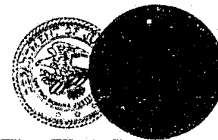


U.S. Department of Justice
Office of Justice Programs



126218

Bureau of Justice Assistance

REPORT TO THE STATES

Bureau of Justice Assistance

REPORT TO THE STATES

126218

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.

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

U.S. Department of Justice
Edwin Meese III Attorney General

Office of Justice Programs
Richard B. Abell Assistant Attorney General

Bureau of Justice Assistance	
George A. Luciano	Director
Charles P. Smith	Deputy Director
Curtis H. Straub II	Director, Policy Development and Management Division
Eugene H. Dzikiewicz	Director, State and Local Assistance Division
James C. Swain	Director, Discretionary Grant Program Division
William F. Powers	Director, 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 criminal and juvenile justice 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

Bureau of Justice Assistance

Office of the Director

Washington, D.C. 20531

This report describes the programs which are administered by the Bureau of Justice Assistance in the Office of Justice Programs. The Bureau is a results oriented agency which measures the success of its programs by their impact on crime and improvement in the functioning of the criminal justice system.

The Bureau of Justice Assistance administers the Justice Assistance Program designed to improve the functioning of this Nation's criminal justice systems. The State and Local Assistance for Narcotics Control Program, which was established by the Anti-Drug Abuse Act of 1986 and provides assistance in enforcing state and local drug laws, is also being implemented and administered by the Bureau. The Public Safety Officers' Death Benefits, the Emergency Federal Law Enforcement Assistance, the Regional Information Sharing Systems, the Mariel-Cuban Reimbursement, the Surplus Federal Property, the Prison Industry Certification and the Crime Prevention programs are also administered by the Bureau.

Research findings of the National Institute of Justice and other research organizations, and the program successes of criminal justice agencies from across the country are tested, translated into implementation strategies and operationalized through demonstration programs. Training and technical assistance on program development, implementation and evaluation are available to state and local agencies initiating system improvement and narcotics control programs.

Attorney General Edwin Meese has asked the Bureau to adopt a system-wide approach to addressing the crime and drug problems with its discretionary programs and has encouraged the states to adopt a similar approach within each state. Each part of the criminal justice system must be functioning effectively and in coordination with the other parts of the system to communicate to the public and the criminal that crime will be punished and the public safety protected.

The Bureau and the states have initiated many programs which are expected to significantly improve the functioning of the criminal justice system and reduce the level of crime in project jurisdictions. Mechanisms to assess the impact of these programs have been put in place and will be used to identify successful practices and programs. Jurisdictions throughout the country are encouraged to adopt these programs and practices which will use limited criminal justice resources to maximize the impact on the crime problem.

Sincerely,

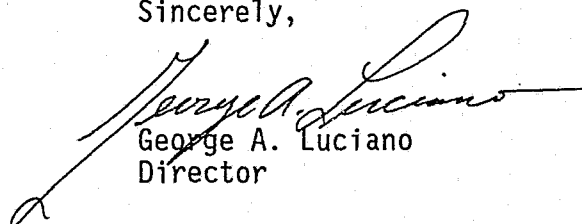

George A. Luciano
Director

Table of Contents

	<u>Page</u>
Justice Assistance Block Grant Program	1
Implementation of Justice Assistance Block Grant Program	3
Justice Assistance Discretionary Grant Program	6
Demonstration Program	6
Training and Technical Assistance Program	9
National/Multi-State Program	10
Direct Assistance Programs	13
State and Local Assistance for Narcotics Control Program	15
State and Local Assistance for Narcotics Control Discretionary Grant Program	19

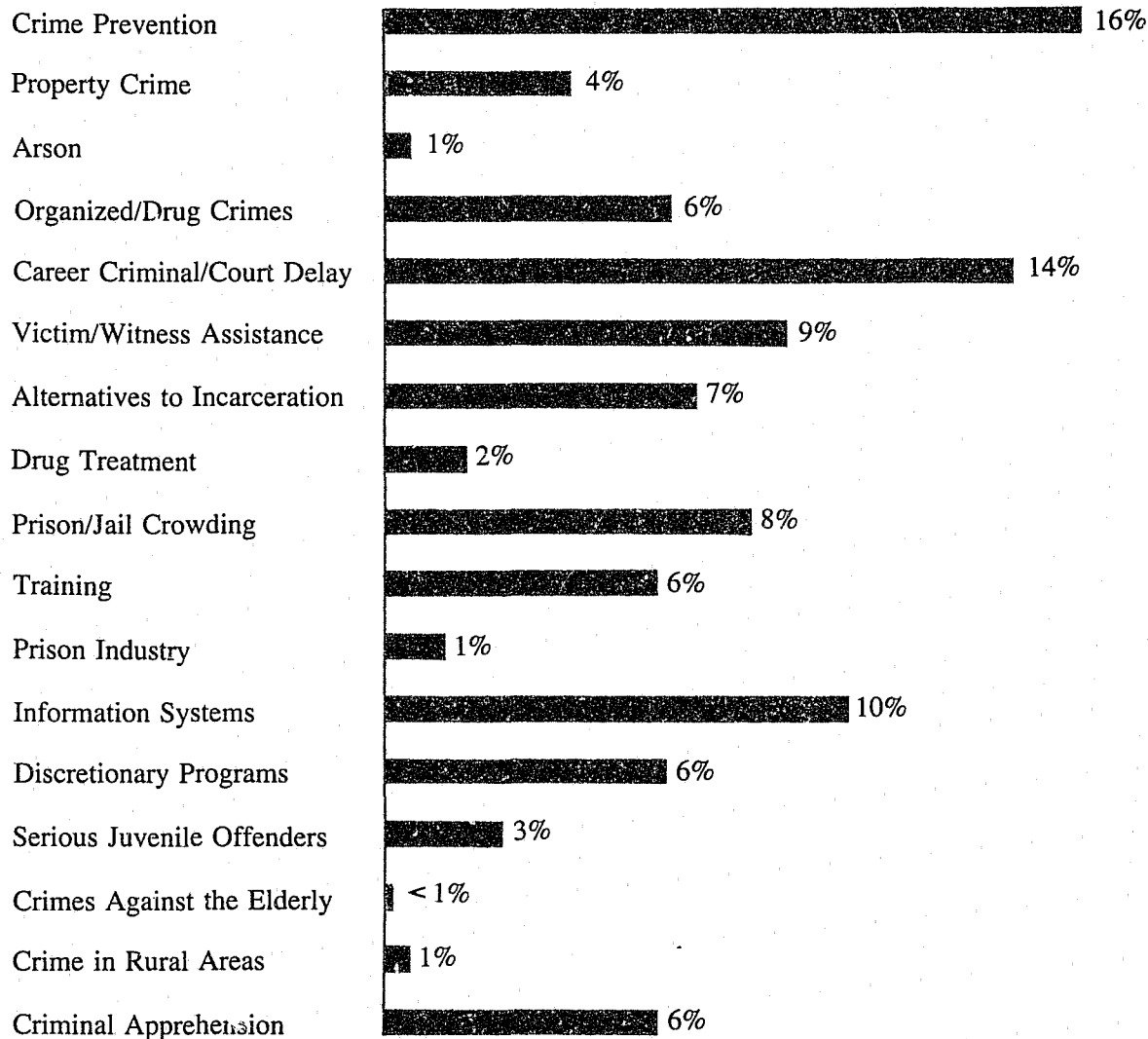
Justice Assistance Block Grant Program

Approximately 80 percent of the Justice Assistance funds appropriated to the Bureau of Justice Assistance (BJA) are granted to the states, the District of Columbia, Puerto Rico, the Virgin Islands, Guam, American Samoa and the Northern Mariana Islands in the form of block grants. The funds are allocated to the states on the basis of population, with a minimum allocation of \$250,000 per state.

The funds are awarded by the state to state agencies and units of local government for programs designed to

improve the functioning of the criminal justice system. Priorities for funding are set by the state administrative agency within the 18 purpose areas defined by the Justice Assistance Act. The state allocation of funds by purpose area is shown in the chart below. Although some areas (e.g., crimes against the elderly, rural crime and prison industries) may appear to be receiving low levels of funding, related efforts are incorporated into broader victim assistance, enforcement and corrections programs.

The states have identified Crime Prevention and Court Delay/Career Criminal Prosecution programs as high priorities for Justice Assistance funding.



In general, the priorities for Justice Assistance Block Grant funding reflect state criminal justice priorities.

