instrumental in providing access to Federal information sources, model programs and training. In FY 1989, the guide will be modified and distributed to state and local law enforcement agencies.

Crime and Drug Prevention Demonstration Program

The Bureau of Justice Assistance established four demonstration sites to implement the Systems Approach to Crime and Drug Prevention Program. These projects are located in Jacksonville Florida; New Haven, Connecticut; Knoxville, Tennessee; and Tucson, Arizona. Key elements include targeting a community for intensive crime prevention initiatives; using crime analysis/data management as a tool for effective targeting in crime prevention and mobilizing community support; interagency cooperation through a multi-disciplinary planning team comprised of representatives from various city agencies; and the development of drug use prevention programs.

The drug use prevention program will include such activities as: drug-free school zones; elementary school education programs; drug prevention initiatives incorporated into Neighborhood Watch Programs; media campaigns for public awareness; special initiatives targeting public housing; and demand reduction training to law enforcement officers and community representatives.

Congress of National Black Churches' Anti-Drug Campaign

Black churches will organize the community in high drug crime areas of target cities to reduce drug abuse and drug crime under a discretionary grant with the Congress of National Black Churches.

The Bureau of Justice Assistance, with the participation of the Office of Juvenile Justice and Delinquency Prevention, entered into a cooperative agreement with the Congress of National Black Churches to conduct a National Anti-Drug Campaign. This program is intended to impact on the values of the black community by increasing its awareness of the dangers of drug abuse and drug crime. It enlists the active participation of the community in combatting illegal drugs from both the supply and the demand sides. Within the black community, the church has proven to be a galvanizing agent in motivating the community to act and in sustaining that motivation. The black churches in target cities will be used as the structure to organize and coordinate community involvement with traditional criminal justice agencies and other service providers in efforts to reduce drug abuse and drug crime.

The Congress of National Black Churches is implementing a comprehensive program to:

- o Summon, focus and coordinate the leadership of the black churches to support a unified message and structural plan to enable and assist high-risk target communities to more effectively combat the problem of drug abuse and drug-related crime
- o Use the leadership authority of key ministers in each target community, in conjunction with the local mayors, to forge a community-wide task force to support the plan and specifically tailored strategies aimed at reducing the supply and demand for drugs and the crime associated with drugs
- o Mobilize groups of community residents to plan, review, refine and participate in implementing these specific strategies and helping families and individuals cope with the crises created by drug abuse and drug crime
- o Create a national communications network between these target communities to allow for the exchange of information and comparison of results regarding the effectiveness of various strategies and to form a more uniform

consciousness of collective action in the fight against drug abuse and drug crime.

During phase one of the program, community anti-drug efforts and capacity building were begun in Washington, D.C. The program may be expanded to five additional sites during phase two of the program.

FORMULA GRANT PROGRAM: THE STATES' DRUG DEMAND REDUCTION STRATEGIES

A number of states implemented drug abuse education and prevention programs with the block grant funds available under the Justice Assistance Act, since the Anti-Drug Abuse Act of 1986 did not authorize these programs. Approximately one third of the states plan to implement or expand Drug Abuse Resistance Education (DARE) Programs and/or community drug use/crime prevention programs with funding available under the Anti-Drug Abuse Act of 1988, which authorizes the funding of drug use education and prevention programs.

Drug Abuse Resistance Education (DARE)

An evaluation of the Illinois DARE Pilot Program, prepared for the Illinois State Police, found broad support for the program from students, parents, law enforcement officials, community representatives, teachers and principals associated with the program.

Approximately 30 percent of the states plan to use formula grant funds to implement or expand the DARE Program in their states. Some of these efforts were initiated under the Justice Assistance Act, since DARE activities did not become eligible for formula grant support until the passage of the Anti-Drug Abuse Act of 1988. DARE model implementation by the states is described on page 51. The evaluation of the Illinois program documents some of the reasons for the rapid growth in popularity of this program.

Over 90 percent of participating students in Illinois like the program. In videotaped role-plays, 87 percent of the students were judged as demonstrating full refusal skills after the fifth week of the DARE curriculum. After the fourteenth week, this percentage increased to 92 percent.

In addition to teaching refusal skills, the vast majority of teachers and principals agree that DARE also had the following positive results:

- o Students are more willing to talk about problems relating to drugs
- o Students are more likely to say "no" to negative behavior
- o Students have more positive attitudes towards police officers
- o Students have more negative attitudes about drug use.

All surveyed law enforcement officials, community representatives and principals, along with 87 percent of teachers, would recommend DARE to their fellow professionals without alteration. The drug abuse service providers surveyed were less positive about the program, with only 33 percent indicating that they would recommend the program.

More than 90 percent of the law enforcement community, teachers, principals and community representatives feel that it is appropriate for a state police officer to teach the DARE curriculum. Only 40 percent of the service providers feel that using state police officers to teach the program is appropriate. The program in Illinois was implemented by the Illinois State Police. Survey results indicate an overwhelming majority feel that classroom teachers would not have obtained the same results as uniformed officers if they had taught DARE. With the exception of the teachers, a majority of the groups surveyed feel that, in most communities, it is more appropriate for a local police officer to teach DARE.

Percent who feel classroom teachers would have obtained the same results as the law enforcement officers:

Law Enforcement Community	0%
Principals	5%
Community Representatives	5%
Teachers	8%
Service Providers	55%

In addition to the Illinois DARE Program, the Illinois State Police administer one of the DARE Regional Training Centers supported by BJA.

Community Drug Use/Crime Prevention Programs

A few states plan to use formula grant funds to implement community drug use/crime prevention programs in 1989.

Two community drug use/crime prevention programs that are being implemented with formula grant funds are described below. Only a few states have allocated funds for such activities because these types of programs were not eligible for funding until the passage of the Anti-Drug Abuse Act of 1988.

The District of Columbia will use formula grant funds to implement a Juvenile Support Services Program to develop and test a training module for police officers assigned to the Police Boys and Girls Club. The Club serves youth throughout the city with after school and summer recreational and educational activities. Through these clubs, police officers make contact with children who are often not involved in the criminal justice system, but are at high-risk of becoming involved in illegal activity and drug use. A comprehensive training module will be developed, which will focus on proven intervention strategies to recognize and assist juveniles with problems that may lead to involvement with drugs.

Illinois plans to use formula grant funds for its Drug and Statewide Crime Prevention Campaign, designed to prevent substance use among school children and to encourage individual and community responsibility for the safety of one's self and others. The program will build on the past efforts of the Illinois Criminal

Justice Information Authority and will utilize the McGruff symbol to engage youth. Critical elements include:

- o **Joint Planning:** A committee representing law enforcement, community groups, businesses, state agencies, special interest groups and academia will oversee the program.
- o **Public Education:** Strategies to communicate crime prevention messages and encourage people to take positive steps in the fight against crime include: staffing a toll-free phone line, using billboards and message signs, distributing materials and participating in state and local fairs and special events.
- o **Involvement of Law Enforcement:** Local law enforcement officers will be the primary resource people for local information and technical assistance.
- o **Partnership:** The importance of police and community groups working as a team to fight crime will be continuously stressed. Callers on the toll-free line will be encouraged to coordinate with their local officer and view him or her as a resource for information and leadership in developing and implementing a community-based program.
- o **Clearinghouse:** In addition to printing and distributing materials, the program maintains a clearinghouse of information, including referrals to organizations with a specific focus, studies on the effectiveness of crime prevention programs and information on licensed products, where to borrow the McGruff suit and programs in other communities.
- o **Education Materials:** Materials which can be used by in-school drug prevention programs will be developed, printed and distributed.

Drug Law Enforcement Activities

The Bureau of Justice Assistance (BJA) is implementing a five-part drug law enforcement strategy to enhance the ability of state and local agencies to control the supply of drugs and reduce drug-related crime:

- o **Multi-jurisdictional Operations:** Includes Organized Crime Narcotics Trafficking Enforcement, Crack/Focused Substance Enforcement, Pharmaceutical Diversion, Clandestine Laboratory Model and Regional Information Sharing System Programs
- o **Removing the Profit Motive From Drug Trafficking:** Includes Asset Seizure and Forfeiture and Financial Investigations Model Programs
- o **Technical Assistance and Training:** Includes Narcotics Enforcement Technical Assistance and Training, Asset Seizure and Forfeiture Training, Financial Investigations Training and Clandestine Laboratory Enforcement Training
- o **Emerging Trends and Strategies:** Includes Problem-Oriented Policing, Street Sales Enforcement and Drug Recognition Programs
- o **Institutionalization of Drug Enforcement Improvements:** Includes Law Enforcement Policy Center and Enforcement Accreditation Programs

The states have used approximately 65 percent of their formula grant funds for drug law enforcement programs. Most of these funds have been used to establish over 700 multi-jurisdictional task forces and drug units. Other enforcement programs include marijuana eradication and capacity building programs, such as training and personnel.

DISCRETIONARY GRANT PROGRAM: BJA'S DRUG LAW ENFORCEMENT STRATEGY

The goal of BJA's drug law enforcement discretionary grant programs is to provide leadership, guidance and technical assistance and to develop and demonstrate innovative and/or effective programs that enhance the ability of state and local agencies to control the supply of drugs and reduce drug-related crime. To accomplish this goal, BJA has adopted five strategies designed to strengthen drug enforcement operations in this country.

Strategy 1: Multi-jurisdictional Operations

The multi-jurisdictional operations strategy is designed to promote the idea that individual agencies simply cannot cope with the problems posed by narcotics trafficking, which by its nature crosses jurisdictional boundaries. Through multi-jurisdictional cooperative efforts, participating agencies can leverage their limited resources through mutual development and implementation of investigation plans, thereby operating more effectively and efficiently. The multi-jurisdictional concept includes cooperation across geographical boundaries, across system boundaries (e.g., law enforcement officers and prosecutors) and intergovernmental boundaries (i.e., Federal, state and local).

Multi-jurisdictional operations are not new. The concept has been used in many parts of the country and by Federal enforcement agencies for years. Almost every state has implemented multi-jurisdictional task force programs under the BJA Formula Grant Program. But, many of these efforts in the past have been of limited success due to management and control issues. BJA is exploring, testing and documenting effective management and control structures. For example, the control group form of management, described below under the Organized Crime Narcotics Trafficking Enforcement Program, has been tested and found to be highly successful in each of the 20 sites. The multi-jurisdictional operations concept is also being demonstrated as an effective approach to addressing specific drug control problems, such as the spread of crack, pharmaceutical diversion and clandestine laboratory enforcement.

Strategy 2: Removing the Profit Motive from Drug Trafficking

Removing the profits from drug trafficking through the use of asset seizure and forfeiture and financial investigations is an extremely valuable tool in narcotics investigations. In the past, this type of investigation has been primarily confined to Federal efforts because many state and local agencies lacked the training, expertise and resources necessary to successfully complete the long-term investigations of this nature. This strategy is designed to demonstrate the deterrent effect of attacking the profits generated by narcotics trafficking and the financial resources that can accrue to state and local agencies as a result of these investigations.

Strategy 3: Technical Assistance and Training Programs

The technical assistance and training strategy is designed to provide state and local agencies with state-of-the-art information on proven programs and practices, emerging problems and innovative techniques. Providing training and technical assistance through national scope programs is a very cost-effective means of providing law enforcement personnel from sophisticated and less sophisticated jurisdictions with the best available information drawn from expertise and experiences of Federal, state and local agencies throughout the country. Technical

assistance and training are available in all areas of drug control, including narcotics investigations and techniques, crime analysis, multi-jurisdictional enforcement operations, asset seizures and forfeitures and financial investigations.

Strategy 4: Emerging Trends and Strategies

This strategy is designed to build on pioneering work by other organizations, such as the National Institute of Justice, and to demonstrate emerging operations that appear to be successful in dealing with narcotics trafficking and drug abuse. Whereas BJA's demonstration programs reflect refinements or unique supplements to operational techniques that have proven to be successful, this strategy is aimed at identifying and testing relatively new techniques that are promising but have not necessarily been fully field tested. The rapid operational and technological changes that are being driven by the sheer volume, scope and complexity of drug cases makes this strategy an extremely important part of BJA's drug enforcement strategy. Programs funded under this strategy include Problem-Oriented Policing and Street Sales Enforcement.

Strategy 5: Institutionalization of Drug Enforcement Improvements

In an effort to institutionalize the long-term benefits and lessons learned from the program successes and to document the failures, BJA has funded several efforts designed to incorporate this information into the overall law enforcement policy development process at the state and local levels. Both the Law Enforcement Policy Center, funded through a cooperative agreement with the International Association of Chiefs of Police (IACP), and the Law Enforcement Accreditation Program, for which BJA provides supplemental funding, are efforts designed to institutionalize learned lessons into policies and standards that will guide law enforcement thinking, planning and decisionmaking in the future. A manual for police chiefs and sheriffs entitled Reducing Crime by Reducing Drug Abuse has been developed by IACP with BJA support and distributed to 16,000 criminal justice, state and local government, schools and community agencies throughout the country.

Organized Crime Narcotics Trafficking Enforcement Program

In 1988, the Organized Crime Narcotics Trafficking Enforcement projects arrested 4,626 high-level criminals and seized almost \$205 million in cash, drugs and property. The arrests are the result of activities related to 393 cases, some of which are still in the investigative stages. Approximately \$167 million of the seizures involved drugs, 82 percent of which were cocaine.

The goal of the Organized Crime Narcotics Trafficking Enforcement Program is to enhance, through shared management of resources and operational decisionmaking, the ability of local, state and Federal criminal justice agencies to remove specifically targeted major narcotics trafficking conspiracies and offenders through investigation, arrest, prosecution and conviction.

Each project is comprised of participating law enforcement agencies and must include a state or local law enforcement agency, a prosecuting agency and the Drug Enforcement Administration (DEA). The participation of a prosecuting agency ensures the incorporation of prosecutive strategies into investigative plans and provides legal consultation and advice at every stage of the case. The participating prosecuting agencies include local prosecutor's offices, the state Attorney General and/or the United States Attorney.

The Control Group, based on the concept of shared management, has been critical to the success of the Organized Crime Narcotics Program and has eliminated the serious friction that often results from the traditional "lead agency" style of task force management.

Program management and operational decisionmaking are shared through the Control Group. The Control Group is comprised of a senior command representative from each of the participating agencies. It serves as a governing board, establishing policies, selecting cases to be investigated, allocating project resources and jointly monitoring investigations. Members of the group have an equal vote on all project matters, and all Control Group decisions must be unanimous.

Cases are derived from ongoing investigations by participating or nonparticipating agencies and are presented to the Control Group. For a case to be accepted by the project, it must involve the investigation of high-level criminal activity and affect

more than one jurisdiction. A case plan is prepared for each case, which includes target information, type and level of criminal activities, potential investigative impediments, proposed investigative actions, prosecutive strategy deemed most conducive to success, personnel and equipment needed, and anticipated expenses. The Control Group may approve, disapprove or defer action on the proposal for project case designation. Once a case is approved, one of the participating agencies is designated as the "lead agency" for case management.

Because of the success and cost effectiveness of the original eight Organized Crime Narcotics Trafficking Projects, BJA has expanded this program and implemented projects in an additional 13 jurisdictions.

Programs were implemented in eight jurisdictions under the Justice Assistance Act of 1984. The effectiveness of this program has resulted in the continuation and expansion of these original programs with funding provided by the Anti-Drug Abuse Act of 1986 and the extension of the program to a total of 21 jurisdictions. The original programs are located in Colorado; Broward County, Florida; Harrison County, Mississippi; Kansas City, Missouri; Oklahoma; Multnomah County, Oregon; and Utah. The eighth program is a multistate effort in Florida, Alabama, Georgia and South Carolina.

Personnel and equipment costs are borne by the participating agencies. The Federal grant funds are generally used for the purchase of evidence and information, investigative travel and surveillance expenses.

Crack/Focused Substance Enforcement Demonstration Program

In 1988, the six operational Crack Task Force Demonstration Programs made 2,625 felony crack/cocaine-related arrests and seized 329 pounds of crack and cocaine with an estimated street value of over \$29 million. The Task Forces seized over \$2 million in currency, 1,015 firearms, 19 automobiles and 2 pieces of real estate.

Map 1

Location of Organized Crime/Narcotics Trafficking Enforcement Projects, Crack Task Forces and Street Sales Enforcement Projects



BJA funded six crack task forces in late 1987 and early 1988 to demonstrate the effectiveness of the task force concept in focusing on specific and/or new drug problems. Crack was selected as the drug to target with the focused substance enforcement demonstration program for several reasons: it is a relatively new drug; it is highly addictive; it is inexpensive enough to attract children and young adults; it has become the drug of choice in several jurisdictions; it is associated with street violence; and the method of distribution is usually open sales on the street or through "crack houses."

The crack task forces are designed to significantly enhance state, local and Federal efforts to combat the rapidly growing availability of crack and the threat it poses. The crack task forces are based on the Street Sales Enforcement Program model and involve the participation of the U.S. Attorneys and the Drug Enforcement Administration. The original six task force sites were Baltimore, Maryland; Denver, Colorado; Detroit, Michigan; Houston, Texas; Los Angeles, California; and Minneapolis, Minnesota. In late 1988, three additional task forces were started in Miami, Florida; Nassau County, New York; and San Diego, California.

Pharmaceutical Diversion

The Pharmaceutical Diversion Demonstration Program is designed to demonstrate the effectiveness of the use of multiple copy prescriptions, information systems for controlling prescriptions and training for doctors, nurses, pharmacists and other medical personnel in reducing the use of prescription drugs for non-medical purposes and the diversion of licit drugs into the illicit market.

This program encourages law enforcement, professional licensing boards and regulatory agencies to work together to reduce the diversion of legitimately manufactured controlled substances. The major elements of the program include:

- o The establishment or enhancement of a system for collecting and analyzing data on the diversion of controlled substances
- o Increased investigations of diversions
- o Improved regulatory controls against diversions

- o Prevention and detection of forged, altered or illegal prescriptions and the identification of practitioners who prescribe carelessly
- o Training for law enforcement, prosecutorial and regulatory personnel.

This program is being implemented in four states, Connecticut, Massachusetts, Nebraska and Virginia, and in the City of Columbus, Ohio. Two of the states will be reintroducing legislation in 1989 to implement a multiple copy prescription system and are establishing administrative procedures to track prescriptions if the bills are defeated again. The DEA reports that this type of system significantly reduces the number of prescriptions that are written, but only nine states have implemented this system to date. However, these are nine of the larger states, representing 42 percent of the doctors in the country. The Virginia Pharmaceutical Diversion Unit reports that 374 complaints were received in 1988 and that 61 arrests on 194 felony and 182 misdemeanor charges were made. The Nebraska program provided training to over 900 doctors, nurses, pharmacists, medical school students and hospital personnel.

Clandestine Laboratory Model Enforcement Program and Technical Assistance and Training

Teams comprised of law enforcement, prosecutors and forensic chemists have been formed under the Clandestine Laboratory Model Enforcement Program for the purpose of responding to requests to investigate clandestine laboratories.

The disruption of clandestine laboratories is extremely dangerous for the officers involved in the operation. Many of the labs fortified against entry are booby trapped and contain toxic, flammable and explosive chemicals. In 1987, the DEA reported the seizure of 682 clandestine labs. Twenty percent of these labs were discovered because of a fire or an explosion. Counter measures, such as electronic scanners, video monitors and sound sensors, were found in 30 percent of the labs. An increasing number of state and local law enforcement agencies are becoming involved in the disruption of these labs, but few have the protective equipment and training to ensure officer and community safety.

Another emerging issue related to the disruption of clandestine labs is toxic waste disposal. The agency that disrupts a lab becomes legally responsible for the

safe disposal of the chemical wastes and environmental cleanup. In 1988, DEA spent approximately \$8 million on cleanup costs or an average of approximately \$5,400 per site. BJA entered into a cooperative agreement with the National Sheriffs' Association to provide technical assistance to law enforcement officials, prosecutors, forensic chemists, state and local elected officials and regulatory agency personnel. The technical assistance is being provided through 15 seminars that provide the participants with the protocols and methodologies necessary to safely investigate and seize clandestine laboratories, the procedures for collecting evidence for prosecution and the safe and legal methods for the disposal of hazardous materials.

Statewide enforcement projects have been established in California, New Jersey, Pennsylvania and Washington under the Clandestine Laboratory Model Enforcement Program. These projects will develop and implement centrally coordinated multi-jurisdictional activities to investigate clandestine laboratories and prosecute those responsible. Emphasis will be on the establishment of an interdisciplinary response to clandestine laboratories throughout a state and a formal mechanism whereby investigative and prosecutorial personnel can be allocated, trained, equipped, focused and managed to achieve maximum criminal and civil remedies with maximum safety. Critical to the success of this program is a shared management system of intergovernmental law enforcement and prosecutorial resources and the inclusion of DEA representation.

In 1989, BJA will provide state and local law enforcement officials with training and certification to safely seize clandestine laboratories, collect dangerous chemicals as evidence for prosecution and transport and store dangerous chemicals. This training will be provided through an interagency agreement with DEA, in accordance with the Occupational Safety and Health Administration's standards.

Regional Information Sharing System

The Regional Information Sharing System (RISS) Program was established to support multiagency coordination and cooperation among local, state and Federal law enforcement agencies.

The RISS Program, although not supported with Anti-Drug Abuse funds, has been administered by BJA and its predecessor agency since 1974 and is an

important resource to the many state and local multi-jurisdictional task forces established under BJA's Formula Grant Program. The objectives of the program are:

- o To encourage and facilitate the rapid exchange and sharing of information pertaining to known or suspected criminals or criminal activity among Federal, state and local law enforcement agencies
- o To enhance coordination and communications among those agencies in pursuit of criminal conspiracies determined to be interjurisdictional in nature
- o To provide technical and investigative support to augment existing multi-jurisdictional enforcement resources and operations, including specialized equipment, training and investigative funds.

There are six RISS projects with a membership of 2,369 state and local agencies and 165 Federal agencies, covering all 50 states. Each project has both an information sharing and an analytical component. Automated criminal intelligence databases that contain information pertaining to known or suspected criminals or criminal activity have been established by all six projects. As of December 1987, information was being maintained on 97,476 principal subjects in the intelligence databases.

All of the RISS projects make confidential funds available for use by member agencies in the purchase of investigative information, contraband, stolen property and other items of an evidentiary nature or to provide for other investigative expenses. Pools of specialized equipment, such as photographic, communications and surveillance equipment, are available for loan to participating agencies. Technical assistance and training to enhance investigative coordination and information sharing skills of member agency personnel is also available through the RISS projects.

During FY 1988, member agencies used RISS project services to assist with investigations which resulted in 5,253 arrests, the seizure of controlled substances with an estimated street value of \$222,351,278 and the seizure of assets valued at \$19,428,747. A number of states included participation in the RISS Program as an important element of their drug enforcement strategy.

Asset Seizure and Forfeiture Models and Technical Assistance and Training

Assisting state and local agencies in efforts to remove the profit from drug trafficking is a very important component of BJA's drug enforcement strategy.

BJA has funded four model programs that are designed to hit hard on drug kingpins by removing assets related to their drug activities. The Asset Seizure and Forfeiture Model Projects, located in the Arizona Attorney General's Office, the Prince George's County, Maryland, State's Attorney's Office and the police departments in Tucson, Arizona, and Colorado Springs, Colorado, will demonstrate how state and local agencies can use their own (rather than Federal) forfeiture laws to attack the massive wealth that drug traffickers accumulate. The project will provide law enforcement agencies with a model for:

- o Deciding whether or not to engage in asset forfeiture activities
- o Determining the kind of staffing that is required
- o Developing the procedures and reports that are needed
- o Handling the storage, maintenance and protection of seized assets
- o Identifying and providing staff with proper training
- o Achieving interagency coordination.

In 1989, BJA will develop and implement centrally coordinated multi-jurisdictional financial investigation activities designed to identify and seize hidden assets related to drug trafficking. The program will develop a model that can be used by state and local agencies for tracing narcotics-related financial transactions, analyzing movement of currency and identifying criminal financial structures, money laundering schemes and asset forfeiture administration.

In addition to the development of the model programs, BJA provides technical assistance and training to state and local agencies in both asset seizure and forfeiture and financial investigations. A follow-up meeting with agencies that participated in the first seven asset seizure and forfeiture workshops found that after six months, those responding to the survey had netted over \$11.4 million in assets. As of February 1989, over 800 prosecutors and law enforcement officers have been trained under this program.

Problem-Oriented Approach to Drug Enforcement

The Problem-Oriented Approach to Drug Enforcement Program helps police and their communities deal more effectively with illicit drug trafficking and use by creating a mechanism that incorporates the views of line officers, department support groups and citizens for guiding policy and resource allocations.

The problem-oriented policing concept moves law enforcement beyond merely responding to immediate incidents or calls for service to addressing the underlying social conditions or problems. The community plays an important role in this approach to policing. The officer works with the community to define and analyze the problem and then mobilizes a variety of resources beyond those typically used in law enforcement to address the problem, including neighborhood organizations, voluntary groups and private citizens.

The problem-oriented policing concept is a relatively new technique that appears to be promising but has not been fully field tested. Therefore, BJA funded projects in five jurisdictions to test the effectiveness of this approach in controlling narcotics trafficking and abuse. These five projects in Philadelphia, Pennsylvania; Tampa, Florida; Tulsa, Oklahoma; Atlanta, Georgia; and San Diego, California, are testing different approaches that could meet the needs in their community.

For example, Philadelphia opened a mini-substation in a drug and crime plagued housing project. The housing project and its surrounding neighborhood are the target site for the Problem-Oriented Policing project. Residents are excited the mini-substation, staffed by officers trained in problem-solving techniques, is in their neighborhood. In December, the project held a Police Community Conference to

develop anti-drug strategies at the neighborhood level through a police/community partnership. Workshops were held during the conference on such topics as: community/neighborhood policing strategies, the operation of police mini-stations, anti-drug strategies for "drug free" zones, developing a block/neighborhood resource manual, legislative strategies for fighting drugs, developing block leadership, youth programs and treatment and prevention programs.

Implementation of problem-oriented policing in Tulsa began with a drug inventory, which provided a basis for the assignment of nine foot patrol officers. These officers volunteered to serve five problem, low-income housing complexes in Tulsa's north side, where victimization of tenants by drug dealers was rampant. The foot patrol officers, using the analysis of the problems, began to develop programs in the housing complexes, such as Christmas parties, trips to professional sports games, contributions for food baskets and self-help programs for residents. These officers also coordinate with the regular beat officer and Investigations Units to conduct drug raids, make arrests and build cases.

Street Sales Enforcement Demonstration Program

Street-level narcotics dealers and buyers are the target of the Street Sales Enforcement Projects and in 1988, made 6,348 arrests and seized drugs with an estimated street value of over \$16 million.