Crime prevention and career criminal programs, which are high priorities for Justice Assistance funding, are also high priorities within the states according to a survey of the state agencies responsible for administration of the program. The survey was conducted by the National Criminal Justice Association (NCJA) under contract with the Bureau of Justice Assistance. Career criminal programs address serious/violent crime, which is shown as a high state priority in the priority listing below.

Prison crowding, facilities construction and jail crowding, which are high state priorities, are addressed by two Justice Assistance purpose areas: alternatives to incarceration and prison/jail crowding, accounting for 15 percent of the Block Grant funds. Many states are putting huge amounts of state and/or local funds in prison and jail construction. The Justice Assistance funds may not be used for construction, but many states have used these funds to provide alternative programs that protect public safety while relieving crowding, or have implemented programs to help corrections officials deal with problems associated with crowded facilities.

Prison crowding and drug law enforcement are the highest criminal justice priorities within the states, according to an NCJA survey of the state agencies responsible for administration of the Block Grant program.

High Priorities Within the States

1. Prison Crowding*
2. Drug Law Enforcement*
3. Facilities Construction
4. Drug Use Prevention and Education*
5. Drunken Driving
6. Jail Crowding*
7. Child Abuse*
8. General Victims Services*
9. Serious/Violent Crime*
10. Crime Prevention*
11. Domestic Violence*
12. Drug Treatment*
13. Alternatives to Incarceration*

* Indicates state priorities eligible for funding under the Justice Assistance Block Grant Program.

State spending for criminal justice has increased most significantly in the areas of facilities construction and prison crowding.

During the past five years over half of the responding states have increased state spending for facilities construction, prison crowding, drunk driving, management information systems and victims compensation and assistance. Over a third of the states also increased state spending in the areas of jail crowding, child abuse, personnel training, crime prevention, court delay and domestic violence.

Law enforcement agencies received almost half of the Justice Assistance Block Grant funds in FY1986.

Law Enforcement	47%
Prosecution	18
Corrections	8
Private Non-Profit Agencies	8
Non-Criminal Justice	
Governmental Agencies	7
Adjudication	5
Public Defense	2
Criminal Justice Planning Agencies	2
Other Criminal Justice	2
Pretrial Services	1

Local units of government received almost three-quarters of the Justice Assistance Block Grant funds awarded in FY1986.

The Act requires that a percentage of each state's allocation be awarded to units of local government. The percentage is based on the ratio of local government expenditures for criminal justice to total criminal justice expenditures within that state. The states are required to give priority to those jurisdictions with the greatest need and to distribute the funds among urban, rural and suburban units of government. The allocation of funds by unit of government is shown below.

Municipalities	34%
Counties	37
Combinations of Local	
Units of Government	1
State Agencies	27
Indian Tribes	1

Approximately 70 percent of the Block Grant funds were used to initiate new projects and programs in FY1986.

The Justice Assistance Block Grant funds may be used to initiate new criminal justice activities in the 18 legislatively authorized purpose areas or may be used to enhance or expand existing activities in those purpose areas. Almost 70 percent of the funds awarded in FY1986 were used to initiate new activities.

Over 60 percent of the total costs of the projects are being paid with state and local funds.

The Justice Assistance Block Grant funds may be used to pay up to 50 percent of the total costs of approved projects and programs. Federal funds were used to pay for approximately 40 percent of the total cost of the grant activities.

Reporting mechanisms to assess the effectiveness of the Block Grant program have been developed and implemented.

The Bureau of Justice Assistance is committed to evaluating the effectiveness and impact of the Justice Assistance Program, but is also sensitive to the fact that funds are not available for administration and evaluation of the program. The Bureau has developed a set of Annual Project Report Forms which are being completed at the project level as the project is completed, or annually if the project period is more than a year in duration. The completed forms are sent to the state administrative office which forwards them to the Bureau. This reporting mechanism has been favorably accepted by the states and creates only a minimal burden for each project.

A form was developed for each of the 18 authorized purpose areas to gather information on the target population, project activities and appropriate impact data. The requested information is generally gathered at the project level for local assessments and for the budget process. The forms are designed to gather the requested information in a uniform, consistent and objective manner which will facilitate the aggregation and comparison of project information.

Since most of the initial Block Grant awards to the states were not made until the last quarter of 1986, most subgrants are still in their first year of operation. Thus, an assessment of the program is not possible at this time. Subsequent Annual Reports will contain a detailed assessment of the program.

With the information obtained from the Annual Project Reports the Bureau will be able to:

- Describe the types of activities undertaken at the state and local levels
- Determine the number of citizens/victims participating in or assisted by the projects
- Assess the number of offenders arrested, prosecuted, incarcerated and treated by the projects
- Assess improvements in the functioning of the criminal justice system, such as increased rates of conviction or reductions in court delay
- Describe changes in crime rates for targeted crimes
- Identify effective programs that should be considered for replication.

Implementation of the Justice Assistance Block Grant Program

The Justice Assistance Act of 1984, which is part of the Comprehensive Crime Control Act of 1984, was signed into law on October 12, 1984. Part D of the Act established a new Bureau of Justice Assistance within the Office of Justice Programs in the U.S. Department of Justice. The Bureau of Justice Assistance is headed by a Director appointed by the Attorney General.

Essential staff to establish the Bureau of Justice Assistance and to begin implementation of the Justice Assistance Act were transferred from other agencies in an effort to implement the program as quickly as possible. The following is a sequence of the major events that occurred to implement the new program:

October 12, 1984	Comprehensive Crime Control Act of 1984 was signed.
December 12, 1984	Letter explaining the program and the allocation of funds by state was sent to the Governor of each state.
January 24, 1985	Draft guidelines for the Block Grant program were published in the <i>Federal Register</i> for a 60-day period for public comment.
March 1985	Regional Program Briefings were held in Washington, D.C., Kansas City, New Orleans and San Francisco.
May 1985	Block Grant Application Kits were distributed to the states.
May 30, 1985	Final guidelines were published in the <i>Federal Register</i> , after incorporation of recommendations from the states and the public.
July 1985	States began to submit Block Grant applications. Applications were received from 16 states during July.
August 1985	First Director of the Bureau of Justice Assistance was appointed by the Attorney General.
September 1985	Bureau of Justice Assistance began making Block Grant awards to the states.

A number of states have been slow to implement the Justice Assistance Block Grant Program.

In the fall of 1986 the Bureau of Justice Assistance contracted with the National Criminal Justice Association to survey the states to determine the types of problems they encountered in implementing the program and how the Bureau might assist the states. Forty-four states responded to the survey. The results are summarized below.

Lack of administrative funds, difficulty obtaining the required matching funds and uncertainty regarding the future of the program have slowed the implementation of the Justice Assistance Block Grant Program.

Half of the states reported that the absence of federal funds to administer the program made implementation of the program difficult. Many states reported staff shortages resulting from the lack of administrative funds.

The award of Justice Assistance Block Grant funds to the states has decreased each year since the first award in FY1984-85.

<u>State</u>	<u>FY1984-85</u>	<u>FY1986</u>	<u>FY1987</u>
TOTAL	\$55,518,000	\$46,256,000	\$35,520,000
Alabama	955,000	800,000	615,000
Alaska	335,000	319,000	297,000
Arizona	778,000	671,000	540,000
Arkansas	665,000	574,000	464,000
California	4,733,000	3,781,000	2,646,000
Colorado	809,000	688,000	544,000
Connecticut	809,000	685,000	538,000
Delaware	358,000	334,000	307,000
District of Columbia	361,000	336,000	307,000
Florida	2,152,000	1,762,000	1,283,000
Georgia	1,271,000	1,054,000	793,000
Hawaii	432,000	393,000	346,000
Idaho	426,000	388,000	341,000
Illinois	2,295,000	1,836,000	1,298,000
Indiana	1,226,000	1,008,000	750,000
Iowa	767,000	651,000	512,000
Kansas	682,000	586,000	473,000
Kentucky	911,000	763,000	589,000
Louisiana	1,040,000	865,000	657,000
Maine	454,000	409,000	356,000
Maryland	1,017,000	849,000	649,000
Massachusetts	1,277,000	1,049,000	779,000
Michigan	1,865,000	1,500,000	1,076,000
Minnesota	988,000	823,000	631,000
Mississippi	711,000	608,000	488,000
Missouri	1,135,000	940,000	707,000
Montana	396,000	364,000	325,000
Nebraska	534,000	471,000	396,000
Nevada	409,000	376,000	335,000
New Hampshire	421,000	385,000	341,000
New Jersey	1,580,000	1,285,000	937,000
New Mexico	499,000	446,000	382,000
New York	3,396,000	2,694,000	1,866,000
North Carolina	1,333,000	1,099,000	818,000
North Dakota	371,000	345,000	312,000
Ohio	2,164,000	1,732,000	1,226,000
Oklahoma	837,000	704,000	550,000
Oregon	724,000	618,000	494,000
Pennsylvania	2,368,000	1,890,000	1,327,000
Rhode Island	420,000	383,000	338,000
South Carolina	831,000	705,000	554,000
South Dakota	375,000	347,000	314,000
Tennessee	1,084,000	900,000	683,000
Texas	3,050,000	2,453,000	1,738,000
Utah	538,000	478,000	400,000
Vermont	344,000	323,000	299,000
Virginia	1,238,000	1,027,000	769,000
Washington	1,016,000	849,000	651,000
West Virginia	600,000	519,000	426,000
Wisconsin	1,096,000	907,000	684,000
Wyoming	342,000	320,000	296,000
Puerto Rico	832,000	700,000	547,000
Virgin Islands	268,000	264,000	260,000
Guam/Am Sam/N Mar			266,000

Over 70 percent of the states reassigned existing agency personnel and/or added duties to existing personnel to administer the program and over 60 percent of the states had only part-time staff assigned to the program. Only 12 of the 44 states that responded to the survey created new positions to administer the program.