The goal of the Street Sales Enforcement Demonstration Program is to demonstrate effective police efforts to target street-level narcotics dealers and buyers through effective planning, investigation and prosecution. The program's key elements include:

- o Responding to citizen complaints regarding street-level drug activity
- o Deploying mobile task forces to areas of the city where street drug sales are blatant
- o Employing undercover tactics to arrest and convict street drug dealers and buyers (e.g., buy-bust and reverse sting)
- o Training for and involvement of uniform patrol officers in street-level drug enforcement

- o Seizing assets, such as vehicles, when practical
- o Coordinating with the prosecutor's office and Federal law enforcement.

Although street sales enforcement programs have been used by various jurisdictions for many years, as discussed in the National Institute of Justice Crime File Study Guide entitled "Drug Trafficking," evaluations of their effectiveness have provided mixed findings. A street-level drug enforcement program in Lynn, Massachusetts, and Operation Pressure Point on the Lower East Side of Manhattan, New York, resulted in significant reductions in robberies and burglaries. However, efforts in Lawrence, Massachusetts, and Philadelphia, Pennsylvania, failed to produce the desired results. The failure in Lawrence appears to have been the result of the effort being too small relative to the size of the trafficking networks and being focused on the wrong drug. The program was implemented in Philadelphia without consulting the community and without regard for evidentiary standards, which angered the courts and the public.

The demonstration programs implemented in Birmingham, Alabama; Long Beach, California; New Orleans, Louisiana; Oakland, California, Orlando, Florida; Rochester, New York; San Antonio, Texas; and Seattle, Washington, were encouraged to design and implement street sales programs tailored to their own local conditions, relying on the full range of local law enforcement, municipal and community resources.

Birmingham, like the other sites, initiated their program with an assessment of the street-level drug market and found that drug dealing was taking place in a few well-defined areas of the city. Because Birmingham is small, they realized that if they used undercover officers for buy-bust operations, their officers would be recognizable after a few operations. Therefore, they used undercover officers to pose as drug buyers when targeting dealers and as drug dealers when targeting buyers. The transactions were video and audio recorded; suspects were identified, warrants issued and arrests made.

In recent years, the City of Rochester, New York, had witnessed increases in drug trafficking and had become a center for retail drug sales for a six to eight county area. The street sales of drugs were blatant, and during a three-month period in early 1988, the police department received 2,400 citizen complaints concerning narcotics sales at 380 different street locations. A street sales enforcement program was started with training for narcotics officers and approximately 300 uniformed officers. Four veteran

narcotics officers and a supervisor were transferred to a new street enforcement unit called the H.I.T. Squad. Patrol officers on temporary 30-day assignments were also transferred to the new unit. Each of the patrol sections submits a list of prospective candidates by the 20th of each month to staff the nine H.I.T. Squads which have been formed.

The 1988 statistics for the Rochester Police Department showed a 600 percent increase in narcotics-related arrests by uniformed officers. The department also found that street sales had become so active that approximately 50 percent of the first 300 individuals arrested had enough drugs to be charged with felonies, as opposed to sales-related charges as expected. As a result of this project, most dealers have been forced to secure a premise to conduct drug transactions, and those still selling drugs on the street have raised their prices. During early 1989, the H.I.T. Squad has concentrated on search warrant and buy-bust activity within physical locations.

These demonstration projects are currently being evaluated, with intensive evaluations of the Oakland and Birmingham projects being conducted by the National Institute of Justice. A program brief on Street Sales Drug Enforcement will be developed, which will describe the goals and objectives, critical program elements, implementation steps and administration considerations of an effective program.

Drug Recognition Program

The Drug Recognition Program, being tested in several pilot sites, provides a nonintrusive, standardized, systematic method of examining a person suspected of being impaired due to drugs and, if the person is drug impaired, identifying the broad category of drugs that is the likely cause of the impairment.

During the 1970's, the Los Angeles Police Department (LAPD), in response to a growing problem with drug-intoxicated drivers, developed and tested a series of clinical and psychophysical examinations that a trained officer could use to identify and differentiate between types of drug impairment. Based on very positive results in Los Angeles and results of an evaluation sponsored by the National Highway Traffic Safety Administration (NHTSA) and the National Institute on Drug Abuse (NIDA), NHTSA worked with the LAPD to develop a standardized curriculum for training police officers to serve as Drug Recognition Experts.

In 1987, with funding support from BJA, pilot programs were established in Phoenix, Arizona, Denver and Boulder, Colorado, Nassau County, New York, and Virginia Beach, Virginia. Three additional pilot sites in Indiana, Utah and California were added in 1988. At least two law enforcement agencies are participating in the program in each location.

Seven broad categories of drugs can be distinguished which differ from one another in their effects and the observable signs of impairment that they produce. The drug recognition process is comprised of 12 major components to test for drugs, including alcohol.

Approximately 30 minutes are required to complete all 12 steps, although if the subject is severely impaired, it can take considerably longer. To date, this program has been used primarily to test drug-impaired drivers. However, because it is a nonintrusive procedure, it could be a very useful tool in the hands of law enforcement to identify drug use by offenders, probation and parole officers to identify drug use by clients, and school counselors to identify drug use by students. A monograph has been developed by BJA to explain the program in sufficient detail to permit officials to decide if this program has potential application in their jurisdictions.

FORMULA GRANT PROGRAM: THE STATES' DRUG ENFORCEMENT STRATEGIES

The states are using approximately 65 percent of their formula grant funds for law enforcement programs, under the purpose areas of the Anti-Drug Abuse Act of 1986, related to apprehension, eradication and major drug offenders. Most of these funds are being used to establish and expand multi-jurisdictional task forces and drug units. Less than 18 percent of the states are using formula grant funds for eradication activities, accounting for just over 1 percent of the total funds, although many states are involved in such activities with the Drug Enforcement Administration and/or with state resources. Several states are providing training for drug investigators since the number of new officers involved in these activities has increased significantly.

Multi-Jurisdictional Task Forces

Over 700 multi-jurisdictional task forces and drug units have been established or expanded throughout the country as a result of the Anti-Drug Abuse Act.

Almost every state in the country has used the multi-jurisdictional task force concept as the foundation of their drug control strategy. The multi-jurisdictional task force provides state and local agencies with a means of coordinating efforts to investigate highly mobile drug traffickers and share limited resources and expertise. Many of the task forces include participation by state, local and Federal law enforcement officers and prosecutors. Most of these task forces began operation in early to mid-1988. Preliminary information on the results of the task force efforts in a few states, as described below, indicates that these efforts are resulting in large numbers of drug arrests, drug removals and asset seizures.

Over \$290 million of drugs, including 32,443 pounds of marijuana and 307 pounds of cocaine, have been taken off the streets in Texas by the 41 projects awarded in Texas covering 173 counties. These projects included 33 multi-jurisdictional task forces, increasing the narcotics agents in the state by 190. The statewide drug control strategy stressed coverage of the border areas to stop the flow of drugs into the state from Mexico. Eight task forces were funded to secure the border from El Paso to Brownsville. The task forces' activities resulted in 6,111 arrests, the seizure of cash, cars, guns and other property valued at \$7.5 million and the disruption of 142 clandestine laboratories.

The creation of multi-jurisdictional narcotics task forces and the enhancement of existing ones is a primary objective of New Jersey's Statewide Action Plan for Narcotics Enforcement. Under the Action Plan, each county prosecutor was mandated to create and support a multi-jurisdictional task force responsible for:

- o Developing criteria to identify and prioritize investigative targets operating in the county
- o Assigning cases for investigation and prosecution
- o Developing county-wide plans for identifying, assigning and enhancing law enforcement resources dedicated to narcotics enforcement

- o Assisting county officials in planning demand reduction strategies and programs

During the first half of 1988, 1,987 drug arrests were reported by 17 of the task forces, and 92 pounds of cocaine and 327 pounds of marijuana were seized. In Pennsylvania, 26 multi-jurisdictional task forces have been created to control drugs in 26 of the state's 67 counties. During the first year of operation, the task forces made 400 arrests, 60 percent of which were for the sale or possession of cocaine. The task forces were also responsible for the removal of approximately 27 pounds of cocaine and 2,348 pounds of marijuana and the seizure of \$190,000 in cash.

Fourteen drug units funded in Alabama during approximately the first 6 months of operation were responsible for 645 arrests, the seizure of assets with an estimated value of over \$4.7 million and drugs with an estimated street value of \$20 million.

During the first three quarters of 1988, the task forces in Utah made 1,015 arrests and seized assets with an estimated value of \$295,069.

Controlling the Domestic Production of Drugs

State and local law enforcement efforts directed at controlling the domestic production of drugs include marijuana eradication programs, pharmaceutical diversion programs and clandestine laboratory enforcement efforts.

Marijuana eradication efforts were initiated or expanded with Anti-Drug Abuse funds in 10 states, accounting for just over one percent of the formula grant funds. Most marijuana eradication efforts have been conducted by the Drug Enforcement Administration (DEA) and/or state-level enforcement agencies. As discussed in a previous section of this report, marijuana eradication efforts along with last year's drought have been successful in driving the price of marijuana up and forcing growers to change their mode of operation. A number of states reported that marijuana is now being grown in smaller plots, in greenhouses or underground in efforts to make detection more difficult.

Six states implemented pharmaceutical diversion programs with formula grant funds. Generally, these programs include the types of activities described

under the discretionary Pharmaceutical Diversion Program on page 58.

Clandestine laboratory enforcement efforts have traditionally been conducted by the DEA and/or state level law enforcement agencies. Many states are reporting an increasing number of clandestine labs. For example, California reported that 486 clandestine labs were seized in 1987, a 59 percent increase over 1986 seizures. In Oregon, 169 labs were seized in 1987, also a 59 percent increase over 1986. Washington reported that the seizure of 75 labs during 1988 constituted a 90 percent increase over 1987. Many of the task forces described in the previous section are now involved in clandestine lab enforcement. For example, Texas Narcotics Control Program task forces seized 142 clandestine labs in 1988.

Drug Enforcement Capacity Building Programs

Most states identified a need to increase the resources available for drug enforcement efforts at the state and local levels. Generally, cooperative task force efforts were implemented as the most effective and efficient means of meeting this need. A few states used a portion of their formula grant funds to increase the capacity of primarily small agencies to participate in drug control activities by providing training, increasing personnel, paying overtime expenses, establishing canine units, purchasing equipment, making buy-money available during drug investigations and improving intelligence gathering capabilities.

Training

The program established through the Pennsylvania Commission on Crime and Delinquency that developed eight training projects, including Interdisciplinary Drug Training for law enforcement and prosecutors, Airport Monitoring Training and Interotec Kinesic Interview Technique utilizing sophisticated interview techniques as an investigative tool during drug investigations, is one example of available training.

The Maine Criminal Justice Academy instituted an in-service training program covering selective patrol techniques aimed at narcotics violations. Nearly 900 police officers participated in the training during 1988. Training in street drug identification, user

identification, referral of abusers and their families and narcotics laws was provided to over 500 law enforcement officers working in task forces in Minnesota. Undercover training was also offered to 60 officers working undercover for the task forces.

Training provided to 628 law enforcement officers in Idaho during 1987 included Basic Narcotic Investigation, Clandestine Lab Investigation, Drug Commander School, Confidential Informant Handling, Drug Identification and Use of Confidential Funds.

Personnel and Overtime

Several states used formula funds to expand personnel in drug units or to pay overtime expenses. For example, South Carolina provided undercover officers to assist small jurisdictions with drug investigations. Several counties in Pennsylvania increased the number of personnel in their drug enforcement units or used grant funds to pay for overtime expenses, and Florida increased the personnel in the State's Division of Criminal Investigation by 15 positions.

Equipment, Intelligence Networks and Buy Money

A large number of equipment purchases by law enforcement agencies, as seen under previous programs, has not been evident in this program. When equipment purchases for law enforcement have occurred, they are generally associated with task force operations, and equipment is shared among agencies. Examples of equipment purchased in Pennsylvania include state-of-the-art wiretapping, electronic surveillance equipment and several surveillance vans. This equipment is being maintained in nine repositories and is made available for drug investigations throughout the state. The State Law Enforcement Division in South Carolina also used formula grant funds to purchase communication and surveillance equipment and surveillance vans for use throughout the state.

Illinois reports that, prior to the implementation of the State and Local Information Network and the creation of the Tactical Intelligence Support Analytical Section in early 1988, the State Police did not have the staff nor the equipment necessary to collect and coordinate information about ongoing activities in the area of narcotics enforcement. The goal of the information network is to ensure that needed intelligence and general statistical information regarding narcotics are accessible to law enforcement entities to facilitate the investigation of drug offenders and promote better cooperation among state and local agencies. The primary objectives of the analytical section are to establish a centralized repository capable of incorporating information received from Operation

Cashcrop, the Metropolitan Enforcement Groups (MEGs), the Illinois State Police and other traffickers; promote better cooperation and coordination to reduce duplication of enforcement efforts; and provide day-to-day direct analytical support to the State Police, MEG task forces and other law enforcement agencies.

The Delaware State Police is developing a drug intelligence network that will aid both drug investigations and prosecutions. The State of Massachusetts established a statewide buy-money pool that could be drawn upon during drug investigations.

Canine Units

Several states used formula grant funds to establish canine units or to train drug sniffing dogs. In late 1987, the Pennsylvania State Patrol trained and equipped eight handler dog teams to add to the three existing teams. By August 1988, these 11 teams were responsible for the seizing of drugs with an estimated street value of over \$300,000, property valued at \$589,500 and \$698,787 in cash.

Innovative Drug Enforcement Programs

Innovative drug enforcement programs that have been implemented in a number of states offer opportunities for the states to learn from and build on the experiences of others.

Drug-Free School Zones

A number of states have passed legislation increasing the penalties for those convicted of selling or possessing drugs in zones within a specified distance from a school. New Jersey reported active enforcement of this type of legislation. The directives for the enforcement of the drug-free school zones outlined in the New Jersey Attorney General's Statewide Action Plan for Narcotics Enforcement make it the responsibility of every local law enforcement department to:

- o Identify all elementary, junior high and high schools, including public, private and parochial schools, located within their jurisdictions
- o Create a "safety zone," in conjunction with the county prosecutor, that extends 1,000 feet in all directions from the outer boundaries of the school property and erect warning signs

- o Ensure that all sworn officers are made familiar with the perimeter of the school safety zone
- o Publish maps showing the approximate boundaries of all school safety zones within the jurisdiction
- o Require all arrest and incident reports to indicate whenever a drug offense was committed within a designated school safety zone.

During the first nine months of 1988, 4,540 people were arrested for the distribution of drugs in New Jersey school zones. These arrests account for 35 percent of the total drug distribution arrests in the state during that period. These arrests were made not by an increase in resources, but by the targeting of enforcement efforts in school zones. New Jersey has also developed a "Drug-Free School Zone Enforcement Guide," a pamphlet for the public regarding the law and a "Drug-Free School Zone Patrol Strategies Guide" to assist law enforcement and the schools in implementing this law.

Juvenile Drug Intervention Program

The Dade County Juvenile Drug Intervention Program is involving local leaders in law enforcement, prosecution, adjudication, corrections, education, treatment and prevention in anti-drug efforts. Crack has become the drug of choice among teenagers and the poor in Dade County. The County Office of Substance Abuse Control estimates that out of approximately 242,000 students, at least 60,000 are affected by substance abuse in the family, 21,000 use drugs and over 10,000 are chemically dependent.

The county implemented a four-part program to reduce drug use and crime among juveniles, which includes coordination, enforcement, tracking and treatment, as described below.

Coordination: A Policy Board was established to assess and evaluate the level of drug control efforts, determine resource needs, establish and maintain an information system on drug-related criminal justice and treatment activities, and coordinate drug control efforts in the county.

Enforcement: An enforcement unit was established to focus enforcement efforts on juvenile offenders, increase the juvenile arrest rate for drug law violations or drug-related offenses, increase asset seizures and forfeitures and reduce property crime.

Drug Detection and Treatment: Procedures were established to test juvenile arrestees for drugs, assess the extent of drug involvement for those who tested positive and provide treatment services to juvenile substance abusers.

Outpatient Treatment Component: Procedures were established to provide treatment services for moderate to serious substance abusers who had been referred for treatment from the juvenile justice system.

Several other programs were funded in Florida which bring coordination, enforcement and treatment components together in one comprehensive program.

Drug Prosecution Activities

The Bureau of Justice Assistance is enhancing the capabilities of state and local prosecutors to successfully prosecute drug cases and remove the profits from drug trafficking operations by implementing a three-part drug prosecution strategy:

- o Statewide and Regional Prosecution Coordination Strategy: Includes the Statewide Drug Prosecution Program and Center for Local Drug Prosecution Program.
- o Training, Technical Assistance and Information Systems Strategy: Includes the State Civil RICO Drug Enforcement Program, Center for Local Drug Prosecution Program, Prosecutors Management Support System and National Forensic Crime Laboratory Information System. This strategy also includes the Asset Seizure and Forfeiture Training and Financial Investigation Training Programs, both of which assist law enforcement investigators and prosecutors and are discussed in the previous chapter on the Drug Law Enforcement Strategy.
- o Effective Drug Control Statutes Strategy: Includes the Center for Local Drug Prosecution Program.

Most states used formula grant funds to establish drug prosecution units and to hire prosecutors dedicated to drug cases in order to increase the number and effectiveness of drug case prosecutions. Many of these drug prosecution units work closely with the multi-jurisdictional investigative task forces resulting in stronger cases for prosecution. Most of the drug prosecution units emphasize the seizure and forfeiture of drug-related assets, and many of the units utilize vertical prosecution of drug cases. Many of the states also used formula grant funds to upgrade the crime laboratories.

DISCRETIONARY GRANT PROGRAM: BJA'S DRUG PROSECUTION STRATEGY

The goal of the Bureau of Justice Assistance's drug prosecution strategy is to enhance the capabilities of state and local prosecutors to successfully prosecute drug cases, investigate and disrupt money laundering operations and identify and forfeit drug-related assets. The Bureau has adopted three strategies to provide assistance to Attorneys General and District Attorneys in the effective prosecution of drug cases.

Strategy 1: Statewide and Regional Prosecution Coordination Strategy

The prosecution coordination strategy is designed to demonstrate the benefits of establishing effective working relationships between state level and local prosecutors when working complex multi-jurisdictional drug cases. In recent years, a number of State Attorneys' General Offices have expanded their traditional role of only representing the state during the criminal appeal process to one of active involvement in the criminal investigation and prosecution of drug trafficking and organized crime cases. This is often accomplished through working agreements with and the cooperation of local prosecutors. Similarly, an increase in cooperation among local prosecutors has resulted in regional task force operations to target and coordinate the prosecution of drug trafficking organizations. These liaisons are critical to the effective investigation and prosecution of drug trafficking operations and tracing assets for forfeiture. Through this strategy, BJA identifies and documents effective policies and practices to assist Attorneys General and District Attorneys in expanding their prosecution efforts against statewide and regional drug trafficking organizations.

Strategy 2: Training, Technical Assistance and Information Systems for Prosecutors

The training, technical assistance and information systems for prosecutors strategy is designed to enhance the capability of Attorneys' General and District Attorneys' investigative and trial staff to increase the successful prosecution of drug cases. Cases involving drug trafficking organizations require a specialized expertise regarding complex legal issues, such as electronic surveillance, asset seizures and forfeitures, financial investigations and civil RICO statutes. The increasing numbers of drug cases entering the criminal justice system necessitate greater efficiency in processing the cases. Effective management information systems provide prosecutors with an additional tool to increase the efficiency of their operations. The Bureau is providing or developing training, technical assistance and information systems for state and local prosecutors on issues of importance to the effective prosecution of drug cases.

Strategy 3: Effective Drug Control Statutes

The effective drug control statutes strategy is designed to assist the states in developing and passing legislation that provides state and local law enforcement officers and prosecutors with the tools needed to disrupt illegal drug operations and to hold drug users accountable for their actions. The statutes related to definitions of illegal drugs, penalties for drug crimes, asset seizure and forfeiture, financial transactions and money laundering, electronic surveillance, firearms, etc., can either limit or enhance the ability of investigators and prosecutors to disrupt drug operations. The Bureau provides assistance to the states by reviewing and making recommendations on changes to the Uniform Controlled Substances Act, which is used in whole or in major part by approximately 43 states. BJA also assists the states by identifying statutes that affect drug control and enforcement and have been successfully implemented in one or more states and by providing that information to other states for legislative consideration.

Statewide Drug Prosecution Program

The Statewide Drug Prosecution Program has expanded the capability of the demonstration sites to conduct larger and more sophisticated investigations and prosecutions of multi-jurisdictional or statewide illegal narcotics organizations.

The Bureau of Justice Assistance has funded seven statewide prosecution units to demonstrate the effectiveness of enhancing drug control efforts through the statewide coordination of narcotics and financial investigations and prosecutions. The selected states had to demonstrate a commitment to the concept of creating a statewide capacity to detect, investigate and prosecute major drug trafficking conspiracies and to identify, seize, forfeit and share drug proceeds and assets through a centralized, cooperative effort by local, state and Federal enforcement agencies.

Initial results from the projects show that 188 investigations and 165 prosecutions were opened, resulting in 73 convictions and an average prison sentence of over 7 years for those sentenced to prison. Seizures included almost \$33 million in drugs, \$1.9 million in property and \$803,092 in currency. The total seized under RICO statutes was \$5 million. Many of the investigations and prosecutions are still in progress. Because of the start-up time needed for projects of this type, the figures above represent the efforts of only two of the projects for one year, two of the projects for three quarters and one project for one quarter.

The objectives of the project in the Florida Office of the Statewide Prosecutor, under the Office of the Attorney General, illustrate the types of efforts pursued by the demonstration projects. The objectives are to:

- o Expand the geographical coverage within the state with regard to prosecution of major narcotics trafficking conspiracies.
- o Develop a capability for team prosecution of multiple drug conspiracy defendants where each defendant is represented by one or more defense

attorney, resulting in a more effective prosecutorial response and more favorable case dispositions

- o More effectively coordinate and utilize investigative resources available from state investigative agencies to conduct prosecutions of complex drug conspiracies that span judicial circuits
- o Utilize the legal authority of the Statewide Grand Jury to investigate and prosecute multi-jurisdictional narcotics crimes
- o Pursue financial aspects of narcotics crimes through asset seizure and forfeiture.

Several of the projects are also developing specialized expertise in complex areas such as electronic surveillance, financial records analysis, use of undercover officers and other technical and legal areas related to drug conspiracies. This specialized expertise, training and assistance are being made available to local law enforcement and prosecutors to better equip them in investigating and prosecuting drug traffickers.

Demonstration projects have been established in the Attorney General's Offices in Alabama, Arizona, Florida, Louisiana, Pennsylvania, Rhode Island and Utah.

State Civil RICO Drug Enforcement Program

State Attorneys General are encouraged to attack drug trafficking enterprises by using civil remedies available in state civil RICO statutes to undermine their economic base.

The goal of the State Civil RICO Drug Enforcement Program is to encourage state Attorneys General to use their civil Racketeer Influenced and Corrupt Organization (RICO) statutes as litigative drug enforcement tools and to assist them in coordinating statewide civil prosecution efforts. Training and technical assistance is provided under this program to state-level investigative and prosecutorial agencies. Demonstration projects in Colorado and Washington have been funded to test the effectiveness of this approach to drug enforcement.

The Colorado Attorney General's Office has assigned an attorney and a criminal investigative auditor to

work exclusively on disrupting drug trafficking enterprises using the state's civil RICO provisions. Preliminary investigations by the Special Prosecutions Unit identified several drug networks that are investing their illicit proceeds in real property, businesses and other assets in Denver and the ski areas. The program will identify, seize and forfeit these drug-related assets and divert them to support law enforcement efforts. The project will also provide training and assistance to local law enforcement and prosecutors in the investigation of white-collar and financial crime.

The State of Washington has experienced a steady growth in drug trafficking activity, due in part to the growing of marijuana and an increase in methamphetamine labs. The Attorney General will meet regularly with the U.S. Attorneys, county prosecutors and other law enforcement representatives to identify cases with the greatest statewide impact where civil remedies can be applied. The civil RICO unit created by this project has identified a major marijuana production enterprise and is working to locate the assets in which the proceeds have been invested. The Attorney General's Office will also provide civil RICO training to local law enforcement within the state and from other states.

Center for Local Drug Prosecution Program

Four distinctly different, innovative prosecutor-based approaches to community drug problems have been identified and are being documented under the Center for Local Drug Prosecution Program.

The goal of this program is to identify, document and disseminate information on innovative prosecutorial policies, strategies, procedures and techniques to help communities address their drug problem. Programs in four jurisdictions where the prosecutor has taken the leadership role in developing a drug program have been identified and are being documented. Each of the programs is described briefly.

The Regional Drug Initiative in Multnomah County, Oregon, chaired by the District Attorney, brings together representatives from government, law enforcement, schools, businesses and churches to seek workable solutions to drug-related problems. The strategy is to reduce both the supply of and demand for drugs by supporting enforcement efforts, fostering changes in social attitudes and increasing

opportunities for recovery from drug addiction. Eight study groups, involving over 100 volunteer experts, analyzed the following issues and made recommendations to address these issues:

- o Offender and drug abuse
- o Low-income populations and drug abuse
- o Drugs in the workplace
- o Barriers to treatment for minorities and special needs populations
- o Dual diagnosis clients (drug-involved and suffering from mental illness)
- o Youth and drug abuse
- o Women and drug abuse
- o Families and drug abuse

These recommendations were discussed in public hearings, and a five-year action agenda was developed. To implement the agenda, the District Attorney's Office is working with law enforcement to target street-level drug buyers, dealers and offenders who commit crime to support drug habits.

The Marietta-Cobb-Smyrna, Georgia, Organized Crime Task Force, developed by the District Attorney with the major police agencies in Cobb County, Georgia, is a good example of the trend toward closer working relationships between prosecutors and law enforcement. Many jurisdictions are developing a task force approach to investigating and prosecuting drug offenses. This task force is operated by a board of directors consisting of the District Attorney and the police chiefs. The task force of 14 police officers and two Assistant District Attorneys has successfully prosecuted many drug cases and seized and forfeited drug-related assets, which have been used to support a substantial portion of the project.

Project Alliance in Middlesex County, Massachusetts, provides an example of a District Attorney taking a leadership role in drug education and prevention efforts in the community. The District Attorney has joined school officials in sponsoring and encouraging drug education programs that help students understand the consequences of drugs and provide them with the confidence to resist the pressures to use drugs. Project Alliance is a consortium of ten school districts that provides training to school administrators and counselors responsible for enforcing policies on drugs and alcohol. These efforts complement the District Attorney's tough policies on drug cases, which have resulted in a 400 percent increase in indicted cases between 1984 and 1987 and the coordination of a narcotics task force.

Heroin User Reduction Task Force in Santa Cruz County, California. Prior to the program, the heroin markets in Santa Cruz were open, dealer connections were readily available and nearly anyone could purchase drugs. The heroin users in the county were approximately ten years younger than the national average and the number of users was growing. Therefore, a program was designed to target the retail heroin market in the county. The major elements of the program include:

- o A street-level task force targeting the retail drug market
- o Aggressive prosecution of heroin-involved offenders with a goal of imposing maximum sanctions
- o An aggressive urinalysis program and intensive probation supervision of heroin-involved offenders
- o Special support in the court system to expedite the adjudication of heroin-related cases
- o A Program Managers' Steering Committee which meets to coordinate policy and operational and resource issues.

The District Attorney played an ombudsman role during the early negotiations over program structure, operations and funding and served as the chief spokesman in representing the program to governmental agencies. His representative serves as chair of the Program Managers' Steering Committee.

Training and a legislative clearinghouse are available to assist prosecutors with the investigation and prosecution of drug offenses under the Center for Local Drug Prosecution Program.

The Investigating and Prosecuting Drug Offenses Program is a training program for drug prosecutors that combines lectures with small group discussion and trial exercise. The major topics include investigation and charging, search and seizure, managing informants, meeting defenses and conspiracy prosecutions. The training is being videotaped and will be made available through state prosecutors associations for distribution to prosecutors throughout the country.

Drug prosecution policy and management workshops for prosecutors are being developed and will be presented during 1989. The goal of the workshops is to provide an opportunity for prosecutors to examine the leadership role that prosecutors can play in helping their communities address the drug problem and to establish sound prosecutorial policy and management practices.

A legislative clearinghouse has been developed by the Center for Local Prosecution of the National District Attorneys Association, which is implementing this program under a grant from BJA. The clearinghouse includes Federal and state laws on asset forfeiture, electronic surveillance, pretrial detention and other drug-related topics of interest to prosecutors supporting the development or strengthening of legislation within their state.

The Center also reviewed the revisions to the Uniform Controlled Substances Act (UCSA) proposed by the National Conference of Commissioners on Uniform State Laws. The UCSA is used in whole or in major part as the basis for their drug control authorizations in approximately 43 states. The Center provided numerous specific proposals to strengthen state drug laws and opposed several of the provisions proposed by the National Conference that would have greatly weakened the ability of state and local agencies to prosecute drug cases.

Prosecution Management Support System

A number of resources related to Prosecution Management Support Systems (PMSS) are available to state and local prosecutors through the Bureau of Justice Assistance.

Prosecutors, faced with escalating caseloads, increasingly complex cases and the public's demand for the swift prosecution of cases, are seeking better ways to process and manage the information needed to improve the efficiency and effectiveness of their offices. In response to this need, BJA has developed a directory of automated PMSS systems, a PMSS program brief and a public domain software system called "D.A.'s Assistant." This system, which has been developed to operate on a microcomputer, is available to prosecutors to provide them with the information needed to enhance their management decisions. The system is designed to provide the following types of information:

Case-Tracking Support: Tracks cases through all stages of the criminal justice process and maintains information concerning discretionary actions, continuances and final dispositions.

Case-aging and Statue Reports: Provides printed reports of time between processing steps, (e.g., all indicated felonies awaiting trial for over 45 days).

Disposition Reporting: Links arrest record information with charging record information by means of a criminal incident number, docket number or fingerprint identification number.

Screening Unit Support: Maintains records of both arrest and filed charges, including reasons for charge rejections or modifications.

Case and Defendant Rating: Records and displays information on a prosecutor's classification of cases and defendants in terms of severity of crime, defendant's criminal career and likelihood of conviction in order to assist with priority setting and management of workloads.

Victim Assistance: Monitors information pertaining to victim court appearance, event notification and any special needs. Lists all victims associated with a particular case and generates letters notifying victims of case events and pending sentence expirations.

Witness Management: Prints subpoenas, monitors and records witness contacts and is able to search the database for a particular case using the witness' name.

Court Calendaring/Scheduling: Displays or prints court calendars of scheduled events.

Document and Report Generation: Produces reports and documents, such as complaints, arrest warrants, subpoenas, case event notifications, case jacket labels, indictments, witness thank you letters, cross-reference cards, etc.

Statistical Reports: Produces workload or tracking statistics on any aggregation of cases, such as postponements and dismissals, bail activity, charging and sentencing.

More than 40 prosecutor's offices are now installing this system, and seven states are considering installation statewide. The program brief entitled Prosecution Management Support System is designed to help prosecutors decide if they should implement the system in their office and to assist with implementation.

National Forensic Crime Laboratory Information System

A computer software system for forensic crime laboratories is being developed to serve as a management tool for crime labs and as the foundation for a national database on drug evidence.

One of the major problems identified by many states in their first drug strategy was the backlog of cases to be analyzed by the crime laboratories, primarily as a result of the growing number of drug cases. A number of states also recognized the wealth of information that the labs had regarding drug cases, which would be useful to planners and investigators. Therefore, BJA provided funding for the design and development of a computer software system for forensic crime labs. When the system is developed, it will be tested and evaluated in four crime labs. The final product will be a tested and refined operational public domain software system for use in forensic crime laboratories. Training materials for the new system, as well as a technical assistance and distribution strategy, will also be included in the final product.

FORMULA GRANT PROGRAM: THE STATES' DRUG PROSECUTION STRATEGIES

Most states used formula grant funds to establish drug prosecution units and to hire prosecutors dedicated to drug cases in order to increase the number and effectiveness of drug case prosecutions. Many of these drug prosecution units work closely with the multi-jurisdictional task forces resulting in stronger cases for prosecution. Most of the drug prosecution units emphasize the seizure and forfeiture of drug-related assets, and many of the units utilize vertical prosecution of drug cases. Many of the states also used formula grant funds to upgrade the crime laboratories. Many crime labs were experiencing significant backlogs of drug cases resulting from the increase in drug arrests, personnel shortages and outdated equipment. The timely

analysis of drug evidence is critical to successful prosecution of drug cases.

Multi-Jurisdictional Task Force Prosecution Support

Many states used formula grant funds to provide the multi-jurisdictional task forces with prosecution support to assist investigations and to ensure that the drug offenders arrested by the task forces are prosecuted and the drug-related assets are seized and forfeited.

Most jurisdictions in Michigan with a population of 250,000 or more received formula grant funds to provide prosecuting attorneys with one or more additional assistants in their career criminal prosecution units for violent criminals and drug offenders. Prosecutors use vertical prosecution for prosecuting drug offenders as an effective means of dealing with complex issues, innovative investigative techniques and forfeiture laws. Assistant prosecuting attorneys are attached to the coordinated multi-jurisdictional drug teams and provide 24-hour on call service to law enforcement. Drug cases are given a high priority by the courts resulting in quick dispositions. Because the specialized narcotic enforcement effort provides for tight cases with a high probability of conviction, many drug offenders plead guilty to their offenses.

Eleven District Attorneys in Louisiana are members of task forces started with formula grant funds. Additionally, three major drug offender prosecution units were started in Lake Charles, Hammond and Shreveport to assist task forces in prosecuting drug cases.

Five of the local multiagency drug enforcement units in Wisconsin have local prosecutors from the District Attorney's office working with them specifically to prosecute drug cases. The other drug enforcement units work with their local prosecutors on a case-by-case basis.

In Texas, the task forces created or expanded under the Formula Grant Program are required to negotiate a cooperative agreement with the District Attorney that provides all of the proceeds from seized assets to be returned to the task force for use in furthering the goals and objectives of the project.

The Pennsylvania Attorney General's Financial Investigation Unit was enhanced with formula grant

funds to increase the number of in-depth investigations and legal forfeitures against the assets of drug dealers. Eight experienced narcotic agents were assigned to the regional offices and have provided specialized training in conducting financial investigations. Since the project's inception, several cases have resulted in large seizures of personal property, real estate, vehicles and cash. A number of in-depth investigations of drug-related assets have been initiated that would not have been possible prior to the beginning of this project.

Special Prosecutor and Vertical Prosecution Units

The special prosecutor and vertical prosecution units report increases in the number of drug cases prosecuted and in the rate of conviction and tougher sentences.

Three projects to prosecute drug offenders have been implemented in Texas. In Harris County, vertical prosecution has been used successfully to move cases through the courts. Vertical prosecution allows a single attorney to handle a case from the initial filing of the legal proceedings to the conclusion of the case. Expedited prosecutions have resulted in cases being indicted within 48 hours, increased confidence in the court system by law enforcement, appropriate bonds being set to ensure the defendant will appear for trial and higher rates of conviction. In the first year of operation, 345 cases have been filed, 103 of which have been disposed. Of the cases disposed, the average prison sentence imposed was 25 years. Only three acquittals have been handed down. A total of \$5.7 million in fines has been assessed, an average of \$66,000 per case.

A Prosecutor's Drug Unit that specializes in vertical prosecution and forfeitures of major drug offenders was established in the Wayne County, Michigan, Prosecutor's Office. The Unit is comprised of two experienced assistant prosecutors and a specially trained forfeiture investigator who provide uniform policies on prosecution and enforce a uniform plea bargaining policy, which has reduced plea bargaining to almost zero. They are available to drug strike teams 24 hours a day for search warrant authorization and other consultation and provide consistent, tough policy standards for all major drug cases. The Unit has also taken over responsibility for the authorization of most narcotics search warrants in the county. The result of these efforts is much more intensely focused prosecutorial drug enforcement, an increasingly close

relationship among the Unit, the drug strike teams and other law enforcement officers engaged in narcotics control, and the accumulation of substantial intelligence information on drug trafficking.

Specialized prosecution units have also been established in Macomb and Oakland Counties in Michigan. These units are also available for consultation with law enforcement 24 hours per day, resulting in greater legal input into early investigations. The Macomb County unit reports that warrants increased 28 percent in 1988, and arraignment and guilty pleas to original charges increased. The unit in Oakland County uses a numerical rating form to screen drug cases, selecting the strongest cases and those with the most serious offenders for priority prosecution.

California has implemented 15 Major Narcotic Vendor Prosecution Programs that target defendants accused of serious narcotics violations by concentrating enhanced prosecution efforts and resources on major drug cases.

Pennsylvania established a Dangerous Drug Offender Unit comprised of three teams of investigators and prosecutors, including a forensic accountant and a technical specialist. The Assistant District Attorney guides each investigation to ensure that cases against targeted offenders are supported by evidence. The forensic accountant serves as an investigator in tracing the financial operations of a drug conspiracy or organization. The technical specialist provides each team with electronic expertise and trains detectives in the use of the surveillance equipment.

A drug forfeiture unit within the New York State Division of Criminal Justice Services provides legal assistance to all District Attorneys statewide. Staff evaluate cases and provide advice to prosecutors on seizing property associated with drug trafficking.

The Special Narcotics Prosecutor in New York City receives formula grant funding to support the intensive investigations and prosecutions of major drug offenders.

As a result of formula grant funds, Idaho now has a small number of prosecutors whose full-time duty is the prosecution of drug cases.

Several metro area County Attorneys' Offices in Minnesota used formula grant funds to add prosecutorial assistance. The Attorney General's Office also added two attorneys to assist local prosecutors and task force officers with drug prosecutions, training, investigation and search warrant advice, complaints and forfeiture actions.

Career Criminal Prosecution

Career Criminal Prosecution Programs implemented in a number of states are targeting drug offenders.

A newly established Career Criminal Prosecution project in Greene County, Missouri, has resulted in the investigation and prosecution of a major supplier of crack and five cocaine suppliers.

The Prosecuting Attorneys' Council of Georgia implemented a special statewide Career Criminal Prosecution project that targets the prosecution of drug offenders.

Nineteen Career Criminal Prosecution projects in California assist special units within District Attorneys' Offices to vertically prosecute multiple and repeat felony offenders. California reports that many serious crimes are associated with the cultivation, processing, manufacturing and sale of illegal drugs.

Prosecutor Technical Assistance and Training

A number of states are using formula grant funds to enhance the capabilities of prosecutors to effectively prosecute complex drug cases by providing training and technical assistance, often through the Attorney General's Office.

The Attorney General's Office in Pennsylvania used formula grant funds to hire a Deputy Attorney General dedicated to the task of providing technical assistance to local prosecutors in the prosecution of complex drug cases. This Deputy Attorney General offers investigative suggestions, which include how to structure the investigation in a manner favorable to later prosecution and a review of the criminal justice tools available under Pennsylvania law. The technical assistance unit also provides District Attorneys with periodic updates on law, legislation and techniques and provides training to address special needs identified by the District Attorneys. The project has promoted state and local cooperation resulting in the establishment of an additional intelligence base and a statewide information network.

Specialized prosecutor training in Idaho provided throughout the state has resulted in the improved prosecution of drug cases, more interest in drug cases

and better working relationships with narcotics investigators. Idaho reports that prosecutors who have been trained are presenting their drug cases with more confidence and are realizing a greater degree of success.

Crime Laboratory Enhancements

Crime laboratory enhancements have helped to expedite the prosecution of drug cases by increasing the number of cases processed and reducing turnaround times for analyses.

North Dakota used formula grant funds to provide additional personnel and new equipment to its crime laboratory. The crime lab processed 62 percent more items of drug evidence in 1987 than the previous year. Because of the upgrade in services resulting from this project, the lab was able to provide the timely identification of drugs and analyses of urine samples, reduce the case backlog and free existing staff for testimony and training.

Pennsylvania increased personnel and enhanced equipment in each of its six crime laboratories to analyze the increasing number of drug cases. The number of drug cases increased almost 25 percent between 1983 and 1986 and increased another 10 percent between 1986 and 1987. An increase in the number of cocaine, heroin and methamphetamine analyses significantly contributed to the stress on the labs' workload, since analyses of these drugs requires more time. The goal of the project is to be able to process all requests for analyses of drugs within ten days of receipt. Considerable progress to reduce the turnaround time was achieved during the first two quarters of the project.

The upgrade of Michigan State Police Crime Laboratories resulted in a 21 percent increase in the drug cases while reducing the turnaround time for analysis to 5.2 days. The lab also received state-of-the-art computerized technology for a computerized assisted voice identification system (CAVIS). This CAVIS, which is only the second in existence, is expected to play a major role in Michigan's drug control efforts as recordings of drug negotiations, buy and buy-busts are made by law enforcement agencies. CAVIS has the ability to compare noncontextual voice recordings with greater accuracy in much less time than conventional means and is expected to significantly enhance the evidence for successful prosecutions.

Texas upgraded equipment and increased personnel in its crime labs to provide for the analysis of 25 percent more drug samples, to reduce processing time and to enable chemists to appear as expert witnesses in drug trials.

The upgrade of the crime lab in Delaware resulted in the reduction of turnaround time for drug analyses from about ten months to two weeks.

Drug Case Adjudication Activities

The Bureau of Justice Assistance is assisting state and local court systems to ease the pressures created by the increasing number of drug cases by adopting a three-part drug case adjudication strategy:

- o **Court System Improvements:** Includes the Large Court Capacity Program, Comprehensive Adjudication of Drug Arrestees, Adjudication Technical Assistance and Drug-related Training for Trial Judges
- o **Drug Case Management:** Focuses on Differentiated Case Management for drug cases
- o **Identification, Screening and Monitoring of Drug-Abusing Arrestees:** Includes Treatment Alternatives to Street Crime (TASC), Enhanced Pretrial Service Delivery, Drug Testing and Intensive Supervision, Drug Testing Technology/Focused Offender Disposition, Drug Testing Technology Evaluation and Drug Testing Standards

The courts were not a high priority for formula grant funding by the states with only 3 percent of the funds being allocated for court programs. A number of states indicated that the courts in their state were able to process and adjudicate the increasing number of drug cases in a timely manner with existing resources. The types of court programs implemented by the states include special drug courts and resources to enhance the adjudication of drug cases, differentiated case management, training for judicial personnel and TASC.

DISCRETIONARY GRANT PROGRAM: BJA'S DRUG CASE ADJUDICATION STRATEGY

The goal of BJA's adjudication strategy for drug cases is to assist state and local court systems in dealing with the increasing number of drug cases by developing and testing methods of identifying drug abusing arrestees as they enter the criminal justice system and by processing cases to achieve fair and timely disposition. BJA has adopted three strategies designed to enhance the courts' ability to handle the growing volume of drug cases.

Strategy 1: Court System Improvements

The court system improvements strategy is designed to enhance the performance of trial courts by encouraging the implementation of national standards and providing training and technical assistance to improve operations in such areas as caseload management, application of management information systems and jury use. By enhancing productivity, a court may be able to respond to the pressures of increasing caseloads, without additional judgeships, administrative staff and other resources. Productivity can be enhanced through goal setting or performance standards, improved management practices and special programs, which allow the court to reallocate existing resources to address problem areas. Most of these efforts can be applied to the entire caseload of the court, but all can contribute to the more efficient and effective processing of drug cases, which constitute up to 40 percent of the total case filings in many large general jurisdiction trial courts.

Strategy 2: Drug Case Management

The drug case management strategy is designed to demonstrate the application of improved methods to expedite the processing of cases, focusing on the formal coordination of resources from criminal justice and social service organizations engaged in the adjudication process. This strategy encourages the optimal use of resources committed by the prosecutor, public defender, pretrial services, the Bar, the court, probation and other organizations in the management of cases. Jurisdictions are encouraged to address resolution of cases by function or activity rather than by agency. Coordination of policy and resources, if done early and monitored, can expedite cases, save valuable resources, maximize use of detention facilities and achieve desired justice.

Strategy 3: Identifying, Screening and Monitoring of Drug Abusing Arrestees

The identification, screening and monitoring of drug abusing arrestees strategy demonstrates the use of drug testing, along with traditional interviewing techniques, to identify drug abusing arrestees and offenders and to implement special supervision programs. The identification of drug abusing individuals as they enter the criminal justice system provides the courts with information needed to make decisions regarding appropriate pretrial disposition and services to ensure that the arrestee, if released pending trial, complies with the conditions of release. This strategy provides judicial officers with the tools needed to make more informed decisions resulting in more effective use of detention facilities and improve programs to closely monitor and supervise arrestees while in the community pending trial.

Large Court Capacity Program

The goal of the Large Court Capacity Program is to promote systemic and permanent improvements in court operations, especially those of large jurisdiction trial courts, to enhance the ability of the courts to provide fair and efficient adjudication of drug arrestees and offenders.

Trial court performance standards are being developed under the Large Court Capacity Program. The

standards, in draft form, focus on what courts should accomplish with the means at their disposal. It represents a shift from past judicial administration reform that focused on inputs (e.g., number of judges) and processes (e.g., calendaring and one-day-one-trial jury service) to results and measurement. Twenty-two performance standards have been identified. They are grouped into five performance areas:

- o Access to justice
- o Expedition and timeliness
- o Equality, fairness and integrity
- o Independence and accountability
- o Public trust and confidence.

As part of the project, the National Center for State Courts also collects caseflow information from 26 large trial courts as a part of this project. Courts that are exhibiting major delay problems, as identified by the data analysis, are offered intensive technical assistance. Courts that show effective caseflow management are selected as demonstration sites to assist other courts in improving their caseflow management and to test the trial court performance standards being developed under this program. Courts in three jurisdictions, Maricopa County (Phoenix), Arizona, Civil Court; Montgomery County (Dayton), Ohio, Court of Common Pleas; and Detroit Records Court, Michigan, have been recognized as demonstration sites.

In addition, the program is supporting special conferences and workshops for the state and local judiciary to develop strategies in response to the impact of drug cases and drug abusing offenders in our courts. The first, held April 21-22, 1989, involved state chief justices, state court administrators and chief judges of large trial courts in nine states experiencing increases in drug cases. Further workshops will be scheduled for the additional states.

Comprehensive Adjudication of Drug Arrestees

Approaches to managing the impact of the increasing number of drug cases on the court system are being tested in four sites under the Comprehensive Adjudication of Drug Arrestees Program.

The State of Rhode Island; Flint, Michigan; New Orleans, Louisiana; and Santa Clara County, California, have each established mechanisms and changed procedures to reduce delays in the courts and to efficiently and effectively process drug cases. The following descriptions of the Flint, Michigan, and Rhode Island programs illustrate the problems that are being faced by the courts throughout the country as the volume of drug cases increases and describe some of the methods these two courts are employing to address the problems. A major element of all of these projects is the coordination of the activities of the court, pretrial services, crime laboratory, prosecuting attorney, public defender, probation and the jail.

Flint, Michigan, was experiencing problems with court delay, poor turnaround on drug analysis from the crime lab and jail crowding. A new area-wide narcotics task force and narcotics prosecution unit were established and expected to result in an increase in filings. The objectives of the adjudication project include to:

- o Improve the turnaround time of the crime lab from four weeks to three days
- o "Fast-track" drug arrestees by using visiting judges to reduce the backlog and/or hear drug cases, such that time from arrest to sentencing does not exceed 90 days
- o Provide intensive monitoring of arrestees prior to posttrial through additional pretrial services, probation and jail resources
- o Complete a substance abuse assessment by an interviewer within 48 hours of arrest
- o Use sophisticated, electronic and phone monitoring to increase the number of arrestees released from jail
- o Pursue treatment innovations for drug offenders, including programs in the new jail, that will reduce recidivism and drug use by offenders.

Drug offense arrests increased 86 percent between 1980 and 1986 in Rhode Island. The courts were facing a major problem with delays and a resulting backlog of cases. The adjudication was taking over two years from arrest to disposition for felony cases that were not pled. The objectives of the adjudication project which began during the summer of 1988 were to:

- o Reduce delay between the bail hearing and screening by 75 percent, from 12 weeks to 3 weeks, and the delay from screening to

arraignment by approximately half, from 10 weeks to 5 to 6 weeks

- o Reduce the number of defendants in jail by increasing the capacity of the system to review these cases and divert appropriate defendants to treatment
- o Develop more efficient screening and charging procedures
- o Increase the capacity of the crime laboratory to process drug evidence
- o Reduce the delay between arraignment and disposition by 50 percent, from 18 to 9 months, by reducing the backlog of cases over 270 days, from 55 percent to 10 percent
- o Establish case tracking systems in various agencies to process and monitor cases more effectively.

Adjudication Technical Assistance

State and local adjudication agencies can request technical assistance and training to address issues that include general court management, case processing delay reduction, jury utilization, pretrial services, drug testing, focused prosecution and jail capacity management.

Over 150 jurisdictions have received on-site and other types of technical assistance under this project during the past three years. Approximately 38 percent of the assignments have focused on court delay reduction efforts and/or general court improvement programs designed to expedite the judicial process. Many of the jurisdictions needed guidance in developing adequate analytic mechanisms to identify and monitor delay producing situations.

Jail capacity problems of local jurisdictions were the focus of approximately 37 percent of the assignments. Almost all of the jurisdictions required assistance with the development of adequate management information systems that could provide local officials with daily information regarding jail population levels, review of release policies, consideration of additional alternatives to incarceration and mechanisms for coordination.

Technical assistance related to career criminal drug defender and other specialized prosecution programs was provided in approximately 25 percent of the assignments. Most of these assignments required the

adaptation of the generally accepted elements of career criminal programs to local justice system operations and prosecution priorities and the development of the necessary coordination mechanisms between local police, prosecution and judicial agencies to support the program.

In the majority of cases, assignments involve sending staff or consultants on site to do short-term data collection and analysis related to the problem prompting the request. A report including specific recommendations for addressing the problem is prepared for the jurisdiction. Follow-up technical assistance may be provided if problems arise to help implementation of the recommendations. In some cases, representatives from the requesting jurisdiction have been sent to a host site in another jurisdiction that has successfully addressed the same problem. A six-month follow-up with the jurisdictions receiving assistance found that approximately 75 percent of the recommendations submitted were being implemented.

Drugs and the Courts: An Educational Program for Trial Judges

Trial court judges will be better prepared to adjudicate drug-related cases and to understand and provide appropriate sentences, monitoring and treatment for drug-dependent offenders as a result of training being developed under a cooperative agreement with the National Judicial College.

The training program being developed will provide the participants with the most current information on the following topics related to the adjudication of drug cases:

- o **History of Drug Abuse:** Issues include the cultural acceptance of drugs and public policy and attitudes toward drugs.
- o **The Defendant/Abuser:** Issues include the profile of the drug abuser, dual diagnosis (drugs and mental health), evaluation of offenders, treatment alternatives and appropriate sentences.
- o **Scope of the Drug Problem:** Includes law enforcement efforts to combat street sales and major trafficking, the link between drug use and all crime, special problems (e.g., crack, clandestine lab operations).

- o **Special Legal Issues in Drug Cases:** Issues include financial investigations, civil RICO and asset forfeiture, conspiracy, wiretapping, search warrant and warrantless search issues, informer information and elements of offense.
- o **Management of Drug Cases:** Includes early identification of drug abusing defendants, prosecutorial screening and charging, case processing alternatives, special procedures and role of the judge in case management.

The project will provide at least one judge from every state. In addition, the District of Columbia and Puerto Rico would have an opportunity to attend. Participation in the course will be at the recommendation of the chief justices and is predicated on the participant's willingness to return home and make presentations on the subject at judicial education programs and to serve as a resource for other judges in their state. The College will continue to offer the course as a part of their regular schedule.

Differentiated Case Management

The Recorder's Court in Detroit, Michigan, used Differentiated Case Management to handle the 2,602 new filings in 1988. Due to the continuing upsurge in drug cases, narcotics cases now comprise 33 percent of the docket, and an estimated 80 percent of the cases are drug or drug-related. Despite a 21 percent increase in filings, the pending caseload has decreased due to a 31 percent increase in dispositions. Also, the number of cases over 180 days in age has decreased, and the length of time to trial has decreased from 106 to 88 days.

Differentiated case management is based on the hypotheses supported by data analysis from the project sites that:

- o Particular case characteristics predict the amount of court resources a case will require before it is resolved
- o Predictive characteristics are identifiable at an early stage in the legal process
- o Cases can be better managed if they are placed in designated tracks according to their expected demand for court resources

The goal of the Differentiated Case Management Demonstration Program is to develop, pilot test and refine differentiated case management systems for application to criminal and civil case processing in state and local trial courts. The demonstration projects are designed to enhance the capability of the local trial court to expeditiously process drug and related offenses by applying the differentiated case management to the criminal caseload and/or establishing similar programs for civil cases, which will free up judicial and other system resources to handle the drug caseload.

Demonstration projects have been established in the criminal courts in Pierce County (Tacoma), Washington, Berrien County (St Joseph), Michigan, and Detroit, Michigan. A project has been established in the civil court in Ramsey County (St. Paul), Minnesota, and the criminal and civil courts in Camden County, NJ. Several of the projects are described below.

The Pierce County project focuses only on drug cases and has involved the transfer of case management functions for these cases from the prosecutor to the newly established court administrator's office. Three case processing tracks have been established: expedited, normal and complex. As a result of this project, the number of drug cases disposed of within 30 days increased from 14 percent to 49 percent; cases taking more than 90 days decreased from 27 percent to 5 percent; and the number of continuances was reduced by 83 percent during the first six months of operation. During this period, the number of cases handled by the court increased 54 percent.