The Act authorizes the use of federal funds for up to 50 percent of the total cost of programs or projects eligible for funding under the Act. Approximately 40 percent of the responding states reported that state and/or local agencies found it difficult to obtain the required match due to budget constraints. Several states also experienced delay in securing matching funds due to the difference in the fiscal years and budget process at the federal, state and local levels.

A number of states indicated that the constant uncertainty regarding the future of the program has reduced the level of participation within their states and has disrupted the planning and grant cycles. The Act limits funding to 18 clearly defined purpose areas. Several states indicated that these purpose areas do not address the priorities in their state, thus reducing the levels of interest and participation in the program.

Other implementation problems cited by the respondents include a lack of grant administration expertise within the agency, difficulty in meeting the reporting and administrative requirements, delays in the development of guidelines and program briefs and the limited amount of funds available for the program.

The responsibility for administration of the Justice Assistance Block Grant Program was placed in existing state agencies in most states.

In many states, the State Planning Agency, which was created under the Law Enforcement Assistance Administration (LEAA), has continued to conduct criminal justice planning, coordination and research and to advise the Governor and/or legislature on criminal justice issues. Responsibility for administration of the Justice Assistance Block Grant Program was generally placed with these agencies, where they existed. Several states have placed the program in departments of economic development, motor vehicles or human services.

Seven states reported that the program is administered out of the Governor's office. Although the program is administered by other executive branch agencies in most states, three-quarters of the states reported that the director of the agency has direct access to the Governor.

Advisory boards or commissions have been established in 45 percent of the states.

The Justice Assistance Act does not require the states to establish an advisory board to oversee the administration of the program. Twenty of the responding states indicated that an advisory board or commission had been established. Generally the board members represent the criminal justice community and state and local government. Legislators and private citizens are also often represented on the boards.

The responsibilities of the boards generally include advising the executive and legislative branches of government on criminal justice policies, plans and programs, coordination within the criminal justice system and developing priorities and strategies to address criminal justice problems. Many boards also administer the Juvenile Justice and Delinquency Prevention and/or the Victims of Crime Assistance programs. The responsibilities of several boards are limited to review and approval or recommendation of funding requests.

States request technical assistance and training in grant administration and evaluation.

Discretionary funds are used to provide assistance to state and local units of government with implementation of programs in the legislatively authorized purpose areas. A number of the states responding to the survey indicated that this technical assistance was useful and adequate but expressed a need for more training and technical assistance related to program administration. They also felt that periodic meetings to serve as a forum for the exchange of information among the states, technical assistance to potential subgrantees and board members, computer programs to assist with administration and reporting and the sharing of administrative and financial forms would be helpful.

A reorganization within the Bureau of Justice Assistance in early 1987 resulted in an expansion of the State and Local Assistance Division and the creation of three regional branches, each headed by a branch chief. The branch chiefs serve as the primary contact regarding the Block Grant program between the Bureau and the states in their region, and are responsible for providing needed technical assistance. As a result, an increased level of assistance will be provided to the states.

Justice Assistance Discretionary Grant Program

The Justice Assistance Act allocates 20 percent of the total appropriation for discretionary grants which are awarded and administered by the Bureau of Justice Assistance. The Discretionary Grant Program provides assistance to public agencies and private non-profit organizations for the purposes of:

- Demonstration programs which, in view of previous research or experience, are likely to be successful in more than one jurisdiction
- Undertaking educational and training programs for criminal justice personnel and providing technical assistance to states and local units of government
- Undertaking projects that are national or multi-state in scope and that address the 18 authorized purposes of the Act.

Demonstration Program

The Bureau tests and implements new program strategies and approaches for improving the criminal justice system by funding demonstration programs that, based on previous research and experience, are likely to be successful. The programs are thoroughly evaluated, elements critical to a successful program are documented and implementation of successful programs is encouraged through the Block Grant program. The following is a description of the demonstration programs funded or operating during FY1986.

Reducing episodes of future violence through arrest and a coordinated criminal justice system response to domestic violence are being demonstrated by the Family Violence Intervention Program.

The goal of the Family Violence Intervention Program is to reduce domestic violence in adult relationships by instituting a comprehensive, effective criminal justice intervention program, with an emphasis on arrest and prosecution, in domestic violence cases. A 1980 Kansas City Police Study found that police had been called in 85 percent of homicides and aggravated assaults resulting from domestic violence and had been called five or more times in 50 percent of these cases. Research shows that repeated abuse is less likely to occur if an arrest is made than if the police respond with mediation or order the batterer to leave.

Emphasis in the Family Violence Intervention Program is placed on the establishment of a multi-disciplinary approach, with cooperative efforts among law enforcement, prosecutors, shelter providers, social services and the courts.

Police are encouraged to:

- Establish procedures to identify family violence as a priority
- Offer assistance to the victim and adopt arrest as the preferred response to cases of domestic violence
- Simplify procedures to obtain protection orders
- Enforce protection orders.

Prosecutors are encouraged to:

- Form special units to process family violence cases using vertical prosecution procedures
- File cases without a formal complaint from the victim
- Excuse the victim from testifying at the preliminary hearing.

Judges are encouraged to:

- Establish a wide range of alternative dispositions
- Establish guidelines to expedite the handling of domestic violence cases
- Use expert witnesses to familiarize the judge and jury with the dynamics of violence within the families
- Ease the process by which protection orders are obtained and enforced
- Make sentences commensurate with the crime and consider the offender's use of violence and substance abuse when referring the offender to treatment
- Allow input from the victim
- Monitor compliance with the conditions of probation or sentence, and impose immediate sanctions for violations.

A national model for intervention in family violence cases will be based on the effective strategies developed by the eight Family Violence Intervention demonstration projects funded by the Bureau of Justice Assistance in Marion County, Indiana; Tulsa County, Oklahoma; Kings County, New York; Baltimore County, Maryland; Los Angeles, California; Milwaukee County, Wisconsin; Washtenow County, Michigan; and Denver, Colorado. The potential impact of these projects is illustrated in Milwaukee County, which expects arrests in domestic violence cases to increase from approximately 2,800 in 1985 to over 10,000 in 1987, and where the district attorney is expected to file charges in approximately 40 percent of the cases.

The Police/School Drug Use Prevention Program, modeled after the successful DARE program in Los Angeles, will demonstrate effective police/school efforts to reduce the level of acceptance, by school

children, of drug use and to increase their capacity to resist the inclination to experiment with or use drugs.

The Police/School Drug Use Prevention Program, which uses uniformed police officers as classroom instructors, departs from past approaches by both police and educators by involving police in drug demand reduction activities, replacing earlier reliance on supply interdiction. Through the semester-long presentation of a highly structured 17-part curriculum, officers attempt to provide fifth and sixth grade students with:

- Knowledge about themselves, about their peers and other societal forces that influence them and about drugs and the consequences of use and abuse
- Analytical and social skills that enable them to identify, distinguish, plan for and resist the temptations to use drugs
- Motivation to employ the skills they have learned.

Three states and four localities have been selected for implementation of the program. Approximately 45,000 to 50,000 youth will participate in the program during the next school year. A separate award was made to the Los Angeles Police Department to provide necessary training and technical assistance.