The Camden County project established a Pre-indictment Conference for case review and possible disposition. Cases not disposed of at the Pre-indictment Conference are placed in one of four tracks: expedited, standard, complex and a priority track for serious offenses that require expedited processing. Since the beginning of the program, almost 52 percent of the cases have been disposed of at the Pre-indictment Conference, most of which would have proceeded to the indictment stage prior to the program.

Using existing sentencing guideline data, Detroit has designed its project around the assumption that cases that result in lesser guideline penalties are managerially less complex and can be processed faster. Five case categories, with different case processing time frames, are established, and cases are assigned according to their guideline characteristics.

The goal of the Ramsey County project was to develop an inventory of all pending cases, decrease the number and age of pending civil cases and

improve case scheduling techniques and continuance ratings. In early 1988, the Judicial District was facing a pending civil caseload that was increasing in size and age of cases. Judges assigned to criminal trial calendars were being reassigned to help address the civil backlog. A Differentiated Case Management project was started on April 1, 1988, and by December 1, the number of pending cases had decreased 48 percent. Also, the age of pending cases had decreased from 592 days in the previous year to 281 days, or a 47 percent decrease. As a result of this improved case processing in civil court, two and a half judge days per week have been freed up to hear criminal cases. The court is also in the process of implementing the differentiated case management system in criminal court.

Treatment Alternatives to Street Crime (TASC)

During 1988, BJA provided the criminal justice community with four new publications to assist with the implementation and enhancement of Treatment Alternatives to Street Crime (TASC) Programs.

The goal of TASC is to interrupt the drug using behavior of offenders by linking the sanctions of the criminal justice system to the therapeutic processes of drug treatment programs. Chronic, repeat offenders tend to also have drug and alcohol problems. However, the persistent criminality of these people can be interrupted, curtailed and, in many cases, stopped by intervening in the drug using behavior.

TASC bridges the gap between the justice system and the treatment community by making necessary services available to drug-dependent offenders who would otherwise continue to move in and out of the justice system. TASC also provides justice system oversight of the offender when that individual is in treatment.

The following is a list of BJA's publications on TASC, all of which were developed and released during 1988, except the program brief:

- o **Treatment Alternatives to Street Crime (TASC) (Program Brief):** Provides a blueprint for developing and implementing TASC Programs, including program goals and objectives, implementation steps and issues, program experience, a resource list and performance indicators.

- o Urinalysis as Part of a Treatment Alternatives to Street Crime (TASC) Program (Monograph): Provides guidance for establishing and operating a urine testing program.
- o Treatment Alternatives to Street Crime (TASC) (Implementation Manual): Provides practical advice and detailed instructions on starting a new TASC Program and/or improving an existing one.
- o Treatment Alternatives to Street Crime (TASC) (Trainer's and Participant's Training Manuals): Instruct case management staff on the fundamentals of the TASC critical elements and how to effectively perform each.

The publications have been distributed to state criminal justice agencies, state drug and alcohol administrators, TASC Programs, police departments, sheriff's offices, Departments of Corrections, probation and parole offices and treatment programs.

Since May 1986, BJA has provided on-site assistance to 525 individuals in 14 states. Recipients have included elected and appointed officials, judges, court administrators, probation and parol officers and staff from drug and alcohol abuse programs.

Requested assistance usually took the form of systems coordination and training. Systems coordination is the act of bringing together decisionmakers and service providers from the criminal justice and treatment systems to organize activities that can be mutually beneficial to both. Training has focused on the TASC elements, management practices and special issues, such as AIDS.

In October 1988, the second national TASC conference, partially sponsored by BJA, was held in New Orleans, Louisiana. Approximately 250 people from various professional backgrounds came together at the "National Conference on Drugs and Crime" to discuss the problems and issues involved in delivering case management services to the drug-dependent offender. Effective problem solving techniques, innovative program designs and practical considerations to ensure institutionalization of the program were major themes of the conference.

As a result of the technical assistance and training rendered by BJA, 23 states have adopted, or are considering adopting, the TASC program model as described in BJA's TASC program brief.

The benefits of TASC Programs, as documented by field reports from criminal justice system practitioners, include the following:

- o States have relieved prison crowding by placing drug-dependent offenders in supervised treatment programs
- o TASC assists court personnel from adjudication through probation to reduce and expedite caseloads
- o A TASC supervised offender in a treatment program will remain in the program longer than an offender who is in treatment without the sanction of the criminal justice system. Time in treatment has been shown to be a major predictor of successful treatment outcomes.

The typical defendant/offender served by TASC is an unemployed minority male high school dropout, between the ages of 25 and 40, with a record of prior arrests and a current felony charge. He is referred to TASC by the criminal justice system, and although he is a multiple drug user, he has never received treatment.

BJA's Baseline Management and Assessment Data project produced a "snapshot" of the characteristics of persons served in 1986 by a representative group of TASC Programs and an assessment of the organizational structures, operating priorities and management information system capabilities of the programs. Data was collected on over 30,000 clients served by 60 TASC programs in 14 states.

There are substantial variations among programs regarding follow-up, sources of funding, host organizations and service component emphasis. As many as one fourth of the programs responding to the survey do not deliver all ten critical elements as outlined in the BJA TASC program brief. Only one fourth of the programs are automated.

The Baseline Management and Assessment Data project pointed to the need for improved management, client tracking and follow-up, and assessment and evaluation in many TASC Programs. BJA will develop a management information system for TASC Programs to replace the costly and often inefficient manual data collection systems.

BJA will develop a user friendly, microtechnology information system that will be thoroughly

documented and placed in the public domain. The system will be made available to TASC and other case management programs.

Model procedures for accessing criminal history records are being developed under the Criminal History/TASC Linkage Project.

Access to criminal history repository information would provide TASC Programs with information to better screen candidates for eligibility, make appropriate treatment referrals, monitor the offender's progress and evaluate the program. Access to criminal history files is generally limited, by statute, to criminal justice agencies. Since some TASC Programs are private, nonprofit organizations or are located in governmental agencies not generally defined as criminal justice, they have historically been denied access to criminal history files.

The Criminal History/TASC Linkage Project consists of three main tasks designed to foster greater access to criminal history files to:

- o Demonstrate the utility of criminal history information for TASC program development by conducting a longitudinal study of two TASC Programs. Data from a sample of cases processed during the years 1980-84 were matched to state criminal history files. These data have been analyzed by offender characteristics, caseflow patterns, outcome and recidivism and have provided guidance in program development and information system design
- o Analyze statutes, regulations and survey responses to identify impediments that restrict access to criminal history files by TASC Programs. Specific impediments to access in each state have been identified
- o Assist TASC Programs in overcoming some of the identified restrictions. A model agreement to provide access by TASC Programs to criminal history information will be produced.

Enhanced Pretrial Service Delivery Program

Court systems facing large increases in the volume of drug cases and which are forced to make pretrial release decisions because of crowded jail

conditions can obtain technical assistance needed to establish an effective Pretrial Services Program through the Enhanced Pretrial Services Delivery Program.

The goal of the Enhanced Pretrial Services Delivery Program is to promote the concept and use of pretrial service agencies as a critical tool in the appropriate and expeditious adjudication of drug arrestees. Six currently operational pretrial services programs will be selected as model sites for this program. The selected agencies will act as host sites for visiting teams from other existing programs wishing to enhance their services and from jurisdictions seeking to establish a pretrial program. It is anticipated that urban, suburban and rural pretrial will be represented among the selected model sites so that agencies seeking assistance can visit a model program of similar size and with a similar population.

This program will also survey counties and court systems nationwide to determine the current extent of pretrial services use, prepare program description and implementation manuals to facilitate the transfer of this technology through use of formula grants and local funding, and examine and document promising techniques and procedures useful to pretrial services programs.

Drug Testing and Intensive Supervision Program

Many drug offenders can be safely released into the community while awaiting trial if they are properly supervised as shown by Drug Testing and Intensive Supervision Demonstration projects in Portland, Oregon, and Tucson, Arizona. Over half of the arrestees who tested positive for drugs in Portland (52 percent) and Tucson (61 percent) were released pending trial, and rates of rearrest and failure to appear for this group were no higher than for arrestees who did not test positive for drugs.

The Drug Testing and Intensive Supervision Program's three objectives are to:

- o Use urinalysis to quickly identify arrestees who use drugs
- o Provide the courts with information useful in making decisions regarding pretrial release of arrestees

- o Provide periodic urinalysis and intensive supervision of arrestees to monitor their behavior while released from custody pending trial.

The program provides an additional alternative to the courts when detention or formal treatment are not available or are not warranted. It promotes more effective use of detention space for those who require incarceration while reducing the incidence of failures to appear for those released.

Pretrial Drug Testing and Intensive Supervision Programs have been established in Tucson, Arizona; Portland, Oregon; Wilmington, Delaware; Milwaukee, Wisconsin; Prince George's County, Maryland; and Phoenix, Arizona. Six additional sites are receiving intensive technical assistance and financial assistance to prepare for possible future implementation.

The project in Prince George's County, Maryland, while only operative since September 1988, has already reported a dramatic impact on their crowded jail. The average number of arrestees under pretrial supervision has increased from 440 at the end of August 1988 to 941 since implementation of the program. The program administrator believes that a significant number of those released would have remained in the jail and that rearrest and failure to appear rates will not increase as a result of their release. Each of the projects have identified a need for additional treatment resources to match the need identified through pretrial testing and monitoring.

Drug Testing Technology/Focused Offender Disposition

This program has drawn upon field experience and recent research to develop an Offender Profile Index (OPI) that provides judges with a tool to assist them in making decisions regarding which defendants/offenders are in need of treatment and which treatment regimen or program is best suited to each drug-involved individual.

The index examines the following:

- o Stakes in conformity, such as education, employment and residential stability
- o Drug use pattern
- o Drug treatment history
- o Criminal justice history
- o HIV risk behaviors

The application of this index yields disposition recommendations from among a specific range of services, including urine monitoring only, outpatient treatment, short-term residential treatment or long-term residential treatment.

The index is being tested in three sites, Birmingham, Alabama; Phoenix, Arizona; and Miami, Florida. Each site is assigning some drug abusing offenders to probation, some to TASC and the services recommended by the index, and others to the existing service delivery system. A process evaluation and a follow-up evaluation of each of the groups are being conducted to assess the effectiveness of the index in identifying the proper intervention.

Drug Testing Technology Evaluation

Preliminary results from a BJA and National Institute of Justice sponsored evaluation of drug testing technologies show that the three technologies that use high technology equipment (EIA, FPIA and RIA) appear to have fewer errors than TLC, the fourth technology evaluated.

The purpose of the Drug Testing Technology Evaluation was to compare the four most commonly used urine testing technologies to determine which are most effective in detecting actual drug use. The four technologies that were tested are:

- o Enzyme Immunoassay (EIA)
- o Fluorescence polarization immunoassay (FPIA)
- o Radioimmunoassay (RIA)
- o Thin-layer Chromatography (TLC)

The evaluation was conducted in Los Angeles County, California. Parolees provided urine specimens that were then tested by each of the technologies for five drugs: marijuana, cocaine, PCP, opiates and amphetamine. In addition, each specimen was tested for the five drugs by Gas Chromatograph/Mass Spectrometer (GC/MS), which is the most accurate and expensive technology available.

The four technologies were compared to one another and to the GC/MS reading to determine how proficient each technology was in detecting each of the five drugs.

The evaluation will answer the following questions, which are of great interest to criminal justice personnel throughout the country faced with increasing numbers of drug offenders:

- o How accurate are the technologies in detecting each of the five drugs?
- o Which technology produces the fewest false positives and the fewest false negatives?

The final report on this evaluation should be available to criminal justice practitioners in the summer of 1989.

Drug Testing Standards

Who should be tested for drugs, the circumstances under which testing should occur and the uses of test results are issues that will be addressed in the Drug Testing Standards and Guidelines being developed with BJA support.

The guidelines are being developed to assist pretrial services personnel and probation and parole officers with the issues and procedures surrounding drug testing of arrestees and offenders under correctional supervision. The standards will be available by December 1989.

FORMULA GRANT PROGRAM: THE STATES' DRUG CASE ADJUDICATION STRATEGIES

The states did not identify the courts as a high priority for funding. A number of states indicated that the courts in their state were able to process and adjudicate the increasing number of drug cases in a timely manner with existing resources. Other states, which are targeting enforcement and prosecution resources on high-level drug traffickers, felt the impact on the courts would not be significant because, although these efforts would result in major cases, there would be a relatively small number of them. A number of states have also expressed a reluctance on the part of the courts to become involved in the strategy development process. Only three percent of the FY 1987 and 1988 formula grant funds were allocated for adjudication programs. The types of programs implemented by the states

include drug courts and programs to enhance the court process, differentiated case management, training for judicial personnel and Treatment Alternatives to Street Crime (TASC). A few states have provided limited funds for defense purposes in an ostensible attempt to ensure that drug cases are handled expeditiously.

Drug Courts and Enhanced Court Processing

Connecticut used formula grant funds to establish special "drug courts" in the court districts with the heaviest drug case loads. Experienced prosecutors were chosen to concentrate solely on major drug cases. These prosecutors have lower caseloads to lessen the pressure to plea bargain. Judges and courtrooms are made available so that these cases can be tried sooner than would normally be the situation. Public defenders are also available to represent indigent defendants.

In Sacramento, California, in 1987, law enforcement officials busted an average of one "rock house" per day and arrested more than 2,000 individuals for sale and possession of cocaine. A comprehensive program called the Crack/Rock Impact project was established which provided resources for increased apprehension, prosecution, forensic services, adjudication and sentencing alternatives.

The Pennsylvania Adult Probation and Parole Department established a program to reduce the time required to prepare a presentence investigation report for drug cases. Prior to the program, the presentence process took an average of eight weeks, during which time the offender was either incarcerated or free on bail unmonitored. This project is designed to reduce the preparation time of the presentence investigation by half. Project staff also screen offenders for drug usage by urinalysis, identify intravenous drug users and provide AIDS education to them, and supervise offenders while on release. Delaware also implemented a program that dedicates presentence investigation officers to drug cases.

Two teams of warrant investigators were established in Philadelphia to focus on drug defendants who fail to appear for court appearances. The project's goal is to reduce the time drug defendants are on fugitive status to 90 days or less and thereby reduce the number of additional crimes committed by this group. However, the Federally mandated population cap on the Philadelphia prisons has resulted in most of the rearrested fugitives simply being released on bail, making this project less effective than it might be.

Differentiated Case Management

A Differentiated Case Management Program was established in New Jersey that brings a prosecutor, public defender and case supervisor together to review cases involving drug charges and make differentiated case management determinations. Cases are assigned to one of three tracks: expedited, standard or complex. Expedited cases are those that require little judicial attention prior to trial and can be moved within a relatively short period of time. The complex case is characterized by the need for early and intense judicial involvement and is reserved for a small but important group of cases. Individual attention and management are applied to this group of cases. Those cases falling into neither the expedited nor the complex categories are processed as standard cases following the existing case management procedures.

Training

Judges in New Mexico were provided training in understanding the drug problem, statutory framework of drug laws, critical elements in the trial of drug cases and sentencing alternatives. Training programs for judges and other court personnel have been implemented in a number of states. A number of other states developed training programs for criminal justice system personnel working with drug cases, including judicial personnel.

Treatment Alternatives to Street Crime (TASC)

Washington is using state funds to expand TASC Programs to each county. The Legislature began funding TASC Programs in three counties in 1972, expanded the program to three additional counties in 1983 and is now expanding the program throughout the state. Several other states also implemented TASC Programs.

Detention, Rehabilitation and Treatment of Drug Offenders Activities

The Bureau of Justice Assistance is implementing a four-part strategy for the detention, treatment and rehabilitation of drug offenders to provide state and local units of governments with guidance, technical assistance and model programs designed to increase the effectiveness of sanctions, supervision and treatment for drug-involved offenders.

- o Corrections Policy Formulation: Includes the Prison Capacity Program
- o Improved Drug Treatment: Includes the Comprehensive State Department of Corrections Treatment Strategy for Drug Abuse, Drug Treatment for State Correctional Institutions and Drug Treatment in a Jail Setting Programs and Shock Incarceration (Boot Camp) Assessment
- o Community Supervision: Includes the Intensive Supervision Probation/Parole Demonstration Program and Technical Assistance to Corrections Agencies
- o Prison Industry Support: Includes the Strategic Planning for Prison Industries Program and the Correctional Industries Information Clearinghouse

Approximately 15 percent of the formula grant funds have been used for detention, rehabilitation and treatment by the states. Most states are struggling with prison and jail capacity problems, which are aggravated by the growing number of drug offenders and enhanced, mandatory sentences for some drug offenses being passed by many legislatures. Most states also report that drug treatment services for offenders while in institutions or under correctional supervision in the community are inadequate. Almost all of the formula grant funds allocated in this area have been used to enhance drug treatment services in the institution and in the community rather than to expand prison or jail capacity.

DISCRETIONARY GRANT PROGRAM: BJA'S DETENTION, REHABILITATION AND TREATMENT OF DRUG OFFENDERS STRATEGY

The goal of the Bureau of Justice Assistance's detention, rehabilitation and treatment of drug offenders discretionary grant programs is to assist state and local units of government in providing effective sanctions, supervision and treatment for the increasing number of drug-involved offenders and to eliminate their criminal and drug behavior. To accomplish this goal, BJA has adopted four strategies designed to increase the effectiveness of detention, rehabilitation and treatment of drug offenders.

Strategy 1: Corrections Policy Formulation

Most state and local jurisdictions are engaged in large scale prison or jail building efforts to house rapidly increasing populations, making corrections budgets the fastest growing component of state government. Sound corrections policy can assist states and counties plan the size of prison and jail capacity by balancing the construction of new facilities with the development of corrections alternatives. BJA provides assistance to the states through the Prison Capacity Program.

Strategy 2: Improved Drug Treatment

The improved drug treatment strategy is designed to provide assistance to state and local agencies in developing drug treatment programs to meet the needs of the growing population of drug abusing offenders. It recognizes that there is a strong relationship between drug use and crime, that a very large proportion of offenders have alcohol and drug abuse problems and that criminal justice sanctions can be very effective in getting offenders into and keeping them in treatment programs. Most offenders will serve their sentence under correctional supervision in the community or will be released back into the community after a relatively short time in prison or jail. The Bureau provides guidance on the development of a comprehensive drug treatment strategy and identifies, tests and demonstrates effective treatment programs for the drug-dependent offender.

Strategy 3: Community Supervision

The community supervision strategy is designed to identify and test model programs and provide state and local agencies with technical assistance to effectively supervise drug abusing offenders in the community. Many offenders currently placed under correctional supervision in the community require closer supervision, drug testing and/or treatment to change their criminal and drug abusing behavior. Community supervision programs also broaden the range of options available to the judge for placement of drug offenders.

Strategy 4: Prison Industry Support

This strategy recognizes that most offenders sentenced to prison have a long history of criminal behavior and substance abuse and a very limited employment history. Correctional and treatment programs should be supplemented with prison industry programs which provide offenders with employment skills that they can use when they return to the community. The prison industry strategy makes technical assistance available to Departments of Corrections and jails requiring assistance in expanding their prison industry programs and markets.

Prison Capacity Program

Through the Prison Capacity Program, states are developing creative ways of addressing prison crowding.

Fifteen states are participating in the Prison Capacity Program which is designed to reach a consensus in each state on methods of balancing the criminal justice system and taking into account public safety concerns and issues associated with conditions of confinement. Ten of the states are facing court orders to rectify prison crowding or conditions associated with crowding. This program provides a broad range of technical assistance, training and financial support to state special policy commissions or task forces dealing with state prison capacity and alternatives.

The Oregon Governor's Task Force on Corrections Planning developed a "Strategic Corrections Plan for Oregon: Restoring the Balance" which has been cited as a national model. The plan notes that Oregon's correctional system is critically out of balance in two ways:

- o The demands being placed upon the system far exceed the current available capacity of its institutions and community supervision programs
- o The system fails to provide a full range of intermediate sanctions between ordinary parole or probation and prison

Thus, in Oregon, like in many other states, many offenders are placed on probation or parole who require a higher degree of control in order to protect the community. Many offenders are also sent to prison who could be managed safely and successfully outside of prison if effective intermediate sanctions were available.

The Oregon Task Force rejected the view that restoring the balance to the correctional system could be achieved by relying on construction alone. If all new resources were allocated to prison construction, the recidivism rates of offenders on parole and probation would likely increase beyond their already high levels, creating a need for still additional construction. The Task Force also rejected the view that the current imbalance in the system could be solved solely by the development of more alternatives to incarceration. Because these programs cannot work without sanctions behind them, there must be empty beds available for offenders who are unwilling to comply with non-incarceration sanctions.

In Texas, approximately 40 business, civic, criminal justice and state government leaders participated in a three-day summit convened by the Governor to reach a consensus on solutions to prison crowding. The recommendations issued following the summit include:

Alternative Incarceration and Enhanced Sanction Strategies

- o Prioritize the sentencing of offenders to make the most effective use of limited prison capacity and provide sufficient resources to permit the wide range of intensive and specialized supervision and intermediate sanctions to strengthen and enhance the discipline of probation supervision.
- o Test for drugs throughout the criminal justice system for better decisionmaking concerning bond, probation and parole.
- o Transfer to Federal custody, Immigration and Naturalization Service detainees and other Federal holds.

Capacity Strategies

- o Establish Jail Policies and Procedures Review Committees comprised of police, prosecutors, defense, judiciary, probation and parole in those counties where they do not currently exist.
- o Recommend that funds be appropriated to construct a minimum of 8,000 additional prison beds.
- o Create an intensive supervision parole program.
- o Reduce jail crowding by accelerating the intake of prisoners awaiting transfer to the Department of Corrections, as additional prison capacity is realized.

Release Restrictions and Confinement Option Strategies

- o Institute mandatory drug testing and drug rehabilitation treatment as a condition of parole.
- o Require continuing education as a condition of parole for parole candidates below a specified literacy level.

Information Policies

- o Establish an Offender Based Tracking System and other standardized data collection for management

of the criminal justice system and development and evaluation of criminal justice policies at the state and local levels.

Most of the other states participating in the project have also established task forces or commissions to explore the issues related to prison crowding and alternatives to incarceration and to recommend changes to address these issues. For example, the Connecticut Governor's Commission on Prison and Jail Overcrowding issued its annual report in January 1988 calling for new initiatives to reduce prison crowding that include: the expansion of alternatives to incarceration, a study of the relationship between sentencing practices and jail population, and a task force to examine the relationship between "at risk" populations and criminal behavior.

Many states are also conducting research and analysis to define problem areas and to identify and test alternatives. For example, Oregon is conducting an evaluation of its Community Corrections Act to determine if it is meeting its goal of diverting convicted offenders from prison. Ohio is developing a policy simulation model to be used, in part, to generate statements on the impact of pending bills related to prison population. Montana is exploring issues related to parole, good time and sentencing alternatives.

Florida is researching five policy questions:

- o Florida's methods of projecting prison population
- o The effect of Florida's sentencing guidelines on the rate of admission
- o The recent increase in drug-related arrests
- o Alternatives to prison
- o Development of a systems analysis model between law enforcement and the Department of Corrections.

South Carolina is focusing on crowding in both jails and prisons and is researching the use of citation and station house release which would give the sheriff or jail administrator the authority to cite and release less serious offenders pending appearance before the magistrate. The decriminalization of public drunkenness has been recommended in order to reserve jail space for more serious offenders. The project in South Carolina is also assisting sheriffs and jail administrators in finding ways to accommodate offenders sentenced for less serious offenses and/or serving weekend sentences.

The following is a list of the states participating in the Prison Capacity Project:

Connecticut	Oklahoma
Florida	Oregon
Hawaii	Rhode Island
Indiana	South Carolina
Louisiana	South Dakota
Montana	Texas
Nebraska	Wisconsin
Ohio	

Comprehensive State Department of Corrections Treatment Strategy for Drug Abuse

Reducing recidivism rates of drug using offenders by providing a range of drug treatment programs within correctional institutions and in conjunction with community supervision programs is the goal of the Comprehensive State Department of Corrections Treatment Strategy for Drug Abuse.

The major objective of the program is to develop a range of model state drug treatment activities including: drug education, drug resource centers, self-help groups and therapeutic communities that can be integrated into existing and proposed institutions and programs. Corrections and treatment staffs are trained in the latest techniques of drug treatment. Seven states, Alabama, Connecticut, Delaware, Florida, New Mexico, New York and Oregon, have completed the planning phase and are implementing their treatment strategy. Participating states are provided with a small amount of discretionary funds to assist with implementation, but most of the resources for implementation come from state funds and/or the state's formula grant funds. The range of programs being implemented in each of these states is found in the chart on the following page. Three states, Hawaii, New Jersey and Washington, are in the planning phase of the program, and an award for California is being processed.

Drug Treatment for State Correctional Institutions

This program was designed for states that were not ready to implement a comprehensive statewide drug strategy in their correctional institutions but were interested in implementing an innovative pilot project in a single facility. Programs were funded in Iowa, Montana, New Mexico, North Carolina, Ohio and Wisconsin to test a variety of approaches to drug treatment rehabilitation in correctional institutions. The six programs target different populations and employ different treatment modalities. Two of the projects are described below.

Iowa has established a therapeutic community within a 30-man living unit to promote a drug-free lifestyle and provide continuity of care and treatment throughout the release process. Services provided by the program include individual and group counseling and family counseling. Assignments to jobs are made consistent with the treatment level. Transition counseling provides release planning and meetings with community corrections and substance abuse staffs two to four weeks prior to release.

North Carolina has implemented a project called Substance Abuse Recovery Group Experience (SARGE) to meet the needs of inmates who are serious substance abusers and between the ages of 14-20. The goal of the project is to alter substance abuse tendencies in order to reduce recidivism. Participation is voluntary, and priority is given to offenders with an anticipated release date within 12 months of admission to prison.

The treatment program begins with an intensive 28-day residential treatment program at the time of admission and includes individual and group counseling, substance abuse education, interpersonal skills training, cognitive therapy techniques and assertiveness training. Treatment is continued throughout the prison stay, and community aftercare services are provided when they are released into the community.

**COMPONENTS OF COMPREHENSIVE STATE DEPARTMENT OF
CORRECTIONS TREATMENT STRATEGY FOR DRUG ABUSE IN SIX STATES**

ALABAMA

Operational

Inmate drug screening, addiction assessment and treatment referral

Database for tracking inmate treatment

Inmate drug education

Interim treatment prior to intensive treatment (12 step structured self-help program)

Intensive 8-week residential treatment

Therapeutic community 6-12 months

Prerelease transitional services

Urinalysis in prison, probation and parole

Evaluation research

CONNECTICUT

Operational

Pretrial diversion of substance abusers

Institutional treatment: drug screening, addiction assessment, treatment referral, NA/AA, AIDS intervention

Community-based treatment: Individual and group counseling, urinalysis, job referrals, vocational and educational counseling, financial referrals, NA/AA

Community half-way houses and residential drug-free programs

Supervision, referral, monitoring for addicted probationers

Planned

Therapeutic community

Information system

Training for corrections staff

DELAWARE

Operational

Inmate drug screening, addiction assessment and treatment referral

Substance abuse training for corrections staff

Interim treatment prior to intensive treatment: prison work program, counseling, substance abuse treatment

Therapeutic community: 9-15 months

Planned

Community residential drug-free programs: work release, progressing to supervised custody and parole supervision

FLORIDA

Operational

Inmate drug screening, addiction assessment and treatment referral

Training of corrections staff to improve treatment programs and unify treatment efforts

Tier I: Inmate drug education: 35-40 hours of literature distribution, short-term counseling, group discussion, education program

Tier II: Intensive 8-week residential treatment: individual and group counseling

Tier III: Therapeutic community: 6-12 months

Tier IV: Community-based treatment: 10-week program consisting of counseling, NA/AA, education groups

Evaluation research

NEW MEXICO

Operational

Substance abuse training for corrections staff

Drug information resource center and satellite center

Inmate drug education: graded training modules for inmates and peer counselors

Therapeutic community: 6-12 months

Modified therapeutic community: less intensive treatment/counseling program

Evaluation research

NEW YORK

Operational

Substance abuse training for corrections staff

Therapeutic communities training

Interim treatment prior to intensive treatment

Therapeutic community: 9-12 months

Planned

Expanded drug screening, assessment, treatment referral

Treatment database

Drug information resource center

Expanded transitional services: employment, housing, family counseling, substance abuse services, education

Community-based treatment programs

Evaluation research

Drug Treatment in a Jail Setting

Model Drug Treatment in a Jail Setting projects have been established in Pima County, Arizona, Hillsborough County, Florida, and Cook County, Illinois, to demonstrate effective drug screening and treatment services for drug abusing offenders in jails. These model projects also serve as training sites for representatives from other jurisdictions.

As discussed earlier, the results from drug testing of arrestees in 21 large cities, conducted under the Drug Use Forecasting (DUF) Program (See pages 1 and 2), show that 53 to 90 percent of individuals arrested in those cities test positive for drugs. Yet, preliminary results of a survey of the Nation's jails being conducted for BJA by the American Jail Association shows that almost 75 percent of the jails that responded provide no drug treatment services. Of those that have treatment services, approximately one third consist of volunteer services only (i.e., Alcoholics Anonymous/Narcotics Anonymous). Jails face unique problems when developing drug treatment services. Most jails hold both pretrial defendants and sentenced offenders, and the length of stay in jail may be very short or may be affected by court actions, such as bail reductions.

The Pima County, Arizona, Adult Detention Center has an average inmate population of approximately 700. The Sheriff's Department contracted with Amity, Inc., a nonprofit therapeutic community to provide treatment services for the Detention Center. The Amity staff provide education and treatment to sentenced inmates in their pod-dayroom area and offer some services to the families of the inmates. After release, inmates are referred to an appropriate level of aftercare, including treatment at the Amity Ranch.

Hillsborough County (Tampa), Florida, has an average inmate population of just under 1,700 located in five separate facilities. Approximately 80 percent of the inmates are awaiting trial. Approximately 400 inmates are screened each month for the in-jail drug treatment program for pretrial inmates, and 120 are referred to treatment following an initial assessment. Treatment includes relapse prevention therapy groups directed by staff and Narcotics Anonymous groups led by volunteers from the community. At release, inmates are referred to community-based treatment programs, including random urine testing, outpatient services, residential programs and referral to community programs. Inmates are monitored for six months to assess their progress.

Drug treatment services are provided to the Cook County Department of Corrections by Cermack Health Service, which is a separate department of Cook County government responsible for providing health services to detainees. The average inmate population in Cook County is 5,000, and the average length of stay is 30 days. Cermack Health Services coordinates the substance abuse program. The treatment program includes individual and group motivational counseling, group activities, case coordination of secondary services and aftercare referral services to community-based programs. Approximately 320 men and 70 women will be in treatment each day.

Training and technical assistance are available to jurisdictions throughout the country. Training sessions are held on-site at one of the model jail programs and are designed to help participants explore the types of drug treatment effective in a jail setting, the problems they are likely to encounter and how to avoid them, and how to implement a program. Although the emphasis of this program is on drug treatment in large metropolitan jails, training and clearinghouse services are also available to smaller jails.

LOCKUP: Jail Management System

Local jails can receive technical assistance and training to assist them in implementing LOCKUP, an automated jail management system developed under a Bureau of Justice Assistance program to provide operational information systems support to state and local criminal justice agencies.

LOCKUP is a computerized jail management system that provides jails with a tool to improve the quality of information maintained on inmate populations and facility status. It was initially developed by SEARCH Group, Inc., with funding from the National Institute of Justice. Under a grant from the Bureau of Justice Assistance, SEARCH tested and documented the system and is making it available to local jails and assisting with implementation and technical support.

The system is microcomputer-based and runs on IBM and compatible microcomputers. It is user friendly, allowing the operator to move between system functions by selecting a function from a menu of choices. The system includes the following functions:

- o **Book an Inmate:** Information includes personal data, arrest data, medical data, property data, holds data, charge data, bail amount and charge disposition.
- o **Release an Inmate:** Ensures that all proper release procedures have been carried out before an inmate is released, such as verifying that no holds are active, the inmate's cash has been returned, disposition and bail type on each charge, etc.
- o **Medical and Classification Screening:** Includes basic medical and classification information collected during the booking process. Information can be updated with more information or as changes are made.
- o **Outdate Calculations:** Calculates release dates for a single charge or for an inmate's total charges taking into account any credit given for time served and time subtracted for good time, work time or trustee time.
- o **Billing:** Generates billing invoices for inmates held for other jurisdictions and a Billable Agency Report that shows how much each agency was billed on a month-to-month and year-to-date basis.
- o **Other:** The system allows the operator to search the database by booking number and by name to modify information and to generate reports.

Shock Incarceration (Boot Camp) Assessment

The Bureau of Justice Assistance in cooperation with the National Institute of Justice is conducting an assessment of the effectiveness of the "Boot Camp" or close supervision concept as an alternative for youthful offenders.

The Boot Camp or Shock Incarceration Program is a relatively new alternative sanction for youthful offenders that has been implemented in a number of states. The programs provide a highly structured, military-type environment where offenders are required to participate in drills, rigorous physical training and a variety of work and treatment modules. These projects are to be experiencing a high degree of administrative support and show a potential for lowering recidivism rates, at least short-term. Because the sentences are shorter than sentences to traditional detention, these programs are also seen as

a cost-effective means of reducing prison crowding. These programs have not been thoroughly evaluated to date.

The goal of this program is to assess six to ten of these programs already operating in the states. Projects with a high proportion of drug offenders have been targeted to determine which are successful for use as possible models for dealing with drug offenders. The Bureau also plans to fund two demonstration sites during 1989.

Intensive Supervision Probation/Parole Demonstration Program

The effectiveness of intensive supervision programs as an alternative to incarceration for some offenders and as a means of protecting public safety while supervising high-risk probationers and parolees in the community is being tested in eleven sites under the Intensive Supervision Probation/Parole Demonstration Program.

The goal of this program is to reduce criminal activity and drug dependence among serious offenders who normally show a high rate of recidivism. The intensive supervision projects emphasize frequent face-to-face contacts and surveillance. Drug offenders are also required to participate in frequent drug testing and alcohol and drug treatment.

Several of the demonstration sites accept clients from the general offender population, and six sites have targeted drug offenders. Two of the projects are designed to divert offenders from prison. Projects have been funded in the following ten sites:

<u>General Offender Population</u>	<u>Drug Offender Population</u>
Los Angeles, CA Department	New Mexico Corrections
Ventura, CA	Washington Department of Corrections
Marion, OR	Georgia (three sites)
Milwaukee, WI	Iowa Department of Corrections
Contra Costa, CA	Front Royal, VA

The Texas Board of Pardons and Paroles developed an Intensive Supervision Parole (ISP) Program with state funds and is participating in the evaluation. The two projects described below illustrate the types of activities included in these ISP projects.

The Contra Costa Intensive Supervision Probation project is linked to the existing Operation Clean Streets Program, which is a coordinated effort of law enforcement, the District Attorney and the Probation Department to help curb drug trafficking and drug related crimes. The ISP project provides services to probationers convicted of drug dealing, drug use and nonviolent drug connected offenses. The goal of the project is to increase the protection of the target community by reducing criminal activity and drug use by probationers. Probation is quickly revoked for ISP participants who violate conditions of probation. The project also hopes to reduce the number of days of incarceration for ISP participants and increase their employment.

The project includes frequent face-to-face contacts, frequent drug testing, mandatory drug counseling, referrals for drug education and/or treatment and employment counseling. Unlike regular probation officers who work a normal work schedule, ISP officers are also available during evenings, weekends and holidays. The office visits are supplemented with frequent home and field contacts, and court orders are sought for warrantless searches at any time of the day or night. The program is divided into three phases. At the end of each phase, the case is reviewed to determine if the probationer is ready to proceed to the next, less restrictive level of supervision.

Phase I (minimum of 45 days)

- o At least one face-to-face contact per week
- o Approximately 12 drug tests during this phase
- o A case development plan and risk/needs assessment to be completed during first month
- o Appropriate referrals to drug counseling
- o Employment status verification by paycheck stubs and field visits

Phase II (minimum of 120 days)

- o Two face-to-face contacts per month
- o Minimum of four drug tests per month
- o Other probation conditions verification

Phase III (return to minimum level of supervision)

- o One face-to-face contact per month plus one contact by phone
- o Drug testing as deemed appropriate

The Georgia Department of Corrections has been operating an ISP Program since 1982. Georgia is participating in the demonstration program to test the effectiveness of various combinations and degrees of increased urinalysis, surveillance (human vs. passive electronic vs. active electronic) and treatment (in-house vs. referrals) of drug abusing offenders. The three projects using various methods of surveillance and treatment are described below.

- o The **Waycross Judicial Circuit** project is focusing on ISP team supervision using "human" surveillance, drug and alcohol counseling and increased urinalysis. Treatment options, which will be provided in-house, include: detoxification, inpatient counseling, day care, individual and group counseling, AA/NA groups, antabuse and drug screening. Drug testing is conducted twice a week during the first 90 days and is decreased each quarter to one test per month during the final phase.
- o The **Atlanta Judicial Circuit** project uses ISP team supervision with human surveillance, complemented by "passive" electronic surveillance and increased urinalysis. Probationers are referred to outside agencies for evaluation and treatment.
- o The **Macon Judicial Circuit** project uses ISP team supervision with human surveillance, complemented by "active" electronic surveillance and increased urinalysis. Probationers are referred to outside agencies for evaluation and treatment. Major emphasis of screening is on marijuana and cocaine.

Intensive technical assistance and training has been provided to the demonstration sites to assist them with the developing client selection criteria, organizing and training probation and surveillance staffs, developing appropriate supervision for clients, data collection and evaluation procedures, and program development and implementation.

The effectiveness of the Intensive Supervision Demonstration Program is being evaluated using the random assignment of offenders to intensive probation/parole supervision or control programs.

The independent evaluation being conducted for the Bureau by the Rand Corporation will establish how participation in the Intensive Supervision Program and control programs affected subsequent behavior of offenders. Data collection and analysis are aimed at answering the following questions:

- o Does participating in the ISP Program decrease the offender's rate of recidivism?
- o What affect does ISP participation have on the incidence of drug and alcohol use, employment, community service and victim restitution?
- o How much does ISP supervision cost, relative to other sanctions?

A monograph entitled Electronic Monitoring in Intensive Probation and Parole Programs has been published by the Bureau of Justice Assistance to assist criminal justice agencies define the objectives of electronic monitoring, develop policies, review equipment bids and secure technical assistance.

The use of electronic monitoring devices has spread rapidly. First used in December 1984, electronic monitoring devices were being used in 20 states by early 1987 and in 32 states by early 1988. The purpose of the monograph is to provide guidance in the planning and implementation of electronic monitoring in intensive supervision probation and parole programs. The monograph discusses the applications of electronic monitoring, goals and objectives, legal issues, policies and procedures, implementation strategies, requests for proposals, the bidding process, research and evaluation, and program experience.

Technical Assistance to Corrections Agencies

Corrections, probation, parole and community corrections agencies are provided with training and technical assistance to implement a wide range of drug screening, treatment and rehabilitation programs under two Bureau of Justice Assistance technical assistance programs.

Six regional training seminars were conducted under the two technical assistance and training programs during 1988. The seminars were held on a variety of

drug-related topics including "Community Supervision: A Substance Abuse Approach" and "Control of Drugs in Correctional Facilities." The topics for the seminars were determined from a survey of correctional agencies throughout the country. Technical assistance has been provided to over 60 corrections agencies. The types of assistance provided include an assessment of institutional substance abuse treatment programs, an analysis of management and organizational issues, substance abuse programming for Departments of Corrections and assistance with the development of policies and procedures for handling drug offenders and for strengthening linkages between corrections and health care agencies to improve services to drug abusing offenders.

BJA also provides technical assistance and training for probation and parole administrators and trainers to provide them with the knowledge and skills to detect drug use, assess severity and learn techniques of surveillance, testing and intervention through the Probation and Parole Narcotics Interdiction Training Program. Training for probation, parole and treatment line staff will begin in 1990.

Strategic Planning For Prison Industries

The Strategic Planning for Prison Industries Program provides technical and financial assistance to state correctional industries to expand their business operations by defining business objectives, growth markets and means of financing growth.

Eight states, Arizona, Colorado, Georgia, Idaho, Indiana, Louisiana, Mississippi and South Carolina, received awards to develop a strategic plan for their prison industries. The plans include an analysis of the external environment and trends as well as internal operations, including problems, strengths, weaknesses and opportunities. Both long and short-term goals and objectives to accomplish the legislative or departmental mission are developed.

Short-term technical assistance is also provided to prison and jail industries. The following are examples of the types of technical assistance available to the states:

- o Assistance with the development of an industrial safety training program in Louisiana

- o A review of existing operations in Missouri with recommendations for improvement and identification of possible new product lines at the higher security level facilities
- o An analysis of Oklahoma's marketing and sales division with recommendations on how the marketing and sales functions should be structured and ways to improve current marketing efforts
- o An analysis of Washington's agricultural enterprises with proposals for future agricultural enterprises and their economic potential. The project will also provide recommendations regarding appropriate management planning and control for agricultural operations
- o Nebraska received funding to visit a joint prison industry/private sector sewing operation in Washington to explore the feasibility of initiating a similar joint venture in Nebraska. Nebraska has since signed a joint venture contract with a private sector firm.

The project has also conducted training sessions at several regional meetings of the Corrections Industries Associations on such topic areas as sales, marketing, strategic planning and legal issues.

Correctional Industries Information Clearinghouse

The Correctional Industries Information Clearinghouse has become recognized by state and local corrections officials as the primary resource for authoritative, up-to-date, action-oriented information on virtually every facet of correctional industries.

The Correctional Industries Information Clearinghouse, operated by the American Correctional Association responds to requests on a wide-range of prison and jail industry issues, including legislation, personnel, procedures, marketing and sales, organization and management, and joint ventures with the private sector. During 1988, the Clearinghouse responded to 708 technical assistance and information requests. The large number of requests from jail industries in 1988 resulted in the expansion of services to include county level industrial programs. The Clearinghouse also conducts research on legislative activity impacting correctional industries at the state and Federal levels. Clearinghouse research on foreign production served as the basis for a

workshop entitled, "Prison Industries: the Potential Markets for Goods and Services Now Purchased in Foreign Countries."

FORMULA GRANT PROGRAM: THE STATES' DETENTION, REHABILITATION AND TREATMENT OF DRUG OFFENDERS STRATEGIES

Approximately 15 percent of the formula grant funds have been used for detention, rehabilitation and treatment by the states. Most states are struggling with prison and jail capacity problems, which are aggravated by the growing number of drug offenders and enhanced, mandatory sentences for some drug offenses being passed by many legislatures. Most states also report that drug treatment services for offenders while in institutions or under correctional supervision in the community are inadequate. Almost all of the formula grant funds allocated in this area have been used to enhance drug treatment services rather than to expand prison or jail capacity.

Substance Abuse Treatment Programs within Institutions

Approximately one fourth of the states used formula grant funds to implement drug treatment programs within adult correctional institutions, and seven states implemented drug treatment programs in juvenile institutions.

Most states reported that 70 to 90 percent of the inmates in adult correctional facilities and 80 to nearly 100 percent of the juveniles in institutions have substance abuse problems. Many states also report that very limited drug treatment services are available to offenders while incarcerated. Yet, only a relatively small number of states have used formula grant funds to increase the availability of drug treatment services within correctional institutions.

The types of programs that have been implemented are described below.

A therapeutic community program is being established at the Pennsylvania State Corrections Institution at Graterford that will treat at least 50 inmates with extensive drug histories the first year. The program includes four stages with structured treatment goals. In the final stage, the offender must work toward parole by developing a parole plan, finding a residence, locating a job and usually contacting a local drug and alcohol outpatient program.

Florida has developed a new comprehensive program to handle the increased number of inmates sentenced to state prisons for cocaine law violations. A four-tier substance abuse rehabilitation program is now in use. Tier 1 is an intervention program for those inmates with minor substance abuse problems and consists of literature distribution, short-term counseling, group discussion and presentation of program literature. Tier 2 consists of an intensive six-week modified therapeutic community with frequent individual and group counseling, continuous intervention and isolation from the greater institutional population. Tier 3 is a full service therapeutic community for those inmates with the greatest treatment needs. Tier 4 consists of counseling services like Narcotics Anonymous for inmates assigned to community centers. During 1988, 1,034 inmates were served by this program.

Illinois used formula grant funds to expend its drug education for substance abusing offenders in the adult and juvenile institutions throughout the states. Previously, drug education programs existed in only three adult and one juvenile institution. The program provides inmates who have histories of substance abuse with the opportunity to gain current information on the causes and consequences of drug abuse and to take part in a detailed self-analysis of their personal use of drugs and alcohol. Classes will be open to all inmates on a voluntary basis, with as many as 1,500 participants expected annually.

West Virginia used formula grant funds to develop an institutions-wide, comprehensive and coordinated substance abuse plan for its Corrections Department. To accomplish this task, state planners conducted a needs assessment considering the following factors: community involvement and support facilities; existing resources; evaluation; aftercare; work release counseling; staff training; facilities for therapeutic communities within institutions and the development of a half-way house for youthful offenders. The Department has also expanded its substance abuse education services from a few hours per week to at least 25 hours per week per institution and expanded the content beyond basic education classes.

Residential treatment services at the work release center, which did not exist prior to the project, are now being provided. The project has also provided training on the treatment of substance abusing offenders to over 30 staff, representing 11 state and local agencies.

The Arkansas Department of Corrections has expanded its treatment capacity by 26 beds, increasing its annual treatment capacity by 312 inmates.

Florida is using formula grant funds to supplement a discretionary grant award from BJA to implement a model comprehensive drug abuse delivery system for criminal offenders. This program is described under the Comprehensive State Department of Corrections Treatment Strategy for Drug Abuse Program.

Eliminating Drugs From Correctional Institutions

One state Department of Corrections and one local jail implemented programs to detect drugs within the facilities, and several states plan to implement such programs in 1989.

Alabama's inmates are reported to be more receptive to rehabilitative efforts since the introduction of a canine program on prison grounds. Through a Federal assistance grant, the Department of Corrections is using dogs trained in drug detection for gaining and maintaining control of drugs within the correctional institutions.

In 1989, the District of Columbia will implement a program to interdict the flow of drugs into its correctional institutions. The District will purchase and install a central, automated positive identification system for visitors and establish an interagency task force to arrest and prosecute visitors who bring drugs into the institutions.

Drug Treatment for Offenders while under Correctional Supervision in the Community

Almost half of the states have implemented programs to provide service to drug offenders

while under correctional supervision in the community, most of which include intensive supervision and/or drug testing in addition to referral to drug treatment programs.

The types of programs implemented by the states are described below. Most of the programs have not been in operation long enough to report results, but one program that reported results for the first six months of operation showed a significant reduction in drug usage by program clients.

The Special Intensive Supervision Drug Project serves high-risk clients in Philadelphia and Pittsburgh, Pennsylvania. Intensive supervision is provided by experienced parole agents whose caseloads are kept low to facilitate field visits and weekly urinalysis testing. Sanctions, travel restrictions and the selective use of electronic monitoring are used. When the project began, 36 percent of the clients tested positive for drugs other than marijuana. The figure has been reduced to four to six percent, and the increased supervision has resulted in more parolees being recommitted for technical parole violations. Parole agents completed a specially designed training program before being assigned a caseload and have participated in team building sessions. The project also provides the parolee with a continuum of supervision from parole supervision to treatment to the community.

Urinalysis services are available to all agents throughout Pennsylvania to test parolees for drugs as needed, based on the client's past drug history and his or her behavior while on parole. Prior to a formula grant funded project, funding limitations prevented the Board of Probation and Parole from using urinalysis to the extent needed. Through this project, the Board can more adequately control the drug-dependent offender and secure treatment or impose needed sanctions. Urinalysis screening is used for approximately 360 high-risk drug-dependent clients in Philadelphia and Pittsburgh who are under special intensive supervision and require six drug tests per month. Approximately 2,600 frequent drug abusers under active supervision throughout the state are also screened.

Alabama is randomly testing inmates assigned to Work Release Centers and those on the Supervised Intensive Restitution Program. The Montgomery County program requires participants to pay for their own testing at a discount cost. First-time positive readings result in the mandatory attendance of community drug or alcohol group meetings. A reduction of other privileges is also stipulated. Additional positive readings result in the continual decrease in privileges, increased supervision checks,

increased community service or disciplinary action, which could result in removal from the program.

The New York Division of Probation and Correctional Alternatives initiated a probation supervision model for drug abusing offenders that combines intensive probation supervision with immediately accessible assessment, treatment and drug testing services. This model will operate in Brooklyn and the Bronx with contractual services for treatment and testing provided by the Division of Substance Abuse Services. Also, the Division of Parole will provide drug counseling and drug testing to parolees on a statewide basis.

A total of 544 individuals have been screened at the pretrial level to determine their need for drug services during the first six months of the TASC project in Berks County, Pennsylvania, which includes treatment and rehabilitative components and appropriate referrals. This project also provides for the screening, evaluation, supervision and treatment of county parolees with drug abuse problems. Although the cases are supervised by Adult Probation/Parole, the TASC agency is responsible for performing all the evaluations, collecting urine specimens and monitoring progress in treatments. During the first six months of the project, 38 individuals had been referred to educational/outpatient service, 20 to intensified outpatient services and 20 to inpatient treatment.

Pennsylvania has also used formula grant funds to establish a TASC/State Correctional Institutions Pre/Post Release Project. This interagency project consists of a two-phased process that utilizes existing TASC sites and all state correctional institutions. During phase one, TASC personnel become involved in the parole planning process conducted at the institutions and evaluate and make recommendations for inmates about to be released. During phase two, TASC works closely with the offender's parole/probation officer and community treatment facility to better monitor compliance and progress.

Vermont's Department of Corrections established a House Arrest Program to divert low-risk, nonviolent offenders with short sentences from the jails to make room for drug offenders arrested by the drug task forces. During 1988, 136 offenders were placed on house arrest, with 78 percent successfully completing the program, and 22 percent returning to jail.

The goal of the Sarasota County, Florida, Comprehensive Anti-Drug Abuse Program is to remove juvenile offenders from the criminal patterns and drug abuse cycles, which in many cases have resulted in school drop-outs, and return them to a

functional educational environment and crime-free lifestyle. A Treatment Evaluation Assessment Monitoring (TEAM) Program for juvenile offenders arrested for drug-related criminal activities was established. The program provides either pretrial or posttrial placement of the youth offender into an evaluation program to determine the extent of the drug abuse problem and provide access to professional counseling and treatment. An important component of the concept entails monitoring to determine the degree of success for the particular treatment alternative chosen. The program also contains a law enforcement program that targets drug crime. Similar programs have been established in several other counties in the state.

Achievements and Challenges

ACHIEVEMENTS IN THE FIGHT AGAINST DRUG ABUSE

The passage of the Anti-Drug Abuse Act in October 1986 was an important step in enlisting many state and local jurisdictions into the Nation's fight against drugs.

A review of the first statewide drug strategies submitted to BJA in 1987 showed that many states had only limited information on the magnitude of the drug problem in their state and had allocated few resources to address the problem. During the past two years, many jurisdictions throughout the country have made the reduction of drug use and control of drug crime a high priority. The resources and expertise of the criminal justice system, drug treatment, education and the community are being targeted on the drug problem.

Enhanced Coordination and Cooperation

The magnitude of the drug problem, which is affecting the lives of every citizen in the country, and the interjurisdictional nature of drug distribution organizations have forced liaisons among governmental and private groups that have not been created to address any other issue.

Drug-related crime creates a unique problem for the criminal justice system. Unlike most crime, which is localized and can be addressed within the jurisdiction of occurrence, the disruption of drug trafficking operations requires multi-jurisdictional cooperation because distribution networks are often national or

regional in nature. Assets purchased with the profits from drug activities must often be traced through financial institutions throughout the country or involve real estate located in different locations. Federal, state and local agencies, which have often been in competition with each other, are working cooperatively in drug enforcement task forces. Agencies are sharing resources and personnel to enhance cooperative efforts.

Education, treatment and criminal justice agencies in many jurisdictions are working together to prevent the use of drugs, especially among the youth, and to identify those who use drugs and get them into treatment to prevent further use. They are also recognizing the importance of criminal justice sanctions not only to punish those who engage in drug-related crime, but as a means of reducing the demand for drugs by increasing the risks of drug use and as a means of getting people into treatment and keeping them there long enough to reduce both their drug and criminal behavior. The criminal justice system is actively seeking community support and participation in addressing the drug problem.

Targeting of Resources on the Drug Problem

The resources devoted to drug control at the state and local levels have increased significantly over the past two years.

In many states, the Federal resources made available under the Anti-Drug Abuse Act serve as an impetus for reprioritization of existing resources or the allocation of additional resources to target the drug problem. One of the primary objectives of most of the enforcement and prosecution efforts initiated or expanded with Anti-Drug Abuse funds is to remove the profits from drug crime, making resources available to law enforcement from the proceeds from forfeited assets.

Prior to the implementation of the Anti-Drug Abuse Act, many law enforcement agencies, especially small, rural agencies, found it difficult to engage in drug control activities because of a lack of personnel, training, equipment and buy money. Undercover operations were difficult because undercover officers would be recognized after one or two operations in small jurisdictions. The over 700 multi-jurisdictional task forces and drug units that have been established or expanded with formula grant funds have made it possible for many of these agencies to participate in the drug effort through the sharing of resources.