This demonstration program will contribute to a tightly designed and simply expressed DARE Program Brief which includes:

- The critical program elements
- The order of their implementation
- The time required to implement each element
- The standards for the performance of each element
- An assessment of the common obstacles to implementation and the kinds of assistance necessary to overcome them
- An assessment of the extent to which the demonstration sites can function as sources of training and technical assistance for others.

Complex multi-jurisdictional organized crime and narcotics trafficking are the target of the Organized Crime/Narcotics Trafficking Strike Forces.

The emphasis of the Organized Crime/Narcotics Trafficking Strike Forces will be on establishment of an interdisciplinary response to commonly shared major crimes throughout a regional area. The projects are designed to assist state and local law enforcement agencies, through joint operations with federal personnel, to:

- Identify major criminal conspiracies
- Apprehend and prosecute those who operate the conspiracy
- Seize the financial assets of the conspiracy to prevent its continuation.

The major criminal conspiracy investigation will utilize both criminal charges and civil remedies available under federal and state Racketeer Influenced and Corrupt Organizations (RICO) statutes. Use of these statutes will permit law enforcement to gain access to and control of the financial assets of these lucrative major conspiracies and remove the underlying profit motive. These projects are designed to have the following results:

- Reduction of fractional and duplicative investigations and prosecutions
- Increased joint federal, state and local cooperation
- Successful investigation and prosecution of major criminal conspiracies
- Access to and seizure of financial assets of conspiracies
- Increased use of civil remedies
- Increased sharing of information among agencies at all levels.

Ten sites were selected for implementation of this program in FY1986; it is being significantly expanded under the State and Local Assistance for Narcotics Control Program of the Anti-Drug Abuse Act of 1986. The programs in these ten original sites will be expanded and additional sites will be funded in FY1987.

The effectiveness of using urine testing to identify drug users and intensive monitoring of drug users released on bond pending trial as a means of increasing public safety during pretrial release is being tested through the Detection and Monitoring of Drug-Using Arrestees Program.

National Institute of Justice research indicates that over half of those arrested in two major cities over a two-year period had used drugs just prior to arrest. This same research supports earlier findings that drug-using arrestees released before trial are twice as likely to be rearrested before trial than are non-users.

Credible and timely information by which to identify and monitor drug users is now available through the use of urine testing technology. A program in Washington, D.C., which uses this technology to identify drug users and subject them to intensive monitoring has experienced a pretrial rearrest rate no higher than that for non-users.

Demonstration sites will be established in ten cities with Justice Assistance Discretionary funding to determine the extent to which the success experienced in the Washington, D.C., project can be transferred to other jurisdictions and, if so, under what conditions.

The goals of this program are to identify and document the resources required by local communities to improve the quality of information about drug usage available to bail-setting magistrates and to implement services necessary for monitoring the pretrial activity of those arrestees identified as drug users. Enhancing the court's ability to make informed pretrial release decisions can reduce jail crowding while increasing public safety.

The Child Abuse Prosecution Program is testing improved methods of prosecuting child sexual and physical abuse cases which protect the child from further abuse, reduce the trauma to the child victims caused by the criminal justice system, streamline the investigative process and improve cooperation and coordination among criminal justice, mental health and child protective services agencies.

Both the President's Task Force on Victims of Crime and the Attorney General's Task Force on Family Violence recognized that children who are victims of physical and sexual abuse are different from adult victims and are often revictimized by the insensitivity of a criminal justice system designed for adults. Children are traumatized by having to repeat their story of victimization again and again to social workers, police, prosecutors, probation officers, defense attorneys and judges.

Seven jurisdictions have implemented Child Abuse Prosecution Programs. Emphasis of the programs is on the development or expansion of prosecutor units that specialize in child physical and sexual abuse cases and that adopt policies and procedures for child victims. The programs include:

- Using legislative reforms that have been passed by state legislatures
- Presenting hearsay evidence at preliminary hearings
- Interviewing children in a non-threatening environment
- Prosecutors using anatomically correct dolls and drawings to describe abuse
- Use of special child advocates to explain court processes to the child and to stay with the child during the entire judicial process.

The importance of crime prevention as a major police activity of equal professional stature to patrol and investigation activities is being demonstrated in three cities.

The Law Enforcement Crime Prevention Program is aimed at integrating crime prevention activities into routine daily operations throughout the department by a combination of command initiatives and restructuring incentives for line officers, changing manpower allocations and special training.

For example, the systems approach to crime prevention in Knoxville, Tennessee, has incorporated law enforce-

ment services, land use, traffic flow management, social services, general governmental services and education into a coordinated approach to crime prevention. The following table shows the types of activities or issues being addressed in each area.

Police	Neighborhood watch, directed patrol, offender targeting, narcotics enforcement, walking beats, storefront substations.
Land Use	Urban land use, restrictive zoning, type of dwellings, retail development.
Traffic Flow	One way streets, change in vehicular traffic patterns with stop signs, traffic signals.
Social Services	Child abuse and domestic violence case follow-up.
General Government	Neighborhood rehabilitation, lighting, codes enforcement, ACTION funding, street cleaning, recreation and parks, property taxes, demolition, business insurance.
Schools	Identification of crime-related incidents, educational treatment programs for alcohol and drug abuse, vandalism program, community education of services, truancy.

Intensive Probation Supervision programs which emphasize highly-structured, non-custodial supervision as an alternative to or in conjunction with incarceration, while providing penalties that are both punitive and rehabilitative, are being implemented in five jurisdictions.

Prison crowding and court orders to reduce prison populations have forced many states to explore Intensive Probation Supervision programs as a means of restraining growth of prison populations, reducing costs associated with incarceration, securing the safety of the public and satisfying the public's demand for the punishment of the criminal.

States such as Georgia, New Jersey and Wisconsin, established pilot Intensive Supervision programs for high-risk felony offenders as alternatives to incarceration. Probationers in Georgia donate thousands of hours of community service in a program that is both safe and cost effective. Preliminary estimates in Georgia indicate a savings of \$6,775 for each case diverted from prison. The effectiveness of the Intensive Probation Supervision demonstration program will be thoroughly evaluated and will provide guidance to the states regarding implementation of a successful program.

The Intensive Probation Supervision in Contra Costa County, California, is focusing on probationers convicted of drug dealing, drug using and non-violent drug-connected offenses.

Through this Intensive Probation Supervision program, the Contra Costa County Probation Department has been able to participate in "Operation Clean Streets," a cooperative effort to deal with the problems of drugs and drug trafficking in the area.

An Intensive Supervision program for high-risk adult probationers in Ventura County, California, combines intensive supervision with employment services, educational programs, skills building, counseling referrals, a victim-oriented educational program, restitution and community service work.

The effectiveness of electronic surveillance as a component of an intensive supervision program is being tested by a program in Los Angeles, and a program in Milwaukee, Wisconsin, will emphasize restitution, employment and treatment.

Two adjunct grants have been awarded to provide assistance to these five projects. The first, awarded to Rutgers University, provides training and technical assistance to the demonstration sites on 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 second grant was awarded to the Rand Corporation to evaluate the projects and prepare a research report which will describe the programs, the services they delivered, the clients they treated, recidivism rates of the participants and the level of acceptance of the program by local decision makers.

Training and Technical Assistance Program

Training and technical assistance are provided to Block Grant recipients to assist with program development, implementation strategies and transfer of information on new programs and techniques. Assistance is being provided in all purpose areas eligible for funding under the Block Grant program, to include crime prevention, victim assistance, court delay reduction, information systems and prison crowding.

Approximately half of the agencies making use of these resources are receiving Block Grant funding. The balance of the agencies are implementing or operating programs with state or local funds. Demonstration programs are also provided assistance to ensure the successful implementation of the model program.

Training and technical assistance improve the quality of the programs and increase the impact on the criminal justice system, while reducing program development and start-up time.

The Training and Technical Assistance Program, in conjunction with the program briefs developed by the

Bureau, assists the states with the immediate implementation of successful programs.

Several hundred state and local law enforcement agencies are receiving training and technical assistance related to implementation of "STING" programs, Integrated Criminal Apprehension Programs, strategies to combat arson-for-profit, and programs to combat white collar and organized crime.

Practitioners from successful state and local projects and prominent national experts will be utilized to deliver assistance to state and local law enforcement agencies under a cooperative agreement between the Bureau and the Police Foundation. The technical assistance will be delivered through the use of telephone counseling, publications, videotapes and site visits to over 100 agencies. In addition, 200-300 agencies will participate in technology transfer workshops.

Increased effectiveness of grant-funded adjudication programs and of implementation of improvements in court and jail management and career criminal prosecution, using state and local funds, is the result of the Adjudication Training and Technical Assistance Programs.