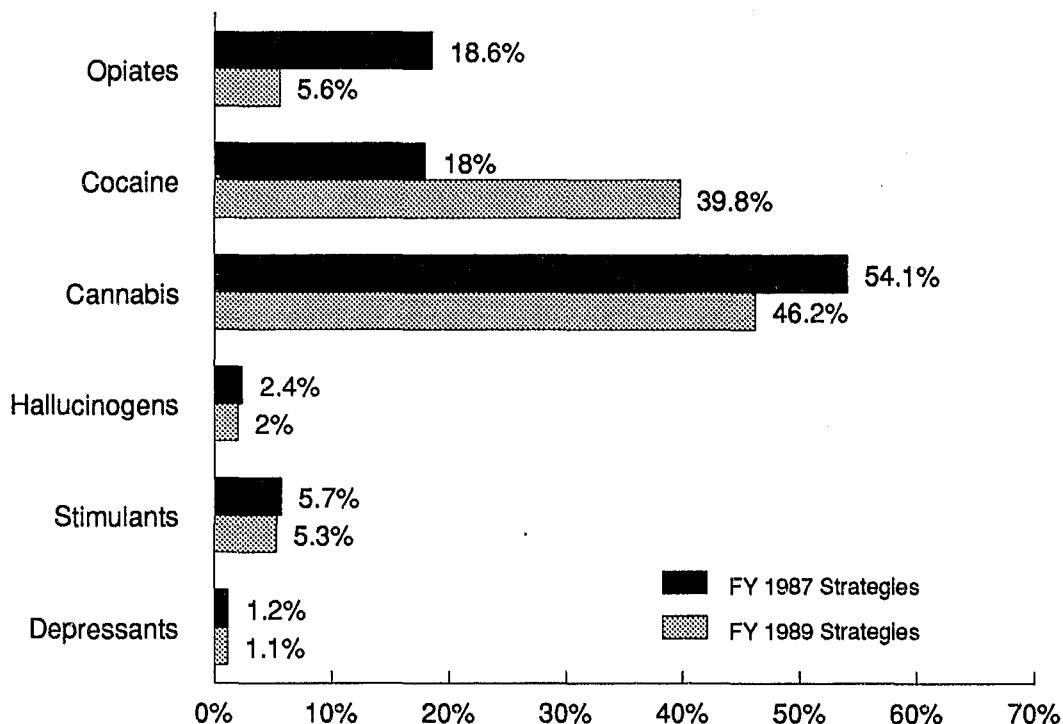
Increased Number of Drug Arrests and Prosecutions

Data from a number of states show that drug arrests made by state and local law enforcement agencies in general and by the multi-jurisdictional drug task forces are increasing significantly.

Data on drug arrests made by the formula grant funded programs are limited since most of the task forces and drug units were not established or expanded until 1988. But, preliminary information on the task force programs in a number of states show the impact that these programs can be expected to have. As discussed in the chapter on Drug Law Enforcement Activities, task force efforts resulted in 6,111 arrests in Texas during 1988 and 1,987 arrests during the first half of 1988 in New Jersey.

Most states are reporting an increase in the number and proportion of arrests involving cocaine as reflected in Chart 5, which shows the percentage of arrests by drug type reported by the states in their FY 1987 and 1989 strategies. The Federal Bureau of Investigation reports a 17 percent increase in state and local arrests for drug abuse violations between 1986 and 1987. Arrest data for 1988 will not be available until the summer of 1989. The following table shows the types of drug offenses for which arrests are being made by state and local law enforcement agencies and the types of drugs involved in these arrests.

Chart 5
Percentage of Arrests by Drug Type



Source: Statewide drug strategies submitted by the states.

Note: Percentages are estimates based on the information provided by the states in their FY 1987 and 1989 strategies. Many states have difficulty identifying the drug type, and some states were unable to provide arrest data in their FY 1987 and/or FY 1989 strategy.

Table 1
State and Local Drug Arrests by Type of Offense and Type of Drug

Offense	Opiates	Cocaine	Cannabis	Hallucin.	Stimul.	Depress.	Unknown	Total
Production/Sale Distribution	20,764	120,040	85,163	7,056	8,597	2,433	27,090	271,143
Possession	21,007	170,083	253,706	7,705	30,740	5,434	37,958	526,633
Other	406	6,245	5,678	81	243	243	406	13,302
Total	42,177	296,368	344,547	14,842	39,580	8,110	65,454	811,078

Source: FY 1989 Statewide drug strategies submitted by the states.

Note: These figures are estimates computed by applying the drug arrest information reported by the states in the FY 1989 strategies to the total drug arrests reported by the FBI in the 1987 Crime in the United States. The figures should be used as rough estimates only, since some states did not report drug arrests in the strategies, and some states were not able to provide information on offense or drug type.

The prosecution of drug cases has been improved in many jurisdictions, resulting in increased timeliness of prosecutions, increased rates of conviction, reductions in plea bargaining, more severe sentences and increased financial penalties both in terms of fines and assets forfeited. Changes in priorities which recognized the severity of drug-related crime, increases in prosecutorial personnel dedicated to drug case prosecutions, availability of specialized training and the close relationship between investigators and prosecutors involved in task force operations have all contributed to enhanced prosecution of drug cases. In many jurisdictions, prosecutors are now available 24 hours a day to advise law enforcement during drug investigations, ensuring that the cases developed are strong and ready for prosecution

Removing the Profit Motive From Drug Crime

The states reported asset seizures by state and local agencies in excess of \$177 million in their FY 1989 strategies.

The seizure and forfeiture of drug-related assets to remove the profit motive from the drug trade is one of the major goals of most of the task forces and drug enforcement or prosecution units. Several states report that legislation has been changed to make it easier to pursue drug-related assets, including real

Table 2
State and Local Non-Drug Seizures

Type of Property	Asset Seizures	
	Number	Est. Value
Vehicles	10348	\$21,051,022
Vessels	56	233,650
Aircraft	73	207,000
Currency	5,635	2,330,820
Other Financial Instruments	39	668,288
Real Property	353	81,688,179
Weapons	4,316	664,052
Other	438	589,537
Total Value		\$177,432,548

Type of Property	Asset Forfeitures	
	Number	Est. Value
Vehicles	2,023	\$5,827,534
Vessels	4	59,000
Aircraft	6	53,870
Currency	3,042	18,804,496
Other Financial Instruments	14	52,273
Real Property	36	8,135,063
Weapons	554	158,698
Other	451	776,790
Total Value		\$33,867,724

Source: FY 1989 statewide drug strategies submitted by the states. Only 70 percent of the states reported asset seizure and forfeiture information and some of these states provided information on only a portion of the agencies.

estate, and in many states, the forfeited funds are returned to law enforcement for drug enforcement activities. State and local seizures reported by the states in their FY 1989 strategies are significantly higher than those reported in the FY 1987 strategies. When comparing the value of assets seized and forfeited it should be noted that the forfeiture process requires time, so the seizures and forfeitures shown during a given time period may not refer to the same assets. The amounts forfeited total only a fraction of the estimated value of the seizures because many of the assets have liens against them, and the values are often estimated rather than based on appraisals. The table that follows shows the non-drug seizures and forfeitures reported by the states in the FY 1989 strategies.

CHALLENGES FOR THE FUTURE

Although significant progress has been made to reduce drug use and drug crime since the passage of the Anti-Drug Abuse Act in October 1986, there are still major challenges to meet. One of the biggest challenges facing state and local governments is to develop the correctional and drug monitoring and treatment options to punish and rehabilitate the influx of drug offenders entering the criminal justice system. Criminal justice personnel also need the expertise and legal tools to enhance their ability to effectively control drugs.

Maintaining a Balance within the Criminal Justice System

The targeting of law enforcement and prosecution efforts on drug-related crime increases the number of drug cases and offenders entering the criminal justice system, applying pressure on the crime laboratories, local jails, courts, defense services, corrections, probation, parole and drug treatment services.

The ability of these components of the system to handle the increase in drug cases will depend on the coordination within each state to keep the system in balance through increased efficiency, the development of alternatives and/or increased resources. Since the impact of the increased enforcement and prosecution

efforts initiated with formula grant funds in 1988 is just beginning to be felt in many states, information is limited. However, a number of states initiated major drug control efforts within the past several years with state and local resources in response to the passage of comprehensive drug legislation or other pressures within their state. The impact of a large increase in drug arrests on prosecution, corrections and treatment in three states is described below.

FLORIDA

Florida has been actively enforcing drug laws for a number of years, which is having an impact on the rest of the state's criminal justice system. Although total criminal arrests increased by 9.8 percent in 1987, narcotic drug law violations increased 21.2 percent, over half of which involved cocaine. Arrests for cocaine have increased 1,420 percent between 1979 and 1987 from 2,503 in 1979 to 38,033 in 1987.

Florida reports that the criminal justice system to which police direct offenders remains strained and unable to absorb the offender population. Prosecutor and judge caseloads are heavy, jails are filled past their authorized capacity and alternatives to incarceration, including treatment and non-jail detention and supervision, require expansion.

Police are making 16 percent more arrests, prosecutors are convicting more offenders and judges are handing down 56 percent more prison sentences.

The prison population has been growing at a much faster rate than the index crime rate or arrests for index crimes and appears to be associated with the increase in drug arrests. Figures from the Florida Department of Corrections Annual Report, 1987-1988 show that Florida's index crime rate increased 50 percent. Arrests for index crimes increased 42 percent, but drug arrests increased 141 percent. Prison admissions increased 178 percent between 1979 and 1988 while drug admissions increased 742 percent. Crowded conditions also exist in numerous county detention facilities statewide. The average daily population in the county facilities was 24,602, a 16 percent increase over 1986.

Florida also reports that drug treatment services are not adequate, resulting in an average wait of six weeks for admission to alcohol and drug treatment facilities. The law enforcement community perceived the need for treatment of drug offenders to the point that in their policy decisions they allocated approximately one third of all available formula grant funds for this purpose. Further evidence of this shift in police response to combatting drugs is occurring in Broward County where the Fort Lauderdale Police

Chief offered \$200,000 of the county's Assets Seizure and Forfeiture Fund to the Broward Addiction Rehabilitation Center to expand an existing nonresidential detoxification program for crack addicts and to the Urban League to add a drug abuse counseling program aimed at children.

Local zoning ordinances have created obstacles to the establishment of treatment services. Florida calls for the state legislature to consider the sensitive issue of state preemption over local zoning authority, rural site selection or a requirement for treatment facility site provisions through county-level master planning processes.

Florida also faces a problem with AIDS related to IV drug use. According to the Centers for Disease Control, Florida ranks third in the nation for AIDS cases caused by intravenous drug use. Of Florida's total cumulative AIDS cases in 1988, 22 percent were IV drug users, a 17 percent increase since 1987. Florida reports that 28 percent of the individuals in state treatment programs in Florida are women. The state estimates that 70 to 80 percent of those women have engaged in prostitution to support a cocaine or other drug habit. This group is particularly at risk for HIV infection due to both needle drug use and their prostitution activities. A majority of these women will end up in local or state correctional institutions prior to anyone diagnosing the HIV infection.

NEW JERSEY

New Jersey reports a 24 percent increase in drug arrests in 1987, from 40,690 in 1986 to 50,446 in 1987. Approximately 47 percent of the arrests were for cocaine and opiates, and 47 percent were for marijuana, with the balance divided among other drugs. In October 1986, the Governor announced the Governor's Blueprint for a Drug-Free New Jersey, which is a comprehensive statewide orientation to eliminating narcotics activity in the states. With aggressive enforcement efforts dictated by the Attorney General's Statewide Action Plan for Narcotics Enforcement, complemented by intensive public awareness campaigns, the law enforcement community has produced these large increases in arrest rates.

While increased enforcement efforts have resulted in large numbers of arrests, the influx of narcotics-related cases has adversely impacted the judicial process, resulting in untimely, unmanageable delays in the court system throughout the state. For example, the criminal caseload in Middlesex County, a county of approximately 645,000 people, increased 93 percent between 1983 and 1988. The pre-indictment backlog totaled 2,000 cases. The county's four grand

juries, which previously heard an average of 20 cases per week, were averaging 20 cases per day in 1988. As of December 1988, 75 percent of the county's pre-indictment cases were over the state speedy trial goal of 30 days to indictment if the defendant is in jail and 60 days if not.

New Jersey also reports a rapid increase in the inmate population in its correctional institutions over the last decade. Inmates are being incarcerated for longer periods because of new sentencing laws and more stringent conditions placed upon potential parolees.

New Jersey's realization that sources of revenue were limited brought about a unique arrangement in which several state agencies, the Division of Youth Services, the Departments of Mental Health, Education, and Youth and Family Services, pooled their resources, \$2.5 million, for the development of three new residential programs for youth.

PENNSYLVANIA

During the seven-year period between 1981 and 1987, total drug arrests in Pennsylvania increased 43 percent, but arrests for sale/manufacturing of drugs increased 92 percent. Cocaine arrests increased 357 percent during the same period, from 2,350 in 1981 to 10,740 in 1987. During the five-year period between 1982 through 1986, drug convictions increased 32 percent, and incarcerations for drug offenses increased 107 percent. Incarcerations as a percent of drug convictions increased 60 percent, and incarcerations for the sale/manufacture of drugs increased 144 percent.

Increased demands for analyses continue to pressure the crime laboratories. Between 1983 and 1986, drug submissions to the crime labs increased 37 percent, resulting in a backlog of 1,200 cases by the end of 1986. The capabilities of the labs have been significantly improved as a result of formula grant funding. Efforts are being made to reduce the number of cases requiring rescheduling or dismissal because analyses have not been completed, but it is anticipated that the additional enforcement efforts will further stress an already overburdened system.

Treatment facility admissions increased 15 percent between FY 1986-87 and FY 1987-88. Treatment admissions for abuse of cocaine increased 975 percent between 1983 and 1988 from 1,471 in 1983 to 15,811 in 1988. An obstacle that must be overcome is the timely gathering of all evidence necessary for the trial to proceed. Four of the state correctional institutions do not have drug-related services available within their institutions nor access to needed services.

Keeping the Drug Offender Free of Drugs and Crime

Most states report that 70 to 85 percent of the adult offenders under correctional supervision and up to 90 percent of the juvenile offenders in institutions have substance abuse problems.

According to the Michigan Department of Corrections, 80 percent of the offenders under supervision are diagnosed as needing substance abuse treatment. This encompasses 19,680 inmates, 24,800 probationers and 4,800 parolees.

South Dakota reports that 85 percent of the population within its correctional institutions have substance abuse problems and 90 to 100 percent of the juveniles incarcerated in the state report a chemical abuse problem. Approximately 67 percent of all parole violations involved incidents of drug and alcohol abuse.

Washington State Department of Corrections estimates that 80 percent of the prison inmates have drug abuse problems. The state also estimates that approximately half of the institutionalized juveniles were high, drunk or both when they committed their offense, with 66 percent addicted to drugs.

The Arkansas Department of Corrections estimates that 70 percent of the inmates are in prison due to alcohol or drug abuse related to crimes involving drug law violations, crimes committed while on drugs or crimes committed to help support the offenders addiction.

The Texas Department of Corrections estimates that approximately 80 percent of its inmates are incarcerated either directly or indirectly because of narcotics.

A review of Oregon court records and presentence investigative files of a sample of 3,842 individuals sent to prison in 1986 found that 75 percent of the men and 78 percent of the women had some history of drug abuse. Between September 1987 and March 1988, Oregon reports that 54 percent of 1,693 new commitments to state prisons reported using drugs. Among those reporting drug use, 28 percent had used cocaine, 21 percent heroin, 41 percent methamphetamine and 54 percent marijuana.

Wisconsin correctional studies reveal that 73 percent of all adult inmates admitted in 1987 had drug or alcohol problems, and 53 percent of those admitted in

1987 had either moderate or serious need for drug treatment.

Alabama reports that approximately 75 percent of the juveniles in custody statewide are drug abusers, and 98 percent have experimented with drugs and alcohol. The Department of Youth Services has no drug testing or treatment programs. Drug problems are managed through normal counseling programs.

The Maine Department of Corrections reports that 90 percent of juveniles at the Maine Youth Center have drug-related problems and that 67 percent are addicted to drugs.

Although there is a high rate of substance abuse problems among both adult and juvenile offenders under correctional supervision, treatment services available to offenders in institutions and in the community are limited in many states.

With current resources, Wisconsin estimates that the Department of Corrections can annually service 54 percent of male inmates requiring drug education, 26 percent of those needing short-term residential programming and 5.3 percent of those needing long-term programming.

In Cook County, Illinois, drug cases represent a larger percentage of all felony cases filed, increasing from 12 to 16 percent between 1978-1982 to 20 percent in 1987. In 1988, 275 offenders were awaiting treatment. Of that number, the court ordered 86 to be incarcerated until treatment space became available while the remaining 189 offenders were placed on bond and returned to the community.

Hawaii's correctional treatment services includes programs for alcohol abuse. No specific programs are targeted to those who abuse cocaine or heroin. Community-based treatment is available for community custody inmates in limited settings. The Hawaii Youth Correctional Facility, the only youth correctional institution in the state, provides no substance treatment programs for incarcerated youth.

Louisiana reports that its Department of Corrections has no in-house drug treatment services. Counseling and any treatment that is provided in the state's institutions are by volunteers from the Narcotics Anonymous program, and participation on the part of the inmates is also voluntary.

South Carolina reports that current drug treatment efforts within the juvenile and adult correctional agencies are minimal and consist primarily of education rather than intensive rehabilitation. A

separate drug treatment facility of 48 beds is scheduled to open in mid-1989.

Many of the clients served by the substance abuse treatment community are also involved with the criminal justice system, often with little coordination between the two systems.

Joint planning and program development between substance abuse treatment and criminal justice agencies to address the drug abuse problems of drug-involved offenders has occurred in a number of states. However, as discussed above, drug treatment services for drug offenders are not adequate in many states. Research has shown that the effectiveness of drug treatment services is related to the length of time in treatment. Since individuals under criminal justice system supervision tend to stay in treatment because of the threat of court sanctions, they tend to do better than noncriminal justice clients. Greater coordination between treatment and criminal justice agencies to provide treatment to drug-dependent offenders while they are under supervision can be expected to increase the efficiency and the effectiveness of both systems. The following information from Michigan illustrates the number of people who are involved in both systems at different times.

The Michigan Office of Substance Abuse Services reports that one half of the 131,000 peoples it serves have had involvement with the criminal justice system at the time of admission to a substance abuse service program, and 54 percent had at least one arrest six months prior to admission. For 82 percent of the clients with prior criminal justice involvement, this was their first admission to a substance abuse program. More than 3,000 persons seeking treatment are currently on waiting lists. Those seeking outpatient treatment may not receive attention for up to eight weeks, while those seeking residential treatment may have to wait for up to eight months. Of an estimated 750,000 persons in Michigan who experience problems with substance abuse each year, only seven percent have access to services.

Enhancing the Capabilities of Criminal Justice Personnel

The effective investigation and prosecution of complex drug crime, tracing and forfeiting assets acquired with the proceeds of drug activities and

the identification, supervision, monitoring and treatment of drug offenders require specialized expertise not traditionally required of criminal justice system personnel.

Although training has been available through the Bureau of Justice Assistance and programs established in the states with formula grant funds, training continues to surface as one of the top priority areas for both law enforcement, prosecutorial, judicial and corrections personnel.

Law enforcement officers in many states are still in need of training in such areas as identification of drugs, legal issues for drug investigators, investigative techniques and use of surveillance equipment. Many of the task forces have been involved in disrupting clandestine laboratories, which often contain toxic or explosive chemicals. Training for officers involved in these types of operations is critical to protect the safety of the officers and the public. Related issues that state and local units of government must address are the safe disposal of the chemicals, the cleanup of the lab site and the associated costs.

Prosecutors in many states express the need for additional training in the prosecution of complex drug cases, procedures for seizing and forfeiting assets, use of Racketeer Influenced and Corrupt Organization (RICO) statutes to interrupt drug organizations and financial investigations.

Identifying the drug-involved offender and determining the most appropriate sanctions and treatment alternatives create a need for training for judges and other judicial personnel that is not being adequately met in most states.

Corrections personnel, including probation and parole officers, express the need for additional training in identifying when offenders are using drugs, drug testing techniques, information on supervision and monitoring techniques, such as electronic monitoring and treatment alternatives.

Providing the Legal Tools to Control Drugs

The effectiveness of drug control efforts in some states is limited by the laws in the state, whereas other states have enacted legislation that enhances the ability of the criminal justice system to fight drug crime.

Comprehensive drug bills have been enacted in a number of states, such as New Jersey, Arizona and Texas. Other states have passed individual pieces of legislation, which have enhanced drug control efforts. However, there is a need for many states to review their drug laws and the penalties for violation of those laws to ensure that the criminal justice system has the tools it needs to control drugs. The following changes in legislation were most often recommended by the states.

A number of states expressed a need to strengthen their asset seizure and forfeiture laws to make it easier to obtain assets, including real estate, and to return the forfeited funds back to the enforcement agencies for drug control purposes. Because the Federal laws are stronger than those in many states and the proceeds seized and forfeited in cooperative Federal and state or local activities are shared with all participating agencies, many drug cases in a number of states are processed through the Federal court system. For example, Washington State reports that the types of assets that can be seized depends upon whether or not Federal agencies participate in the arrest. Real property can be seized under Federal law, but state law is far more restrictive and does not provide for the seizure of real property. A bill has been introduced in the State Legislature to pattern the state law after the Federal statutes. North Carolina reports that assets seized and forfeited in that state must be turned over to the county school system. As a result, many law enforcement agencies take their "big" drug cases to the Federal system.

A number of states indicated the need for a multi-copy prescription law to assist in identifying pharmacies and physicians who prescribe an inordinately high amount of drugs. The few states that have passed this type of legislation, have reported a significant reduction in the number of prescriptions written and drugs diverted to the illegal market.

Several states also expressed a need to revise their Racketeer Influenced Corrupt Organizations (RICO) statutes and model them after the Federal statutes. These statutes provide prosecutors with civil proceedings, in addition to criminal statutes, to disrupt drug operations and forfeit assets.

Enhanced penalties for certain drug offenses, such as selling drugs in a school zone, using juveniles in

drug transactions or use of firearms during drug activities, have been recommended by a number of states. Many states are also exploring legislation or administrative procedures to make it easier to evict drug dealers from public housing.

Conclusion

There are encouraging signs that the drug control efforts being implemented throughout this country are beginning to have an affect on the drug problem. The high school survey conducted by the National Institute on Drug Abuse shows that although drug use among high school seniors is still too high, it is declining. The increased participation of state and local agencies in the fight against drug abuse is significantly increasing the risks to both the drug dealer and the drug buyer. Based on the experience with marijuana eradication efforts, the large numbers of arrests of drug offenders, the disruption of drug production and distribution operations and the seizing of large quantities of drugs and assets can be expected to reduce the availability and demand for drugs and increase their price.

Significant progress has been made to increase the levels of coordination and cooperation among Federal, state and local agencies and among the criminal justice, drug treatment and education communities, resulting in a more effective utilization of resources. Model programs and new practices and techniques that enhance the criminal justice system's ability to investigate, prosecute and adjudicate drug cases and identify, punish and treat drug offenders have been identified and are being shared with practitioners throughout the country. This sharing of information is increasing the efficiency of the criminal justice system and public safety.

Although there is reason to be optimistic that progress is being made, the magnitude of the drug problem requires that participation in the Nation's fight against drug abuse be expanded to all communities and that these efforts be considered a high priority until a drug-free America has been achieved.

Appendix A

Grant Purpose Areas Authorized by the Anti-Drug Abuse Act

Anti-Drug Abuse Act of 1986 Purpose Areas

The states may award formula grant funds for the use of states and units of local government, for the purpose of enforcing state and local laws that establish offenses similar to offenses established in the Controlled Substances Act (21 U. S. C. 801 et seq.) and for:

APPREHENSION: Provide additional personnel, equipment, facilities, personnel training, and supplies for more widespread apprehension of persons who violate state and local laws relating to the production, possession, and transfer of controlled substances and to pay operating expenses (including the purchase of evidence and information) incurred as a result of apprehending such persons.

PROSECUTION: Provide additional personnel, equipment, facilities (including upgraded and additional law enforcement crime laboratories), personnel training, and supplies for more widespread prosecution of persons accused of violating such state and local laws and to pay operating expenses in connection with such offenses.

ADJUDICATION: Provide additional personnel (including judges), equipment, personnel training, and supplies for more widespread adjudication of cases involving persons accused of violating such state and local laws, to pay operating expenses in connection with such adjudication, and to provide quickly, temporary facilities in which to conduct adjudications of such cases.

DETENTION AND REHABILITATION: Provide additional public correctional resources for the detention of persons convicted of violating state and local laws relating to the production, possession, or transfer of controlled substances and to establish and improve treatment and rehabilitative counseling provided to drug-dependent persons convicted of violating state and local laws.

ERADICATION: Conduct programs of eradication aimed at destroying wild or illicit growth of plant species from which controlled substances may be extracted.

TREATMENT: Provide programs which identify and meet the needs of drug-dependent offenders.

MAJOR DRUG OFFENDERS: Conduct demonstration programs, in conjunction with local law enforcement officials, in areas in which there is a high incidence of drug abuse and drug trafficking to expedite the prosecution of major drug offenders by providing additional resources, such as investigators and prosecutors, to identify major drug offenders and move these offenders expeditiously through the judicial system.

Anti-Drug Abuse Act of 1988 Purpose Areas

The states may award formula grant funds to state agencies and units of local government for the purpose of enforcing state and local laws that establish offenses similar to offenses established in the Controlled Substances Act (21 U.S.C. 801 *et seq.*) and to improve the functioning of the criminal justice system with emphasis on violent crime and serious offenders. Grants may provide personnel, equipment, training, technical assistance and information systems for the more widespread apprehension, prosecution, adjudication, and detention and rehabilitation of persons who violate such laws and to assist the victims of such crimes (other than compensation), including the following programs:

1. Demand reduction education programs in which law enforcement officers participate.
2. Multi-jurisdictional task force programs that integrate Federal, state and local drug law enforcement agencies and prosecutors for the purpose of enhancing interagency coordination, intelligence and facilitating multi-jurisdictional investigations.
3. Programs designed to target the domestic sources of controlled and illegal substances, such as precursor chemicals, diverted pharmaceuticals, clandestine laboratories and cannabis cultivations.
4. Community and neighborhood programs that assist citizens in preventing and controlling crime, to include special programs that address the problems of crimes committed against the elderly and special programs for rural jurisdictions.
5. Programs designed to disrupt illicit commerce in stolen goods and property.
6. Programs for improving the investigation and prosecution of white-collar crime, organized crime, public corruption crimes and fraud against the government with priority attention to cases involving drug-related official corruption.
7. Programs for improving the operational effectiveness of law enforcement through the use of crime analysis techniques, street sales enforcement, schoolyard violator programs, gang-related and low-income housing drug control programs and programs to develop and implement antiterrorism plans for deep draft ports, international airports and other important facilities.
8. Career criminal prosecution programs including the development of model drug control legislation.
9. Financial investigative programs that target the identification of money laundering operations and assets obtained through illegal drug trafficking, including the enactment of model legislation, financial investigative training and financial information sharing systems.
10. Programs which improve the operational effectiveness of the court process through programs such as court delay reduction programs and enhancement programs.
11. Programs designed to provide additional public correctional resources and improve the corrections system, including treatment in prisons and jails, intensive supervision programs and long-range corrections and sentencing strategies.
12. Prison industry projects designed to place inmates in a realistic working and training environment which will enable them to acquire marketable skills and to make financial payments for restitution to their victims, for support of their own families and for support of themselves in the institution.
13. Programs which identify and meet the treatment needs of adult and juvenile drug-dependent and alcohol-dependent offenders.
14. Programs which provide assistance to jurors and witnesses and assistance (other than compensation) to victims of crime.
15. Programs to improve drug control technology, such as pretrial drug testing programs, programs which provide for the identification, assessment, referral to treatment, case management and monitoring of drug dependent offenders, enhancement of state and local forensic laboratories and criminal justice information systems to assist law enforcement, prosecution, courts and corrections organizations (including automated fingerprint identification systems).