Over 400 individuals, representing 110 separate state, county and local jurisdictions, received formal training to implement the Court Delay, Jail Crowding and Career Criminal Prosecution Programs. Of these jurisdictions reached, 35 were implementing programs using Block Grant funds under the Justice Assistance Program. The remaining 75 jurisdictions will use over \$3 million of state and local revenues to initiate programs. An additional \$1 million in non-Block Grant programs will be initiated by the end of 1987.

Approximately 40 separate jurisdictions received technical assistance to improve implementation of Court Delay, Jail Crowding and Career Criminal Prosecution Programs. An additional 22 jurisdictions will be implementing programs based on this assistance, representing over \$1.1 million in state and locally funded efforts.

The effectiveness and efficiency of criminal justice operations are being improved through management information systems technical assistance and training.

During FY1986, 13 agencies ranging in size from very small police departments to a state department of justice, received on-site technical assistance on the development and enhancement of automated information management systems by SEARCH Group, Inc., under the Technical Assistance, Training and Systems Development Project. This represents approximately 1,800 agency personnel who are affected by the results of improved systems.

These on-site technical assistance visits frequently impact many agencies. For example, assistance provided in Tennessee involved three county agencies, but may impact 94 counties since the review was to establish the transferability of the system to the other 94 counties in the state.

The Automated Prosecutor Management Support System was ready for testing in early 1987, is being tested in several sites and is expected to be ready for release in June 1987. The system includes modules for tracking case information, plaintiffs, defendants, charges, events, actions, aliases, related persons and attorneys.

Approximately 840 criminal justice personnel are being trained on the implementation and administration of a Prosecutor Management Support System. This training has generated interest from many prosecutors in implementing the system, including several statewide applications.

Criminals are being deprived of the fruits of their illegal activity as law enforcement and prosecutors improve their skills in applying forfeiture laws through asset seizure and forfeiture training and technical assistance.

Approximately 300 law enforcement and prosecutorial managers and executives are participating in training workshops on asset forfeiture being conducted by the Bureau of Justice Assistance and the Police Executive Research Forum through a cooperative agreement. The four major components of the project include:

1. Four statewide training programs on asset forfeiture for police and prosecutors
2. Development of a resource manual of technical information to be used both as a reference document and in the training programs
3. Technical assistance to jurisdictions that participated in the training program
4. Publishing of an Asset Forfeiture Bulletin with distribution to approximately 2,500 law enforcement and prosecutorial officials throughout the country.

The Bureau expects to expand this program significantly in response to overwhelming demand for these services from state and local officials.

Over 150 prosecutors nationwide are receiving training in the use of a creative new strategy for prosecuting complex arson-for-profit cases.

Arson is a difficult crime to investigate and prosecute. Those cases that are heavily circumstantial are very hard to win without specialized legal and technical expertise. An effective approach to complex arson-for-profit cases requires the early and continued involvement of the prosecutor. A strategy for prosecuting complex arson-for-profit cases, based on research sponsored by the National Institute of Justice and developed by the Bureau of Alcohol, Tobacco and Firearms, will be presented to

local prosecutors under an interagency agreement with the Bureau of Justice Assistance.

Over 150 prosecutors will be trained in the technical aspects of arson investigation including: fire scene examination, working with firefighters, legal issues regarding fire scene search, cause and origin determination, building the criminal case, arson prosecution structure, prosecutorial case screening, preparation of witnesses, trial tactics, and physical evidence from the fire.

The Targeting Law Enforcement Resources on Repeat Offenders Program helps law enforcement to concentrate its limited resources on active offenders, those who account for fewer than 10 percent of the criminal population but are responsible for more than half of the serious crime committed in this country.

Increasing the identification, conviction and incarceration of these frequent, persistent criminals can have a significant impact on the crime problem. However, most experienced offenders—those who have committed hundreds of crimes over many years—have perfected their techniques. Research has confirmed that repeat offenders run a lower risk of arrest than others. Thus, law enforcement programs are particularly important to the success of any repeat offenders effort.

Model policies and programs for local police departments interested in stopping repeat offenders are being developed by the Police Executive Research Forum under a cooperative agreement with the Bureau. The model policies will be demonstrated and carefully evaluated in three urban police departments.

The development of computer software, which would expand the implementation potential for an effective repeat offender program to every agency with access to a personal computer, is also being explored.

Approximately 240 state and local law enforcement officials and prosecutors will participate in a series of conferences designed to demonstrate methods of working together to stop repeat offenders. A program guide, based on the lessons learned in this project, which will provide step-by-step guidance on the implementation of a successful repeat offenders program, will be made available to the entire law enforcement community.

National/Multi-State Program

The National/Multi-State Program addresses national priorities and initiatives that enhance state and local efforts under the Block Grant program. This category provides funding for programs that fall within the 18 purposes authorized by the Justice Assistance Act, but are more effectively implemented on a national or multi-state level.

The quality of law enforcement services throughout the country is being improved as law enforcement agencies implement the standards required for accreditation developed by the Commission on Accreditation for Law Enforcement Agencies.

More than 500 law enforcement agencies have applied for accreditation. Of the total, 217 have progressed into the self-assessment phase or beyond, and 29 agencies have been accredited by the Commission on Accreditation for Law Enforcement Agencies.

The accreditation process requires a law enforcement department to comply with most of the 944 standards developed by the Commission. Departments must develop written policies and procedures on operations, from spelling out the limits of discretion to promotion policies.

The purpose of this voluntary program, whereby state and local agencies demonstrate that they meet professional criteria, is to improve the quality of law enforcement services and to reduce litigation against police departments. One indication that this goal is being met is the fact that some insurance carriers are offering reduced premiums for agencies that have achieved accreditation.

The National Crime Prevention Campaign reached new levels of content and visibility in 1986.

Ten thousand teens got involved in crime prevention programs in 62 high schools. New McGruff TV public service announcements equal to \$75 million of free advertisements were viewed by 200 million citizens. McGruff teamed up with "Webster" (TV prime time program with 11 million viewers) and new drug prevention spots with NASCAR drivers were introduced. New publications include "Teens, Crime and the Community," "Crime Prevention Status and Trends," "Preventing Crime in Urban Communities," "Crime Prevention Evaluation Handbook," "Corporate Crime Prevention Kit," "Keeping Kids Safe," "Watch Out Help Out" and the Child Safety McGruff Calendars.

The concept of McGruff reaching out to get citizens involved is working.

A new school puppet program is now being used in 60,000 schools across the country. A National "Race Against Crime," hosted by the Bureau of Justice Assistance and NASCAR and copied by smaller NASCAR tracks across the country, involved 175,000 citizens. A national essay contest involving 79 cities in 26 states brought visibility to teen involvement in crime prevention.

Technical assistance was provided to over 10,000 citizens through the National Crime Prevention Computer Center, Resource Library and "How to" materials telling citizens how not to be victims and how to get involved in protecting their family and community. Technical assistance was also provided to 300 crime prevention programs in all 50 states.

McGruff has entered the "war on drugs" and will direct his anti-drug messages at children in grades kindergarten through sixth.

A program in which teachers or local law enforcement officers use McGruff puppets to teach elementary school children about crime prevention and safety will be expanded to include information about substance abuse. A child safety education curriculum has been rewritten to include more information about substance abuse prevention. A series of public service announcements featuring McGruff and warning young children about the dangers of drug abuse is being developed for release in early 1987. The television spots will be designed for use during after-school programming, family viewing hours and weekend children's shows. Print ads for children's and family publications are also being developed.

The National Crime Prevention Council, which administers the campaign, is the secretariat for the 101-member National Crime Prevention Coalition which includes 17 state associations, 22 statewide crime prevention programs and national groups which include the AFL-CIO, Boys Clubs of America, the Armed Forces, the American Association of Retired Persons and the National Sheriffs' Association.

Law enforcement agencies were assisted in solving approximately 119,500 crimes, and in recovering \$693 million of stolen property and narcotics by leads provided by citizens under Crime Stoppers programs from 1980 through mid-1986.

The evidence obtained through citizens' tips was sufficient to convict 97% of those individuals tried. The Crime Stoppers International program, with its international office in New Mexico, provides support to the 600 ongoing Crime Stoppers programs and assistance in the development of new ones.

Crime Stoppers programs are "silent witness" programs, whereby citizens who report crimes anonymously to police are assigned a code number and can collect a reward paid with local contributions if the information leads to an arrest or the recovery of stolen property. The number of programs in operation is expected to increase by 10 percent per year from 1985 through 1987.

Intensive training on the development, implementation and management of policies on the use of deadly force and police relationships with the community relative to the use of force is being provided to police executives from approximately 1,250 jurisdictions across the country.

Police executives from across the country are being provided with an understanding of the need for sound written directives governing the use of deadly force by police officers through training developed and conducted

under a cooperative agreement between the Bureau of Justice Assistance and the International Association of Chiefs of Police.

Program participants are provided assistance in evaluating their existing policies and regulations and redesigning them to meet the requirements as outlined in last year's U.S. Supreme Court decision in *Tennessee v. Garner*. The impact of the program will be assessed by measuring the degree of change in policies, regulations and rules related to the use of deadly force.

Victim Assistance Programs are being implemented in cooperation with the Office for Victims of Crime.

The Bureau has worked cooperatively with the Office for Victims of Crime to implement a number of Victim Assistance Programs that increase the awareness of victims rights in the criminal justice process and improve the treatment of victims by the system.

Direct Assistance Programs

The Bureau of Justice Assistance administers several programs that provide direct assistance to law enforcement and corrections agencies. These include the Public Safety Officers' Benefits, Emergency Federal Law Enforcement Assistance, Regional Information Sharing Systems, Mariel-Cuban Reimbursement, Surplus Federal Property and the Prison Industry Certification Programs.

Approximately \$9 million was paid to the survivors of 180 public safety officers by the Public Safety Officers' Benefits Program, in FY1986.

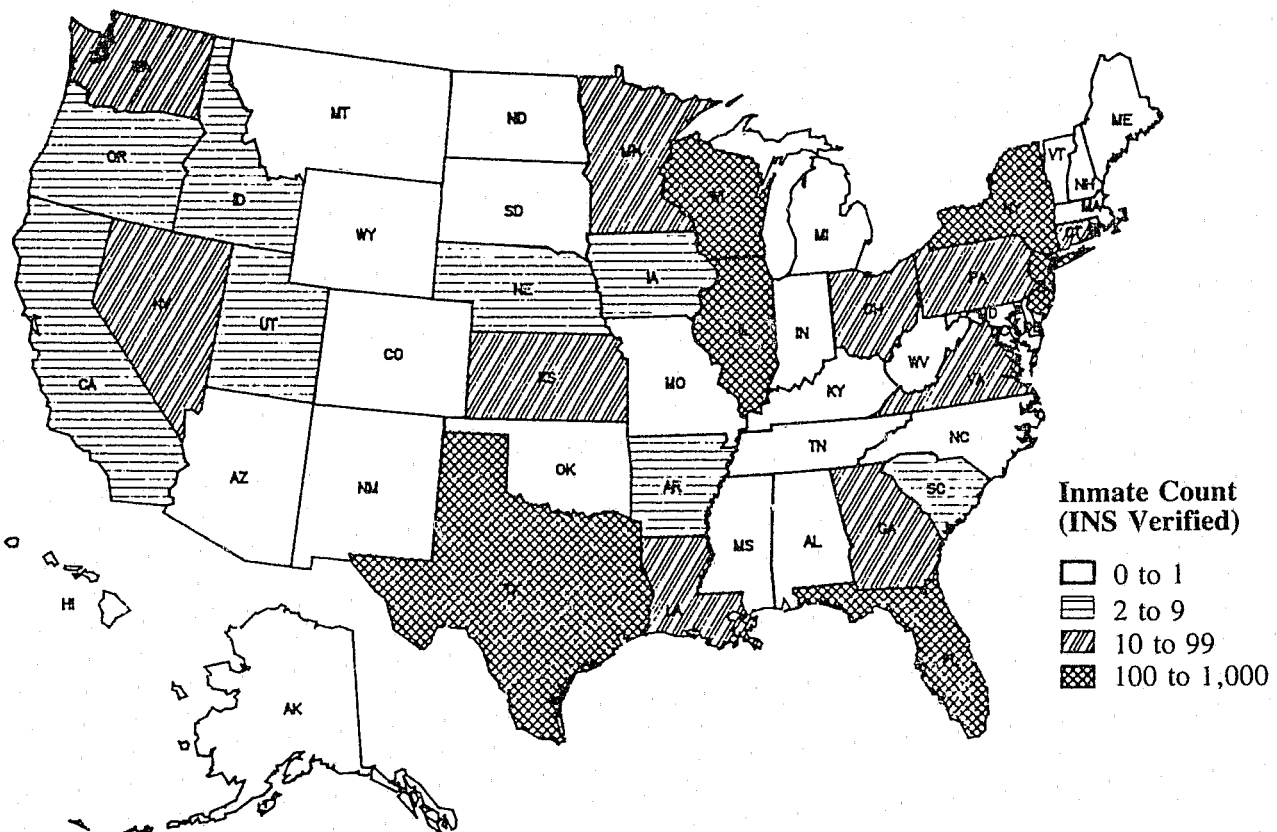
The Public Safety Officers' Benefits (PSOB) Program, authorized by Public Law 94-430 as amended, provides a \$50,000 lump sum, tax-free benefit to the eligible survivors of all federal, state and local public safety officers killed in the line of duty. Public safety officers eligible for coverage under the program include law

enforcement officers, firefighters, prison guards, probation and parole personnel, judicial officials, volunteer firefighters and reserve police officers. Since the start of the program on September 29, 1976, 2,958 line-of-duty deaths have been reported and 2,134 have been approved with awards totaling \$106.7 million.

Emergency Federal Law Enforcement Assistance was provided to West Virginia following a major flood.

Natural disasters and crime epidemics strike states and localities arbitrarily and without warning, often exceeding the capacity of law enforcement resources to protect life and property and to enforce the law. Sections 609(m) and (n) of the Justice Assistance Act form the statutory basis for the Emergency Federal Law Enforcement Assistance Program.

Twenty-four states received a total of \$4.5 million in FY1986 as reimbursement for incarcerating Mariel-Cubans in state facilities.



The West Virginia Department of Public Safety was awarded a grant in FY1986 to assist with flood-related law enforcement expenditures associated with the operation of a state flood coordinating office.

The Regional Information Sharing System aids state and local agencies in addressing major, multi-jurisdictional crimes.

Six Regional Information Sharing System (RISS) projects, covering all 50 states, received funding in FY1986 to enhance the ability of state and local criminal justice agencies to identify, target, investigate and prosecute multi-jurisdictional organized crime, drug trafficking and white collar crime. A seventh project—LEVITICUS—is an operations oriented, shared management and resources effort targeted against coal, oil and gas fraud in the Appalachian region.

The RISS projects provide training and technical assistance, have a centralized intelligence data base, an analytical capability, specialized investigative equipment and a confidential fund reserve for use by over 2,100 member agencies nationwide.

States were awarded \$208.43 per inmate month for each of the 2,363 inmates verified as meeting the criteria for reimbursement in FY1986.

States are reimbursed for inmates convicted of a felony committed after having been paroled into the United States by the Attorney General during the 1980 influx of Cubans leaving the Port of Mariel. The Department of Justice Appropriations Act authorized the reimbursement of states for the cost of their expenses up to a maximum of \$1,000 per month per prisoner. Awards were made on August 1, 1986, within 90 days of appropriation, as required by law.

Robbery and drug violations are the most common charges for which Mariel-Cubans were convicted.

<u>Charge</u>	<u>Current Conviction</u>
Robbery	22%
Drug Violations	21
Murder	17
Burglary	12
Sexual Assault	10
Assault	8
Weapons	5
Other	13

Note: Table does not add to 100% because some offenders were convicted of multiple charges.

Federal surplus real property has been transferred to five sites under the Surplus Federal Property Program and an additional four properties have been recommended for transfer by the Assistant Attorney General.

The Administrator of the General Services Administration, based on a recommendation from the Attorney

General, is authorized to transfer or convey to states, the District of Columbia and the Commonwealth and Territorial Islands, as well as any political subdivisions, surplus real or related personal property to assist state and local correctional agencies in coping with crowded prison and jail facilities. Approximately 270 pieces of federal property have been identified as excess or surplus property available for transfer.

The Criminal Justice Facility Construction Pilot Program has not been implemented because funds have not been appropriated.

Part F of the Justice Assistance Act of 1984 authorizes the Director of the Bureau of Justice Assistance to make grants to states, units of local government and combinations of such units, to assist in construction of correctional facility projects and in planning to relieve crowding and substandard conditions in correctional facilities.

The Director of the Bureau of Justice Assistance is also authorized to provide for the operation of a clearinghouse on the construction and modernization of correctional facilities. Funds have not been appropriated to implement this Part. The clearinghouse is being operated by the National Institute of Corrections under contract with the National Criminal Justice Reference Service.