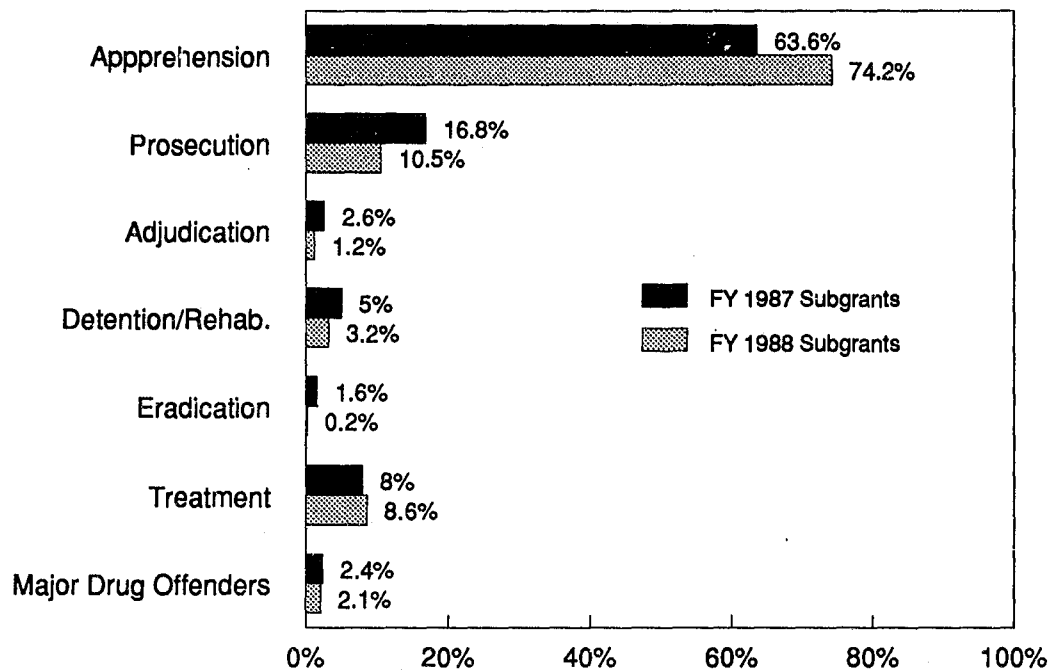
-
16. Innovative programs that demonstrate new and different approaches to enforcement, prosecution and adjudication of drug offenses and other serious crimes.
 17. Programs which address the problems of drug trafficking and the illegal manufacture of controlled substances in public housing.
 18. Programs to improve the criminal and juvenile justice system's response to domestic and family violence, including spouse abuse, child abuse and abuse of the elderly.
 19. Drug control evaluation programs which the state and local units of government may utilize to evaluate programs and projects directed at state drug control activities.
 20. Programs which provide alternatives to prevent detention, jail and prison for persons who pose no danger to the community.
 21. Programs with a primary goal of strengthening urban enforcement and prosecution efforts targeted at street drug sales.

Appendix B

Drug Law Enforcement Formula Grant Program

The states have allocated over one half of their FY 1987 and FY 1988 Anti-Drug Abuse Law Enforcement Formula Grant funds for programs that enhance the capability of state and local law enforcement agencies to apprehend drug offenders.

Anti-Drug Abuse Act Formula Grant Funds Distribution



Formula Grant Allocations by State

<u>State</u>	<u>FY 1987</u>	<u>FY 1988</u>	<u>FY 1989</u>	<u>Percentage to be Passed through to Local Jurisdiction</u>
Alabama	2,996,000	957,000	2,018,000	48.72%
Alaska	823,000	560,000	695,000	14.54%
Arizona	2,478,000	874,000	1,759,000	64.04%
Arkansas	1,964,000	768,000	1,388,000	53.47%
California	16,866,000	3,544,000	10,782,000	66.87%
Colorado	2,506,000	869,000	1,725,000	64.83%
Connecticut	2,470,000	860,000	1,693,000	45.13%
Delaware	886,000	571,000	739,000	25.66%
District of Columbia	889,000	571,000	731,000	100.0%
Florida	7,555,000	1,817,000	4,969,000	62.85%
Georgia	4,210,000	1,189,000	2,813,000	56.92%
Hawaii	1,154,000	620,000	903,000	48.50%
Idaho	1,124,000	613,000	871,000	61.59%
Illinois	7,660,000	1,803,000	4,805,000	65.32%
Indiana	3,913,000	1,121,000	2,556,000	58.48%
Iowa	2,290,000	822,000	1,553,000	54.77%
Kansas	2,021,000	778,000	1,420,000	54.73%
Kentucky	2,813,000	921,000	1,885,000	31.84%
Louisiana	3,282,000	1,008,000	2,158,000	53.52%
Maine	1,222,000	632,000	941,000	45.77%
Maryland	3,226,000	1,004,000	2,186,000	41.20%
Massachusetts	4,114,000	1,158,000	2,676,000	43.37%
Michigan	6,141,000	1,532,000	3,919,000	60.67%
Minnesota	3,103,000	975,000	2,078,000	67.32%
Mississippi	2,122,000	796,000	1,476,000	50.92%
Missouri	3,622,000	1,072,000	2,397,000	64.00%
Montana	1,013,000	592,000	801,000	55.39%
Nebraska	1,497,000	680,000	1,092,000	58.75%
Nevada	1,081,000	609,000	874,000	72.43%
New Hampshire	1,119,000	616,000	893,000	51.05%
New Jersey	5,194,000	1,360,000	3,352,000	60.74%
New Mexico	1,400,000	667,000	1,058,000	41.33%
New York	11,539,000	2,505,000	7,125,000	61.73%
North Carolina	4,383,000	1,214,000	2,884,000	42.50%
North Dakota	925,000	577,000	750,000	64.81%
Ohio	7,169,000	1,713,000	4,508,000	70.25%
Oklahoma	2,549,000	873,000	1,716,000	46.88%
Oregon	2,168,000	804,000	1,512,000	50.86%
Pennsylvania	7,858,000	1,841,000	4,936,000	69.41%
Puerto Rico	2,530,000	869,000	1,724,000	N/A
Rhode Island	1,101,000	610,000	866,000	44.95%
South Carolina	2,578,000	881,000	1,773,000	41.91%
South Dakota	939,000	580,000	764,000	50.62%
Tennessee	3,456,000	1,042,000	2,304,000	59.39%
Texas	10,662,000	2,382,000	6,740,000	67.87%
Utah	1,521,000	688,000	1,124,000	50.05%
Vermont	832,000	561,000	704,000	23.14%
Virgin Islands	567,000	512,000	539,000	N/A
Virginia	4,042,000	1,153,000	2,694,000	31.96%
Washington	3,237,000	1,003,000	2,187,000	56.37%
West Virginia	1,702,000	716,000	1,205,000	49.21%
Wisconsin	3,464,000	1,040,000	2,287,000	64.90%
Wyoming	816,000	557,000	682,000	57.68%
American Samoa	522,000	504,000	188,100	N/A
Guam	574,000	514,000	285,000	N/A
Northern Mariana Islands	512,000	502,000	96,900	N/A
Total	178,400,000	55,600,000	118,800,000	

**Allocation of Drug Law Enforcement Formula Grant Funds
for FY 1987 and FY 1988 ***

Under the Anti-Drug Abuse Act of 1986, the legislative purposes for formula grant funding are:

- 1 - APPREHENSION; 2 - PROSECUTION; 3 - ADJUDICATION;
4 - DETENTION & REHABILITATION; 5 - ERADICATION;
6 - TREATMENT; 7 - MAJOR DRUG OFFENDERS

The allocations for FY 1988 are on the second lines following the FY 1987 allocations

STATE	Admin	Purp. 1	Purp. 2	Purp. 3	Purp. 4	Purp. 5	Purp. 6	Purp. 7	Unalloc.	Total
Alabama	299600	259430	0	0	0	0	103970	0	0	2996000
	191400	765600	0	0	0	0	0	0	0	957000
Alaska	405	0	0	0	0	0	0	703600	118995	823000
	0	560000	0	0	0	0	0	0	0	560000
Arizona	247800	860100	700425	0	294525	0	0	0	375150	2478000
	87400	588300	125850	0	31500	0	0	0	40950	874000
Arkansas	64000	418000	323000	190000	171000	304000	171000	323000	0	1964000
	64000	154900	119700	70400	63300	112600	63400	119700	0	768000
California	1100000	10079380	1921616	592325	3172679	0	0	0	0	16866000
	708800	1814528	347312	570584	102776	0	0	0	0	3544000
Colorado	166858	2037573	80207	0	161010	0	21866	0	38486	2506000
	173800	470000	50000	0	0	0	0	0	175200	869000
Connecticut	100000	1345217	335500	264283	425000	0	0	0	0	2470000
	86000	0	111500	62518	81661	0	143033	0	375288	860000
Delaware	88600	297900	67500	216000	0	0	216000	0	0	886000
	80027	55000	80500	209223	0	0	56250	90000	0	571000
Dist. of Col.	88900	250000	0	0	250000	0	300000	0	100	889000
	57000	90000	0	0	374000	0	50000	0	0	571000
Florida	285014	4748317	0	0	500000	0	0	1438285	583384	7555000
	135003	0	0	0	0	0	0	540012	1141985	1817000
Georgia	421000	1909803	892760	528000	0	440000	0	0	18437	4210000
	166460	118697	127000	100000	0	0	0	0	676843	1189000
Hawaii	115400	525000	254850	60000	63750	97500	37500	0	0	1154000
	62000	60000	261750	52500	37500	112500	33750	0	0	620000
Idaho	112400	706425	305175	0	0	0	0	0	0	1124000
	122600	213809	62783	0	151025	0	0	62783	0	613000
Illinois	536000	2714858	3808266	0	0	0	187500	0	413376	7660000
	360600	358269	984131	0	0	0	100000	0	0	1803000
Indiana	391300	2670968	267354	0	0	0	583378	0	0	3913000
	112100	716871	100000	0	25000	0	167029	0	0	1121000
Iowa	229000	1221342	142811	0	12000	0	684847	0	0	2290000
	164400	357201	150664	0	34650	0	113550	0	1535	822000
Kansas	202100	1253478	347130	0	18750	0	0	0	199542	2021000
	101211	651789	0	0	25000	0	0	0	0	778000
Kentucky	281300	1003611	326514	0	0	750000	451575	0	0	2813000
	184200	183975	91725	0	0	50000	411100	0	0	921000
Louisiana	328200	2029892	665732	105000	0	0	0	153176	0	3282000
	210600	406216	185000	0	0	0	0	215184	0	1008000
Maine	122200	918900	0	0	0	0	180900	0	0	1222000
	44250	387200	150000	0	0	0	50550	0	0	632000
Maryland	322600	1720387	366940	0	193033	0	0	623040	0	3226000
	100000	543864	128776	0	117694	0	0	113666	0	1004000
Massachusetts	411400	1805740	252000	0	0	0	0	0	1644860	4114000
	231600	676400	100000	0	150000	0	0	0	0	1158000
Michigan	160000	3783126	1467366	0	0	0	645467	0	85041	6141000
	50000	854667	427333	0	0	0	200000	0	0	1532000
Minnesota	310300	2111702	634873	23062	23063	0	0	0	0	3103000
	97500	656175	201825	4500	15000	0	0	0	0	975000
Mississippi	212200	1436860	381960	90980	0	0	0	0	0	2122000
	159200	541280	0	95520	0	0	0	0	0	796000
Missouri	280177	2496291	620009	0	225523	0	0	0	0	3622000
	107200	891796	43104	0	29900	0	0	0	0	1072000

Montana	101300	620000	25000	241700	25000	0	0	0	0	1013000
	59200	507850	0	0	24950	0	0	0	0	592000
Nebraska	72000	1249353	144237	0	31410	0	0	0	0	1497000
	68000	530400	68000	0	13600	0	0	0	0	680000
Nevada	36000	1045000	0	0	0	0	0	0	0	1081000
	36000	573000	0	0	0	0	0	0	0	609000
New Hampshire	111900	758250	194260	0	54590	0	0	0	0	1119000
	0	616000	0	0	0	0	0	0	0	616000
New Jersey	480000	3964000	0	375000	375000	0	0	0	0	5194000
	100000	1059600	0	100200	100200	0	0	0	0	1360000
New Mexico	140000	935525	66500	59225	150000	48750	0	0	0	1400000
	133400	320261	9000	75000	0	0	22800	0	106539	667000
New York	1153900	4209210	1935000	150000	700000	0	512500	0	2878390	11539000
	32500	1524644	947856	0	0	0	0	0	0	2505000
North Carolina	438300	1188808	169506	0	0	0	625000	1961386	0	4383000
	121400	916254	0	0	0	0	143412	0	32934	1214000
North Dakota	92500	472762	170658	0	23771	0	69915	0	95394	925000
	57700	259650	129825	25965	51930	0	51930	0	0	577000
Ohio	716900	2353721	734462	0	0	52194	3311723	0	0	7169000
	342600	477400	75067	0	0	0	717661	0	100272	1713000
Oklahoma	254900	1726100	568000	0	0	0	0	0	0	2549000
	87300	785700	0	0	0	0	0	0	0	873000
Oregon	216800	431810	331809	0	230285	98476	858820	0	0	216800
	80400	182177	110592	0	81754	32822	316245	0	0	804000
Pennsylvania	785800	2554058	2003558	293637	431952	0	858910	0	930085	7858000
	368200	0	0	0	0	0	1472800	0	0	1841000
Puerto Rico	75000	611700	150000	0	0	0	264300	0	0	1101000
	86900	0	782100	0	0	0	0	0	0	869000
Rhode Island	75000	595410	150000	0	0	0	245490	0	0	1101000
	91500	311561	78495	0	0	0	128444	0	0	610000
South Carolina	257800	1910978	129311	0	235216	0	0	0	44695	2578000
	81100	527900	200000	22000	50000	0	0	0	0	881000
South Dakota	93900	622325	32310	0	52500	0	137965	0	0	939000
	116000	328627	35000	0	0	0	100373	0	0	580000
Tennessee	345600	2427518	351009	0	0	0	331873	0	0	3456000
	104200	618844	0	89347	0	0	229609	0	0	1042000
Texas	1066200	5757480	1919160	959580	959580	0	0	0	0	10662000
	238200	1286280	214380	0	214380	0	0	428760	0	2382000
Utah	152100	481322	62600	0	130600	0	0	0	694378	1521000
	30000	507000	101000	0	0	0	50000	0	0	688000
Vermont	51000	552000	32000	32000	165000	0	0	0	0	832000
	34500	333656	60011	21577	111256	0	0	0	0	561000
Virgin Islands	56700	450000	0	0	0	60300	0	0	0	567000
	102400	0	0	136533	136533	0	136534	0	0	512000
Virginia	404200	2390257	267608	0	768549	0	0	0	211386	4042000
	115300	716634	180411	0	140655	0	0	0	0	1153000
Washington	323700	2267634	615666	30000	0	0	0	0	0	3237000
	100000	508852	393848	0	0	0	0	0	300	1003000
West Virginia	170200	1005800	190000	21000	0	0	315000	0	0	1702000
	71600	456200	45000	0	0	0	143200	0	0	716000
Wisconsin	225160	1997182	235605	0	303375	0	78000	577800	46878	3464000
	208000	499200	249600	83200	0	0	0	0	0	1040000
Wyoming	25891	790108	0	0	0	0	0	0	1	816000
	0	557000	0	0	0	0	0	0	0	557000
American Samoa	52200	350544	60560	0	0	58696	0	0	0	522000
	72903	298465	132632	0	0	0	0	0	0	504000
Guam	57400	199325	106325	66125	104625	40200	0	0	0	574000
	51000	229960	47010	57010	72010	31000	26010	0	0	514000
N. Mariana Isl.	51200	281803	134503	0	22247	0	22247	0	0	512000
	88450	220803	140591	0	26078	0	26078	0	0	502000

* Based upon information provided by the states in their annual applications for formula grant funds

**FY 1989 Allocation of Anti-Drug Abuse Act Funds to the States
for Treatment, Education and Law Enforcement**

<u>State</u>	<u>Treatment</u>	<u>Education</u>	<u>Law Enforcement</u>
Alabama	6,420,538	4,932,000	2,018,000
Alaska	2,449,737	1,393,000	695,000
Arizona	8,174,274	3,792,000	1,759,000
Arkansas	3,406,310	2,850,000	1,388,000
California	67,828,215	30,544,000	10,782,000
Colorado	7,658,872	3,631,000	1,725,000
Connecticut	8,204,250	3,258,000	1,693,000
Delaware	2,059,648	1,393,000	739,000
District of Columbia	3,336,757	1,393,000	731,000
Florida	24,648,619	11,352,000	4,969,000
Georgia	8,764,514	7,554,000	2,813,000
Hawaii	2,580,291	1,393,000	903,000
Idaho	1,819,456	1,393,000	871,000
Illinois	22,288,702	13,044,000	4,805,000
Indiana	7,101,347	6,480,000	2,556,000
Iowa	4,763,097	3,216,000	1,553,000
Kansas	3,541,798	2,474,000	1,420,000
Kentucky	6,019,236	4,428,000	1,885,000
Louisiana	9,342,486	5,581,000	2,158,000
Maine	2,860,288	1,393,000	941,000
Maryland	11,583,951	4,572,000	2,186,000
Massachusetts	14,844,330	5,682,000	2,676,000
Michigan	22,180,169	10,771,000	3,919,000
Minnesota	7,878,137	4,728,000	2,078,000
Mississippi	3,428,685	3,480,000	1,476,000
Missouri	8,638,943	5,640,000	2,397,000
Montana	1,940,861	1,393,000	801,000
Nebraska	2,843,417	1,812,000	1,092,000
Nevada	2,567,746	1,393,000	874,000
New Hampshire	1,980,718	1,393,000	893,000
New Jersey	19,445,855	7,908,000	3,352,000
New Mexico	4,016,630	1,871,000	1,058,000
New York	55,734,141	18,679,000	7,125,000
North Carolina	8,463,790	7,135,000	2,884,000
North Dakota	1,366,052	1,393,000	750,000
Ohio	18,436,281	12,378,000	4,508,000
Oklahoma	4,205,249	3,810,000	1,716,000
Oregon	5,882,743	2,976,000	1,512,000
Pennsylvania	24,920,832	12,408,000	4,936,000
Puerto Rico	6,695,351	5,742,000	1,724,000
Rhode Island	3,135,400	1,393,000	866,000
South Carolina	4,995,522	4,111,000	1,773,000
South Dakota	1,893,438	1,393,000	764,000
Tennessee	6,563,321	5,538,000	2,304,000
Texas	30,281,932	20,893,000	6,740,000
Utah	3,972,113	2,670,000	1,124,000
Vermont	1,907,337	1,393,000	704,000
Virgin Islands	465,324	1,312,245	539,000
Virginia	10,971,705	6,228,000	2,694,000
Washington	9,331,013	4,961,000	2,187,000
West Virginia	3,130,048	2,238,000	1,205,000
Wisconsin	10,037,321	5,478,000	2,287,000
Wyoming	972,901	1,393,000	682,000
American Samoa	100,000	456,666	188,100
Guam	318,292	1,291,937	285,000
Northern Mariana Islands	100,000	229,409	96,900
Total	518,497,984	287,730,000	118,800,000

Appendix C

Allocation of Anti-Drug Discretionary Grant Funds

ENFORCEMENT PROGRAMS	SITE	1987	1988
Crack/Focused Substance Enforcement	Los Angeles, CA	299,250	
	San Diego, CA		175,000
	Denver, CO	300,000	
	Miami, FL		350,000
	Baltimore, MD		350,000
	Minneapolis, MN	300,000	
	Nassau County, NY		350,000
	Houston, TX	300,000	
	Detroit, MI	300,000	
	Street Sales Enforcement	Birmingham, AL	180,200
Oakland, CA		299,826	
Long Beach, CA		399,590	
Orlando, FL		359,903	
New Orleans, LA		418,476	
Rochester, NY			350,000
San Antonio, TX		394,500	
Seattle, WA		356,753	
Organized Crime/Narcotics Trafficking	Arizona	500,000	
	Pima County, AZ	250,000	

	Riverside, CA	250,000	
	Colorado Dept. of Public Safety	170,000	
	Broward County, FL	673,886	
	Florida Dept. of Law Enforcement	119,920	
	Georgia	349,556	
	Louisiana	250,000	
	Suffolk County, MA	600,000	
	Maine	250,000	
	Kansas City, MO	413,650	
	Harrison County, MS	170,000	
	New Jersey	577,409	
	New York City, NY	600,000	
	New Mexico	250,000	
	Las Vegas, NV	386,971	
	Ohio	250,000	
	Multnomah County, OR	673,283	
	Dallas, TX	334,000	
	Salt Lake City, UT	80,000	
	Utah	310,000	
	Undistributed Commitments		184,000
(Technical Assistance)	Institute for Intergovernmental Research	1,293,000	200,000
Technical Assistance and Training for State and Local Narcotics Enforcement	Institute for Law and Justice	1,494,101	165,666
Asset Seizure and Forfeiture	Arizona	124,763	
	Tucson, AZ	124,986	
	Colorado Springs, CO	105,281	
	Prince George's County, MD	105,000	

(Technical Assistance and Training)	Police Executive Research Forum	1,025,000	
Roundtable/Financial Investigation	National Criminal Justice Association	24,917	
BJA/FBI Financial Investigation Training	Federal Bureau of Investigation	1,770,000	
Problem-Oriented Approach to Drug Enforcement	San Diego, CA	76,000	
	Tampa, FL	76,000	
	Atlanta, GA	76,000	
	Tulsa, OK	76,000	
	Philadelphia, PA	76,000	
(Technical Assistance)	Police Executive Research Forum	400,678	199,913
Pharmaceutical Diversion	Connecticut	300,057	
	Massachusetts	299,895	
	Nebraska	300,000	
	Columbus, OH	167,274	
	Virginia	299,975	
Forensic Crime Lab Information Systems	Criminal Justice Statistics Association		299,942
Clandestine Lab Program	California		248,914
	New Jersey		275,000
	Pennsylvania		275,000
	Washington		275,000
(Technical Assistance)	National Sheriffs' Association		449,134
Expert Burglary Systems	Jefferson Institute		275,000
Organized Crime Narcotic Networking	Institution of Intergovernmental Research		200,000
Drug Corruption Program	International Association of Chiefs of Police		372,768
Financial Investigation	Riverside, CA	125,000	
	San Diego, CA	200,000	
	Broward County, FL	225,000	

Decatur, GA	225,000
Boston, MA	225,000
Kansas City, MO	225,000
New York City, NY	225,000
Multnomah County, OR	225,000
Dallas, TX	125,000

PROSECUTION PROGRAMS

State Civil RICO Enforcement	Colorado	100,000
	Washington	100,000
(Technical Assistance)	National Association of Attorneys General	50,000 500,000
Innovative Community Drug Offender Prosecution	National District Attorneys Association	1,500,000
Statewide Drug Prosecutors	Alabama	437,500
	Arizona	397,184
	Florida	437,500
	Louisiana	175,000
	Pennsylvania	437,500
	Rhode Island	400,000
	Utah	427,612
(Technical Assistance)	Institute for Intergovernmental Research	249,876

COURTS BRANCH PROGRAMS

Drug Testing/Intensive Supervision	Phoenix, AZ	727,000
	Tucson, AZ	363,000
	Los Angeles, CA	25,000
	Brevard County, FL	25,000
	Orleans Parish, LA	25,000

	Prince George's County, MD	800,000	
	Camden County, NJ	25,000	
	Portland, OR		362,000
	Bexar County, TX	25,000	
	Tarrant County, TX	25,000	
	Milwaukee, WI	593,000	
(Technical Assistance)	Pretrial Service Research Center	705,000	75,000
(Evaluation)	Criminal Justice Research Institute	250,000	61,000
Comprehensive Adjudication of Drug Arrestees	Santa Clara County, CA	687,000	
	New Orleans, LA	690,000	
	Flint, MI	75,000	150,000
	Rhode Island	705,000	
(Technical Assistance)	Pretrial Service Research Center	418,000	
(Evaluation)	National Center for State Courts	200,000	
Large Court Capacity	National Center for State Courts	1,805,000	799,525
Differentiated Case Management	Detroit, MI	97,000	
	Pierce County, WA	97,000	
	Berrien County, MI	21,000	
	St. Paul, MN	86,000	
	Camden, NJ	99,000	
(Technical Assistance)	EMT Group, Inc.	35,000	
(Evaluation)	National Center for State Courts	150,000	
Technical Assistance and Training for Juvenile Court Judges	National Center for Juvenile and Family Court Judges	150,000	

Technical Assistance for Adjudication Programs	EMT Group, Inc.	750,000	200,000
Judicial Training on Drug Abuse	National Judicial College		145,000
Enhanced Pretrial Service Delivery	Pretrial Service Research Center		499,933

CORRECTIONS/REHABILITATION

Probation and Parole Narcotics Interdiction National Training	American Corrections Association	299,460	
Intensive Supervision for Drug Offenders	Contra County, CA	67,000	
	Los Angeles County, CA		66,500
	Ventura County, CA		66,500
	Georgia	150,000	
	Iowa	150,000	
	New Mexico	150,000	
	Virginia		150,000
	Washington	150,000	
(Technical Assistance)	National Center for Crime and Delinquency	159,207	100,000

Technical Assistance to Correctional Programs and Agencies	Correctional Research Institute	349,993	
------------------------------------------------------------	---------------------------------	---------	--

Comprehensive State Department of Corrections Treatment Strategy	Alabama	100,000	400,000
	Connecticut	119,747	400,000
	Delaware	463,230	
	Florida	521,634	
	New Mexico	482,579	
	New York	85,128	400,000
(Technical Assistance)	Narcotics and Drug Research, Inc.	427,237	680,000