Inmates employed in the Private Sector/Prison Industry Enhancement programs have earned almost \$5 million in wages and have paid over \$2.3 million in taxes, room and board and family support.

Eight states have been certified to participate in the Private Sector/Prison Industry Enhancement Certification Program and several other states have expressed an interest. Inmates employed in the programs between 1981 and September 30, 1986, have earned \$4,991,394 in wages and have paid \$582,000 in room and board to the states, \$524,643 in federal and state taxes and \$1,232,109 in family support.

The purpose of this program is to provide limited deregulation of federal prohibitions affecting the movement of state prisoner-made goods in interstate commerce and their purchase by federal government agencies. States and counties who determine a need for access to this wide market for their prisoner-made products must agree: to pay inmate workers the prevailing wage; to provide compensation for work-related injury or death; to deduct from inmate wages money for victim compensation; to consult with organized labor; to consult with representatives of local businesses that may be affected; to provide for substantial involvement of the private sector; and to provide for the voluntary employment of inmate workers. Up to 20 prison industry projects may be certified under Section 819 of the Justice Assistance Act.

State and Local Assistance for Narcotics Control Program

The Anti-Drug Abuse Act of 1986 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 Assistance for Narcotics Control Program.

The Bureau of Justice Assistance is authorized to make grants to states, for use by 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 and for programs that improve the apprehension, prosecution, adjudication, detention and rehabilitation of drug offenders. Eradication programs, treatment programs and programs that target major drug offenders are also eligible for funding.

This program, which addresses a problem of great concern to the states, is being implemented quickly and responsibly by the Bureau of Justice Assistance and the states. The statewide drug strategy, which each state is legislatively mandated to develop as part of their application for funds, will serve as the framework for state and local drug control efforts.

Coordination of federal, state and local activities and enforcement, treatment and prevention efforts will be accomplished through the strategy development and implementation process. A recommended format to assist the states in defining the nature and extent of the drug problem in their state and identifying the most effective response to the problem is incorporated into the program guidance documents provided to the states by the Bureau. The following is a schedule of major events associated with implementation of the State and Local Assistance for Narcotics Control Program.

<u>Date</u>	<u>Event</u>
October 27, 1986	Anti-Drug Abuse Act of 1986 signed by President Reagan.
November 7, 1986	Letters sent to Governors notifying them of the Narcotics Control Program and requesting that they designate a state agency to administer the program.
November 10, 1986	Sent letter to state and local criminal justice and governmental agencies requesting input and recommendations on the Discretionary Grant Program. (Over 1,500 letters sent.)
November 15, 1986	Law Enforcement Coordinating Committees (LECC) associated with the U.S. attorneys' offices were provided with an Informa-
December 4, 1986	Developed and sent Application Kit for states to use in applying for administrative funds. (Simplified application making funds available for development of statewide drug strategy.)
December 5, 1986	Department of Justice held meeting with the Bureau of Justice Assistance, Health and Human Services, Department of Education, Department of Labor and the Bureau of Indian Affairs to coordinate implementation of the Anti-Drug Abuse Act.
December 15, 1986	Drug Enforcement Administration assigned a special agent to the Bureau of Justice Assistance to assist with implementation of the program and to coordinate activities between DEA and BJA.
December 22, 1986	Distributed draft Policy and Administrative Guidance and companion Question and Answer documents.
December 1986	States began working on statewide drug strategies.
January 6, 1987	First seven awards of administrative funds were made.
January 14, 1987	BJA Drug Advisory Board holds first meeting to review recommendations regarding priorities for Discretionary Program.
January 1987	Working groups of drug control experts meet to develop priorities for Discretionary Grant Program.
February 27, 1987	Proposed priorities for Discretionary Grant Program were presented.
February 27, 1987	All states have designated a state agency to administer the program. (Delay in many states due to change in Governors.)

March 1987	Regional Program Briefings designed to assist the states with drug strategy and program development were held in Washington, Chicago and San Francisco.
March 19, 1987	Discretionary Grant priorities and request for proposals announced in <i>Federal Register</i> .
April 1987	States began to submit applications for Block Grant funds.
May 1987	Most applications for Discretionary Grant funds are due.
June 1987	Awarded first awards of Formula Grant funds to the states.
June 1987	Awarded first Discretionary Grants.
July 1987	Expect states to begin making awards to the state and local units of government. (States will be able to make awards immediately because of work done in preparing the strategy.)

The change in Governors in many states has slowed the implementation of the Narcotics Control Formula Grant Program.

An informal telephone survey conducted by the Bureau of Justice Assistance showed that all state applications are expected to be submitted by August 1987. The survey also showed that, in general, the states in which new Governors were elected in 1986 will require more time to prepare their applications.

New Governors in most states did not take office until December or January, delaying the designation and/or staffing of the state agency to administer the program. The following table shows the projected schedule of submission of applications by the states.

	<u>No Change</u>	<u>New Gov</u>	<u>Total</u>
April	4		4
May	10	1	11
June	7	5	12
July	5	7	12
August	7	11	18

The table on the following page shows the allocation of Formula Grant funds by state. The table also shows the proportion of the state allocation that must be awarded to local units of government.

The Bureau of Justice Assistance is providing extensive technical assistance to the states in the areas of drug strategy and program development and implementation.

The Bureau of Justice Assistance is committed to administering the State and Local Assistance for Narcotics Control Program in a manner that promotes the rapid implementation of the program, with a maximum impact on the drug problem in this country and with a minimum amount of red tape. The Bureau is providing assistance to the states to facilitate these objectives.

The Program and Administrative Guidance document outlines a recommended process for the development of the statewide drug strategy. Recommended data collection forms provide assistance to the states in defining the drug problem and in evaluating the impact of the strategy on the drug problem.

A companion Question and Answer document was developed to address the types of questions about the administration of the program that have been asked by the states and that the states have received from potential applicants.

Program briefs are being developed for drug control programs that have been shown to be effective. The program briefs describe the program, provide a history on the success of the program, identify the elements critical to the success of the program and address implementation issues. The program briefs assist state and local agencies implementing effective programs without having to research what has been done in other jurisdictions.

The Bureau conducted three regional program briefings in March 1987 to assist the states with strategy and program development. Panels of national, state and local experts and practitioners in drug control provided the states with information on what is currently known about drug offenders and drug crime and described effective apprehension, prosecution, adjudication, corrections and treatment programs that should be considered.

A panel of representatives from several states also provided guidance on the development of effective drug control strategies. Reference materials and papers, many of which were prepared by the speakers, were provided to the participants. Participants included representatives from the state offices responsible for administration of the program, U.S. attorneys' offices and corrections, drug treatment and law enforcement agencies.

**State and Local Assistance for Narcotics Control Program:
State-by-State Allocation of Funds**

State	FY1987 Allocation	Percentage to be passed through to local jurisdictions
Alabama	2,996,000	48.72%
Alaska	823,000	14.54
Arizona	2,478,000	64.04
Arkansas	1,964,000	53.47
California	16,866,000	66.87
Colorado	2,506,000	64.83
Connecticut	2,470,000	45.13
Delaware	886,000	25.66
District of Columbia	889,000	100.00
Florida	7,555,000	62.85
Georgia	4,210,000	56.92
Hawaii	1,154,000	48.50
Idaho	1,124,000	61.59
Illinois	7,660,000	65.32
Indiana	3,913,000	58.48
Iowa	2,290,000	54.77
Kansas	2,021,000	54.73
Kentucky	2,813,000	31.84
Louisiana	3,282,000	53.52
Maine	1,222,000	45.77
Maryland	3,226,000	41.24
Massachusetts	4,114,000	43.37
Michigan	6,141,000	60.67
Minnesota	3,103,000	67.32
Mississippi	2,122,000	50.92
Missouri	3,622,000	64.00
Montana	1,013,000	55.39
Nebraska	1,497,000	58.75
Nevada	1,081,000	72.43
New Hampshire	1,119,000	51.05
New Jersey	5,194,000	60.74
New Mexico	1,400,000	41.33
New York	11,539,000	61.73
North Carolina	4,383,000	42.50
North Dakota	925,000	64.81
Ohio	7,169,000	70.25
Oklahoma	2,549,000	46.88
Oregon	2,168,000	50.86
Pennsylvania	7,858,000	69.41
Rhode Island	1,101,000	44.95
South Carolina	2,578,000	41.91
South Dakota	939,000	50.62
Tennessee	3,456,000	59.39
Texas	10,662,000	67.87
Utah	1,521,000	50.05
Vermont	832,000	23.14
Virginia	4,042,000	31.96
Washington	3,237,000	56.37
West Virginia	1,702,000	49.21
Wisconsin	3,464,000	64.90
Wyoming	816,000	57.68
Puerto Rico	2,530,000	
Virgin Islands	567,000	
American Samoa	522,000	
Guam	574,000	
Northern Mariana Islands	512,000	
Total	178,400,000	

The above percentages are based on the Bureau of Justice Statistics criminal justice expenditure and employment survey for the year 1985.