Model State Prison Drug Rehabilitation	Florida	400,000	
(Technical Assistance)	American Corrections Association	114,134	
Drug Treatment for State Correctional Institutions	Iowa	150,000	
	Ohio	150,000	
	New Mexico	150,000	
	North Carolina	150,000	
	Montana	150,000	
	Wisconsin	150,000	
(Evaluation)	Narcotics and Drug Research, Inc.		100,000
Drug Treatment in the Jail Setting	Pima County, AZ	300,000	
	Hillsborough County, FL	300,000	
	Cook County, IL		300,000
(Technical Assistance)	American Jail Association	290,793	100,000
(Evaluation)	Narcotics and Drug Research, Inc.		100,000
(Evaluation)	Transfer to National Institute of Justice		100,000
Prison Capacity	Connecticut	142,000	
	Florida	162,000	
	Hawaii	161,000	
	Louisiana	94,000	
	Montana	123,145	
	Ohio	80,000	
	Oklahoma	160,000	
	Oregon	160,000	
	Nebraska	55,000	
	Rhode Island	88,170	
	South Carolina	106,953	
	South Dakota	117,000	

	Texas	114,565	
	Wisconsin	108,000	
(Technical Assistance)	National Council on Crime and Delinquency	324,839	

SYSTEMWIDE PROGRAMS

Drug Data Clearinghouse	Bureau of Justice Statistics	1,365,854	
Drug Use Forecasting	Birmingham, AL		21,433
	Phoenix, AZ	77,600	48,400
	Los Angeles, CA	81,035	
	San Diego, CA	51,690	
	Broward County, FL	4,844	
	Ft. Lauderdale, FL	37,240	37,240
	Miami, FL	37,240	37,240
	Chicago, IL	43,892	43,892
	Indianapolis, IN	32,480	32,480
	Orleans Parish, LA	36,980	32,480
	Detroit, MI		36,780
	Wayne State, MI	7,040	
	Kansas City, MO		35,560
	St. Louis, MO		38,862
	Omaha, NE		14,960
	New York City, NY	91,054	76,560
	Cleveland, OH		32,604
	Portland, OR	75,012	65,040
	Philadelphia, PA		59,005
	Dallas, TX		53,472
	Houston-Galveston, TX	58,531	79,379
	San Antonio, TX		35,826
	D.C. Pretrial Services	37,740	31,240

Drug Testing for Juvenile Arrestees	Transfer to National Institute of Justice	600,000	
Drug Testing Technologies Evaluation	Transfer to National Institute of Justice	225,000	
Baseline Management/Assessment Data for Treatment Alternatives to Street Crime (TASC)	National Consortium of TASC Programs	99,813	
Criminal History/TASC Program Assessment	SEARCH Group, Inc.	299,764	
Drug Detection Technology/ Focused Offender Disposition	Birmingham, AL	490,077	
	Phoenix, AZ	425,000	
	Miami, FL	450,000	
(Technical Assistance)	National Association of State Alcohol and Drug Abuse Directors	498,566	
Drug-Related Program Development Assistance and Training	National Association of State Alcohol and Drug Abuse Directors	500,000	
Criminal Justice Model Treatment Programs Documentation	National Criminal Justice Association	487,283	
State Strategies Evaluation	Criminal Justice Statistics Association	249,949	200,000
Case Management Applications of Drug Use Forecasting	National Consortium of TASC Programs		100,000
Probation/Parole Drug Testing Standards	American Probation and Parole Association		100,000
Cocaine Use & Trafficking in Detroit	Wayne State University		9,915
Impact of Drug Cases on Criminal Justice System	Temple University		300,032
Management of AIDS Population	National Sheriffs' Association	421,047	
Pennsylvania Comprehensive Department of Corrections Drug Treatment	Pennsylvania Department of Corrections/Pennsylvania State University	40,000	

Appendix D

Current BJA Publications

Program Briefs

1. Arson Prevention and Control
2. Career Criminal Prosecution
3. Community Crime Prevention
4. Court Delay Reduction
5. Court Unification
6. Drug Abuse Resistance Education (DARE)
7. Integrated Criminal Apprehension Program
8. Intensive Supervision Probation and Parole
9. Jury Management Improvement
10. Marijuana Eradication
11. Organized Crime/Narcotics
12. Pharmaceutical Diversion
13. Property Crime
14. Prosecution Management Support System
15. Restitution by Juveniles
16. Treatment Alternatives to Street Crime (TASC)
17. Victim Assistance

Monographs

1. Automated Fingerprint Identification Systems
2. Drug Recognition Program
3. Electronic Monitoring in Intensive Probation and Parole Programs
4. Urinalysis as Part of a TASC Program

Implementation Manuals

1. DARE
2. TASC

Training Manuals

1. TASC (for trainers)
2. TASC (for participants)

Reference Manuals

1. Automated Court Management Information Systems Directory
2. Prosecution Management Support Systems Directory

Miscellaneous

1. Adjudication Brochure
2. Application Kit for the Drug Control and System Improvement Formula Grant Program
3. Discretionary Grant Program Announcement
4. Program Guidance for the Drug Control and System Improvement Formula Grant Program
5. Report on Drug Control
6. TASC Brochure

References

Butynski, William, et. al. State Resources and Services Related to Alcohol and Drug Abuse Problems. Washington, D.C.: National Association of State Alcohol and Drug Abuse Directors, August 1988.

Crime in the United States, 1987. Washington, D.C.: Federal Bureau of Investigation, July 10, 1988.

Drug Use Forecasting Program Quarterly Report. Washington, D.C.: National Institute of Justice (cofunded by the Bureau of Justice Assistance), 1988.

FY 1989 Statewide Drug Strategies, submitted by all states.

Johnston, Lloyd D., et. al. Drug Use Among American High School Students and Other Young Adults, National Trends Through 1988. Michigan: University of Michigan Institute for Social Research, 1989.

Leukefeld, Carl G. "Effectiveness of Treatment Under Criminal Justice Sanctions." Maryland: National Institute on Drug Abuse, 1989.

Moore, Mark. "Drug Trafficking." Crime File Study Guide. Washington, D.C.: National Institute of Justice, 1988.

NCTAP News. Alexandria, VA: Institute for Law and Justice, Inc., February 1989.

A Strategic Corrections Plan for Oregon: Restoring the Balance. Oregon: Governor's Task Force on Corrections Planning, August 1988.

Toward a Drug-Free America: The National Drug Strategy and Implementation Plans. Washington, D.C.: National Drug Policy Board, 1988.

Toward a Drug-Free America: A Nationwide Blueprint for State and Local Drug Control Strategies. Washington, D.C.: The Executive Working Group for Federal-State-Local Prosecutorial Relations, December 1988.

Index

- Acquired Immune Deficiency Syndrome (AIDS) 18, 20, 21, 81, 84, 90, 103, 125
- Adjudication i, iv, 30, 45, 66, 70, 76-79, 81, 82, 84, 107-109, 113, 121, 122, 127
- Adjudication Technical Assistance 76, 78
- Alabama 4, 57, 62, 64, 69, 83, 89, 90, 96, 97, 104, 112, 113, 115, 120, 122
 - Birmingham 62, 83, 117, 124, 125
- Alaska 14, 15, 112, 113, 115
- Alcohol 19, 20, 22-24, 31, 45, 46, 49, 51, 63, 70, 80, 81, 87, 92-94, 96, 97, 102, 104, 108, 125, 129
- American Jail Association 91, 123
- American Samoa i, 5, 6, 112, 114, 115
- Amphetamine iii, 1, 5, 8-10, 13, 16, 24, 83
- Annual Project Report Forms 47
- Arizona 4-6, 8, 9, 11, 15, 17, 24, 45, 46, 52, 60, 63, 69, 77, 82, 83, 91, 94, 106, 112, 113, 115, 117, 118, 120
 - Phoenix 6, 11, 17, 63, 77, 83, 120, 124, 125
 - Pima County 91, 117, 123
 - Tucson 52, 60, 82, 83, 118, 120
- Arkansas 3, 10, 14, 15, 96, 104, 112, 113, 115
- Asset Seizure and Forfeiture 28, 55, 56, 60, 61, 67-69, 101, 106, 118
- Barbiturates 24
- Baseline Management and Assessment Data Project 81
- Bolivia 14
- Boot Camp 86, 92
- Bureau of Indian Affairs 51
- Bureau of Justice Statistics 30, 124
- Buy Money 65, 100
- California 8-11, 13, 14, 17, 19, 20, 58, 59, 61-64, 70, 73, 74, 78, 83, 84, 89, 112, 113, 115, 119
 - Contra Costa 92, 93
 - Long Beach 62, 117
 - Los Angeles iii, 8, 14, 15, 17, 20, 51, 58, 62, 83, 92, 117, 120, 122, 124
 - Oakland 62, 73, 117
 - Riverside 118, 119
 - San Diego 58, 61, 117, 119, 124
 - Santa Clara County 78, 121
 - Santa Cruz 70
 - Ventura 92, 122
- Canada 15
- Center for Local Drug Prosecution Program 67, 69, 70
- Chile 14
- Civil Remedies iv, 59, 69
- Clandestine Laboratories 1, 9, 10, 16, 28, 59, 63, 64, 105, 108
- Clandestine Laboratory Model Enforcement Program 59
- Cocaine iii, iv, 1, 3-5, 7-11, 13-19, 22-24, 57, 63, 64, 74, 83, 84, 93, 96, 100-104, 125
- Colombia 13-15
- Colorado 9, 12, 15-17, 57, 58, 60, 63, 69, 94, 112, 113, 115, 118
 - Colorado Springs 60, 118
 - Denver 9, 16, 17, 58, 63, 69, 117
- Community Corrections 88, 89, 94
- Community Crime Prevention 127
- Comprehensive Adjudication of Drug Arrestees Program 77
- Congress ii, 48, 52
- Connecticut 7, 52, 59, 84, 88-90, 112, 113, 115, 119, 122, 123
 - New Haven 52
- Consortium to Assess the Impact of the State Drug Strategies 47
- Convictions 12, 68, 103

Correctional Institutions 12, 21, 86, 89, 95-97, 103, 104, 123
Correctional Supervision v, 84, 86, 87, 95, 96, 104
Corrections v, 31, 45, 46, 66, 81, 86-97, 102, 104, 105, 108, 122, 123, 125, 129
Court Delay Reduction 78, 108, 127
Courts iv, v, 44, 62, 72, 73, 76-80, 82-84, 102, 108, 120, 121
Crack iii, iv, 1, 3, 7-10, 12, 13, 17-19, 22, 55, 56, 57, 58, 66, 74, 79, 84, 103, 117
Crack Houses 7, 8, 58
Crack Task Forces 58
Crack/Focused Substance Enforcement Demonstration Program 57
Crime Laboratories 12, 31, 47, 67, 72, 74, 75, 78, 102, 103, 107, 119
Criminal Justice Statistics Association 30
Data 1, 3, 4, 9, 11, 18-24, 30, 44, 47, 52, 58, 77, 79-82, 88, 92-94, 100, 124, 125
Deaths 1, 3, 7, 10
Delaware 3, 8, 65, 75, 83, 84, 89, 90, 112, 113, 115, 122
Demand Reduction iv, 28, 30, 44, 48, 51-53, 64, 108
Demand Reduction Coordinators Resource Guide 52
Department of Education 5, 25, 31, 46
Department of Health and Human Services 50
Department of Justice 44
Differentiated Case Management Program iv, 85
Discretionary Grant Program i, iv, 21, 28-31, 47, 48, 55, 67, 76, 86, 127
Dispositions 69, 71, 72, 79
District of Columbia i, iii, 8, 10-13, 19, 53, 54, 79, 96, 112, 115, 129
Dominican Republic 14
Drug Abuse Resistance Education (DARE) Program iv, 28, 46, 48, 51, 53, 54, 127
Drug Abuse Warning Network (DAWN) 10, 11
Drug Control Strategy 28, 63
Drug Courts v, 76, 84
Drug Distribution iii, v, 1, 5, 9, 12-17, 50, 58, 66, 70, 72, 90, 96, 99, 101, 106
Drug Enforcement Administration 5, 14, 16, 30, 31, 44, 46, 51, 57, 58, 63, 64
Drug Investigations 64, 65, 101
Drug Policy Board 28, 30, 129
Drug Recognition iv, 55, 62, 63, 127
Drug Seizures 28, 101, 102
Drug Testing v, 29, 44, 76-78, 82-84, 87, 88, 91, 92, 93, 97, 104, 105, 108, 120, 125
Drug Testing and Intensive Supervision Program 82
Drug Testing Standards v, 76, 84
Drug Testing Technology/Focused Offender Disposition v, 76, 83
Drug Trafficking iii, iv, 5, 7-9, 13-17, 19, 27, 28, 31, 44, 55, 56, 57, 60-62, 67-69, 73, 79, 93, 99, 107, 108, 109, 117, 125, 129
Drug Use Forecasting (DUF) iii, 1, 4, 11, 18, 19, 91, 124, 125, 129
Education i, iv, v, 22, 25, 28, 29, 31, 44-46, 48, 49, 50-54, 66, 70, 79, 83, 84, 88-91, 93, 96, 99, 103, 104, 106, 108, 115, 127
Electronic Monitoring v, 94, 97, 105, 127
Emergency Room Episodes 3, 5, 7, 10
EMT Group 121, 122
Enhanced Pretrial Services Delivery Program 82
Eradication i, iii, v, 1, 5, 6, 55, 63, 64, 106, 107, 113, 127
Evaluation i, v, 27, 46, 47, 50, 53, 62, 76, 79, 81, 83, 84, 88, 90, 93, 94, 96-98, 109, 121, 123, 125
Federal Bureau of Investigation 31, 44, 51, 100, 119, 129
Financial Investigations iv, 55, 56, 61, 68, 73, 79, 105
Florida 1, 5, 7-10, 13-15, 19-21, 24, 52, 57, 58, 61, 62, 65, 66, 68, 69, 83, 88-91, 96, 97, 102, 103, 112, 113, 115, 118, 120, 122, 123
 Brevard County 120
 Broward County 57, 102, 118, 119, 124
 Ft. Lauderdale 124
 Jacksonville 52
 Miami 7, 9, 14, 15, 18, 58, 83, 117, 124, 125
 Orlando 62, 117
 Tampa 61, 91, 119
Formula Grant Program iv, 44, 47, 53, 56, 60, 63, 72, 84, 95, 111, 127

Gangs iii, 8, 9, 13-17
 Bloods iii, 14, 17
 Crips iii, 14, 17
Georgia 18, 57, 61, 70, 74, 92-94, 112, 113, 115, 118, 122
 Atlanta 61, 93, 119
 Decatur 120
Guam i, 5, 20, 112, 114, 115
Guidance v, 28, 31, 52, 55, 78, 81, 82, 86, 87, 94, 127
Hallucinogens 5, 12, 24
Hawaii 3-7, 16, 19, 21, 89, 104, 112, 113, 115, 123
Heroin iii, 1, 3, 5, 7, 9-16, 70, 74, 104
Hispanics 10, 16, 20
Idaho 4, 6, 65, 73, 74, 94, 112, 113, 115
Illinois 7, 14, 21, 53, 54, 65, 91, 96, 104, 112, 113, 115
 Chicago 7, 11, 14, 16, 124
 Cook County 91, 104, 123
Indiana 3, 63, 89, 94, 112, 113, 115
 Indianapolis 124
Inhalants 24
Innovative Drug Enforcement Programs 65
Institute for Law and Justice 129
Integrated Criminal Apprehension Program 127
Intelligence 3, 5, 6, 8, 11-15, 28, 60, 64, 65, 73, 74, 108
Intensive Probation/Parole Supervision v, 70, 76, 82, 83, 86, 88, 92-94, 97, 108, 122, 127
International Association of Chiefs of Police 30, 56
Intravenous Drug Users 20, 21, 84, 103
Investigations iv, 5, 15, 28, 44, 46, 55-58, 60, 61, 64, 65, 68, 69, 72, 73, 79, 101, 105, 108
Iowa 3, 4, 6, 9, 89, 92, 112, 113, 115, 122, 123
Jail 78, 82, 83, 86-88, 91, 94-97, 102, 103, 109, 123
Jail Management System 91
Jamaicans 8, 13
Judges 76-81, 83-85, 102, 105, 107, 121
Juvenile Institutions 95, 96
Juvenile Offenders 66, 97, 104
Kansas 3, 4, 9, 10, 15-17, 57, 112, 113, 115, 118, 120, 124
Kentucky 6, 17, 25, 112, 113, 115
Large Court Capacity Program iv, 76, 77
Law Enforcement i, iv, 1, 3-10, 12-20, 28-31, 44-70, 72-74, 79, 84, 88, 93, 98-103, 105-109, 111, 113, 115, 117, 118, 122, 123, 127
Louisiana 10, 12, 62, 69, 72, 78, 81, 89, 94, 104, 112, 113, 115, 118, 120, 123
 New Orleans 10, 12, 62, 78, 81, 117, 121
 Orleans Parish 120, 124
LSD iii, 1, 3, 10-12
Maine 3, 19, 64, 104, 112, 113, 115, 118
Major Drug Offenders i, 14, 63, 73, 107, 113
Marijuana iii, v, 1, 3-9, 12, 14-17, 19, 22-24, 55, 63, 64, 69, 83, 93, 97, 103, 104, 106, 127
Maryland 4, 5, 8, 11-13, 16-19, 24, 58, 60, 83, 112, 113, 115, 129
 Baltimore 8, 11, 12, 58, 117
Massachusetts 7, 10, 20, 59, 62, 65, 70, 112, 113, 115, 119
 Boston 15, 20, 120
McGruff iv, 28, 44, 48-51, 54
Methamphetamine iii, 1, 8-10, 13, 16, 17, 24, 69, 74, 104
Methamphetamine Laboratories 10
Mexico 10, 15, 17, 63, 85, 89, 90, 92, 112, 114, 115, 118, 122, 123
Michigan 3, 6, 8, 58, 72-74, 77-80, 104, 105, 112, 113, 115, 129
 Detroit 8, 58, 77, 79, 80, 117, 121, 124, 125
 Flint 78, 121
Migrant Workers 8, 13
Minnesota 4, 7, 17, 20, 45, 50, 58, 65, 73, 80, 112, 113, 115
 Minneapolis 20, 58, 117
 St. Paul 20, 80, 121

Mississippi 8, 16, 57, 94, 112, 113, 115
Missouri 4, 10, 15, 17, 57, 74, 95, 112, 113, 115
 Kansas City 4, 17, 57, 118, 120, 124
 St. Louis 124
Money Laundering 14, 60, 67, 68, 108
Montana 9, 10, 16, 24, 88, 89, 112, 114, 115, 123
Motorcycle Gangs iii, 9, 13-17
Multi-Jurisdictional Task Forces iv, 27, 28, 31, 44, 60, 63, 64, 72, 100
Murders 14, 18-20
Narcotics iv, 7, 9, 10, 12-19, 28, 44, 55-57, 60-65, 68, 69, 70, 73, 74, 78, 79, 91, 94, 96, 103, 104, 117, 118, 122, 123, 127
National Association of Stock Car Automobile Racing (NASCAR) 50, 51
National Center for State Courts 77
National Crime Prevention Council 49-51
National Forensic Crime Laboratory Information System 67, 72
National Institute of Justice 1, 20, 21, 30, 46, 47, 56, 62, 83, 91, 92, 129
National Institute on Drug Abuse v, 7, 20-22, 24, 62, 106, 129
National Judicial College 79, 122
Nebraska 4, 15, 59, 89, 95, 112, 114, 115, 119, 123
 Omaha 4, 15, 124
Nevada 10, 17, 112, 114, 115
 Las Vegas 118
New Hampshire 3, 4, 6, 12, 112, 114, 115
New Jersey 10, 12, 21, 24, 59, 63, 65, 66, 85, 89, 100, 103, 106, 112, 114, 115, 118, 119
New Mexico 17, 85, 89, 90, 92, 112, 114, 115, 118, 122, 123
New York iii, 1, 5, 7, 11, 13-15, 19, 62, 73, 117, 118, 120, 124
North Carolina 3, 8, 12, 15, 89, 106, 112, 114, 115, 123
North Dakota 4, 74, 112, 114, 115
Northern Mariana Islands i, 5, 112, 114, 115
Office for Victims of Crime 30
Ohio 7, 59, 77, 88, 89, 112, 114, 115, 118, 123
 Cleveland 7, 124
 Columbus 7, 59, 119
 Marion 92
Oklahoma 5, 8-10, 16, 57, 61, 89, 95, 112, 114, 115, 123
 Tulsa 16, 61, 119
Opiates 1, 83, 101, 103
Oregon 7, 9, 10, 17, 24, 57, 64, 69, 82, 83, 87-89, 104, 112, 114, 115, 123, 129
 Multnomah County 57, 69, 118, 120
 Portland 7, 17, 82, 83, 121, 124
Organized Crime iii, iv, 13, 14, 16, 17, 28, 44, 55-57, 67, 70, 108, 117, 119, 127
Organized Crime Narcotics Trafficking Enforcement Program 56, 57
Parole v, 31, 63, 81, 84, 86-88, 90, 92-94, 96, 97, 102, 104, 105, 122, 125, 127
PCP iii, 1, 9-12, 17, 83
Pennsylvania 59, 61, 62, 64, 65, 69, 72-74, 84, 96, 97, 103, 112, 114, 115, 119, 120, 125
 Philadelphia 12, 61, 62, 84, 97, 119, 124
Peru 14
Pharmaceutical Diversion iv, 55, 56, 58, 59, 64, 119, 127
Police 3, 7, 8, 14, 16, 17, 19, 20, 30, 46, 49, 51-54, 56, 60-62, 64, 65, 70, 74, 79, 81, 88, 102, 119
Police Executive Research Forum 30
Precursor Chemicals 108
Prescription Drugs 58
Pretrial Release 82
Prevention i, iv, 19, 21, 22, 24, 25, 28-30, 44-46, 48, 49, 50-54, 59, 61, 66, 70, 91, 127
Prison v, 14, 29, 68, 73, 81, 86-90, 92, 94-96, 102, 104, 108, 109, 123
Prison Capacity Program v, 86, 87
Prison Crowding v, 81, 87, 88, 92
Probation v, 31, 63, 70, 77, 78, 81, 83, 84, 86-88, 90, 92, 93, 94, 97, 102, 105, 122, 125, 127
Program Briefs 51, 62, 71, 80, 81, 127

Property Crimes 18, 19, 119
 Burglary 19, 119
 Robbery 19
 Theft 19
Prosecution i, iv, 14, 16, 17, 27, 28, 30, 31, 45, 57, 59, 61, 63, 66-74, 78, 79, 84, 99, 101, 102, 105, 107-109, 113, 120, 127
Prosecution Management Support System 71, 127
Prosecutors 16, 29, 55, 59, 61, 63, 64, 67-74, 84, 88, 101, 102, 105-108, 120
Prostitution 18, 20, 21, 103
Puerto Rico i, 14, 79, 112, 114, 115
Racketeer Influenced and Corrupt Organization (RICO) i, iv, 14, 16, 67-69, 79, 105, 106, 112, 114, 115, 120
Rates of Conviction 73, 101
Regional Information Sharing System (RISS) 28, 55, 59
Rehabilitation i, v, 25, 30, 86, 88, 89, 94-96, 103, 104, 107, 108, 113, 122, 123
Rhode Island 5, 10, 15, 69, 78, 89, 112, 114, 115, 120, 121, 123
Rural Areas 1, 4, 8, 9, 16
Safety Zones 65, 66
Schools 8, 22, 24, 48-52, 56, 65, 66, 69
Sentencing Alternatives 84, 85, 88
Shock Incarceration 86, 92
Sinsemilla 6, 7
South America 14
South Carolina 4, 6, 12, 15, 57, 65, 88, 89, 94, 104, 112, 114, 115, 123
South Dakota 4, 10, 20, 89, 104, 112, 114, 115, 123
Special Prosecutor and Vertical Prosecution Units iv, 73
State Civil RICO Drug Enforcement Program 67, 69
Statewide Drug Prosecution Program 67, 68
Stimulants 3, 9, 17
Strategy i, v, 27-31, 44, 45, 47-49, 55-57, 60, 63, 67-69, 72, 76, 77, 84, 86, 87, 89, 96, 122, 129
Street Sales iv, 55, 56, 58, 61, 62, 79, 108, 117
Students iii, iv, 3, 5, 12, 22, 24, 25, 48-51, 53, 59, 63, 66, 70, 129
Substance Abuse Treatment Programs 94, 95
Surveillance Equipment 60, 65, 73, 105
Synthetic Drugs 8, 9
Task Forces iv, 27, 28, 31, 44, 46, 47, 55, 57, 58, 60, 61, 63-65, 67, 72, 87, 88, 97, 99, 100, 101, 105
Technical Assistance i, 28-31, 48, 54-56, 59-61, 67-69, 72, 74, 76-79, 81-83, 86, 87, 91, 93-95, 108, 118-125
Tennessee 7, 52, 112, 114, 115
 Knoxville 52
Texas 3, 4, 6-10, 13, 16, 17, 19, 20, 58, 62-64, 72, 73, 75, 88, 89, 93, 100, 104, 106, 112, 114, 115, 124
 Dallas 118, 120, 124
 Houston 3, 7, 19, 58, 117, 124
 San Antonio 62, 117, 124
Training i, iv, 21, 28, 30, 44, 48, 51, 52, 54-56, 58-65, 67-70, 72-74, 76, 78, 79, 81, 84, 85, 87, 89-97, 100, 101, 105, 107, 108, 118, 119, 121, 122, 125, 127
Tranquilizers 24
Treatment i, v, 1, 3, 5, 9-11, 20, 21, 23-25, 28-31, 44, 45, 46, 61, 66, 70, 76, 78-99, 102-108, 113, 115, 122, 123, 125, 127, 129
Treatment Alternatives to Street Crime (TASC) v, 76, 80-85, 97, 125, 127
Undercover Operations 4, 9, 12, 61, 62, 65, 69, 100
United States Attorney 45, 57
Urban Areas 16, 18, 25
Utah 16, 17, 25, 57, 63, 64, 69, 112, 114, 115, 118, 120
 Salt Lake City 17, 118
Vermont 4, 6, 15, 16, 18, 97, 112, 114, 115
Vertical Prosecution iv, 67, 72, 73
Violence iii, 7, 14, 15, 18-20, 58, 109
Virgin Islands i, 7, 15, 112, 114, 115
Virginia 4-6, 8, 12, 16, 19, 46, 59, 63, 96, 112, 114, 115, 119, 122
Washington 6, 8, 9, 16, 17, 59, 62, 64, 69, 80, 85, 89, 92, 95, 104, 106, 112, 114, 115, 119, 120, 122
 Seattle 17, 20, 62, 117
Weapons 19, 20, 101

West Virginia 6, 8, 12, 96, 112, 114, 115
Wisconsin 5, 12, 14, 17, 21, 72, 83, 89, 104, 112, 114, 115, 123, 124
 Milwaukee 14, 83, 92, 121
Wyoming 4, 7, 9, 10, 15, 16, 112, 114, 115