As applications are submitted by the states, the Bureau will prepare a synopsis of the strategy and will provide it to the states that are still in the strategy development process. Several states, especially those with very small staffs, have indicated that this information would be very helpful to them.

The Bureau of Justice Assistance is committed to assisting the state administrative offices and the criminal justice community in implementing successful programs and solicits input from these agencies regarding the types of assistance that will be most beneficial.

The Bureau of Justice Assistance actively solicits input and recommendations from the state offices and the criminal justice community regarding its programs and technical assistance plan. This has been accomplished through direct mailings seeking input, contact with the state administrative offices and discussions with criminal justice and governmental associations.

State and Local Assistance for Narcotics Control Discretionary Grant Program

Priorities for the State and Local Assistance for Narcotics Control Discretionary Grant Program are based on recommendations from criminal justice practitioners at the federal, state and local levels.

The Bureau of Justice Assistance solicited recommendations from several thousand federal, state and local law enforcement, prosecution, judicial, corrections and treatment practitioners to assist with the development of priorities for the Discretionary Grant Program. Working groups of practitioners and national experts reviewed the recommendations from the field to identify effective programs that are responsive to those recommendations and to recommend funding priorities.

The program priorities reflect a strategy designed to assist and enhance state and local drug control efforts.

The program priorities are designed to achieve the following goals:

- Define the drug problem and assess the impact and effectiveness of drug control efforts
- Extend and disseminate programs of proven effectiveness to areas of need
- Develop and test the effectiveness of new programs and practices
- Develop programs that focus on key areas of criminal justice dilemmas
- Provide training and technical assistance related to the implementation of effective programs and practices.

The Organized Crime Narcotics Trafficking Enforcement Program will assist state and local law enforcement agencies working jointly with federal personnel to remove specifically targeted major narcotics trafficking conspiracies and offenders.

Up to 20 jurisdictions will develop and implement centrally coordinated multi-jurisdictional activities to investigate complex multi-state crimes and prosecute their perpetrators. Emphasis will be on establishment of an interdisciplinary response to commonly shared major crimes related to drug trafficking throughout a regional area. A formal mechanism will be developed to allocate, focus and manage investigative and prosecutorial resources that target offenses and high-level offenders to achieve maximum criminal and civil remedies.

The goal of the Crack/Focused Substance Enforcement Program is to improve the capabilities of state and local law enforcement agencies to investigate and immobilize crack cocaine trafficking organizations.

Five sites have been selected to implement Crack Task Forces which will attack crack trafficking organizations at the highest possible level. The expected results of these programs include an increase in the rates of arrest, prosecution, conviction, drug removals and asset forfeitures related to crack traffickers and/or organizations.

Six sites have been selected to demonstrate effective police efforts to target street-level narcotics dealers and buyers under the Street Sales Program.

The demonstration sites will plan for and implement or strengthen existing large-city narcotics investigation and prosecution efforts aimed at street-level narcotics dealers and buyers. Early involvement of the prosecution and court functions will be emphasized to ensure that both citizen rights and system impact issues are addressed.

The Asset Seizure and Forfeiture Program will provide training and technical assistance to local law enforcement and prosecution personnel on the use of asset seizure and forfeiture as means of depriving illicit drug traffickers of economic support and incentive.

This training and technical assistance is designed to familiarize local law enforcement and prosecution personnel in 17 states with:

- The pertinent laws and protocols in their respective jurisdictions
- The conduct of financial investigations, and coordination between prosecutor and other agencies having jurisdiction in financial matters
- And to alleviate difficulties encountered before, during and after asset seizure.

Project participants will be taught how to convert illicit capital to law enforcement purposes and generate major financial benefits to the community through the skilled and vigorous application of forfeiture laws and rules.

The BJA/FBI Financial Investigations Training Program will provide for the development and institutionalization of a financial investigations training course for state and local investigators at the FBI Training Center in Quantico, Virginia.

The training program has three primary components:

- Comprehensive training in specific financial investigative techniques for state and local investigators
- A "train the trainers" component
- The development of a curriculum and the delivery of training in computer-based investigations.

A controlled substance abuse assessment mechanism that incorporates the views of line officers, department support groups and citizens will be created under the Problem Oriented Approach to Drug Enforcement Program.

The assessment created under this program will guide policy and resource allocations and will result in a coordinated response to the illicit drug problem by law enforcement officials, medical facilities and other community organizations. The program is designed to help police and their communities effectively combat illicit drug trafficking and use. Four sites will be selected to demonstrate the effectiveness of the program.

The Pharmaceutical Diversion Program is designed to strengthen the role of law enforcement, professional licensing boards and regulatory agencies in reducing diversion of legitimately produced controlled substances.

The Pharmaceutical Diversion Program will provide for the development of an overall strategy that includes:

- The establishment or enhancement of an existing system for collecting and analyzing data on the diversion of controlled substances
- Increased investigations of diversions
- Improved regulatory controls against diversion
- Prevention and detection of forged, altered or illegal prescriptions and the identification of practitioners who prescribe excessively
- Training for law enforcement, prosecutorial and regulatory personnel.

The states will be assisted in drug-problem definition and strategy development through the Justice Drug Data Clearinghouse, the Drug Use Forecasting Program and the State Strategies Evaluation Program.

The Justice Drug Data Clearinghouse administered by the Bureau of Justice Statistics will identify, collect and analyze drug crime information necessary for strategic and tactical planning. Specific information on the prevalence and type of drug use among arrestees will be available to federal, state and local agencies through the Drug Use Forecasting Program.

A model for the evaluation of the impact of statewide drug control efforts will be provided to the states through the State Strategies Evaluation Program. The program

will also assist the states in identifying existing data sources and in the use of data collection and analysis techniques.

The Statewide Drug Prosecution Program will enhance the ability of state and local criminal justice agencies to investigate and prosecute multi-jurisdictional narcotics trafficking crimes.

This program will result in enhanced prosecution capabilities in four states having statewide prosecution authority. The program is designed to develop successful cases against conspiracies and offenders which require time-consuming investigative and prosecutorial techniques and where coordination among agencies is essential. Emphasis will be placed on the enforcement of both civil and criminal state statutes that are similar to the federal Racketeer Influenced Corrupt Organization (RICO) and Continuing Criminal Enterprise (CCE) statutes.

Drug offenders who contribute significantly to the crime problem will be incapacitated using innovative community prosecutorial strategies under the Innovative Community Drug Offender Prosecution Program.

Focused, well-managed resources will be targeted on drug offenders including traffickers and users, thereby averting a significant number of drug-related crimes. Investigative and prosecutorial agencies at the local level will work together to identify, apprehend and prosecute drug offenders using innovative prosecutorial strategies, techniques and models.

The Training and Technical Assistance for Juvenile Court Judges will address problems confronting the courts in handling drug abusing juvenile offenders.

The training and technical assistance will be provided by the National Council of Juvenile and Family Court Judges and will address the need for intervention and treatment services.

The Comprehensive Drug Adjudication Program is designed to improve the effectiveness of the enforcement of drug laws through the swift identification and processing of drug users and traffickers.

The program's objectives will be met through implementation of two major components:

- Under the Drug Testing Technology Transfer Component jurisdictions will be selected to demonstrate the widest practical application of information generated by drug testing of arrestees
- Jurisdictions selected to demonstrate the Comprehensive Adjudication of Drug Offenders component will use a comprehensive model to expedite the processing of drug offenders from initial charging through sentencing. Urinalysis will be used to identify drug-dependent offenders, determine the initial disposition and monitor drug use by the offender while on pretrial release or in a community alternative.

The Differentiated Case Management Program will demonstrate the effectiveness of coordinated management systems to expedite the processing of drug cases.

The program strategy is to ensure that the handling of cases, which can be quickly or routinely expedited, is not affected by complex cases that can consume extraordinary time, attention and resources. Multiple tracks will be established in the court system of selected jurisdictions and resources allocated to promote the expeditious handling of simple or routine cases.

The Court Capacity Program will promote systematic and permanent improvements in court operations, especially in large jurisdiction trial courts, to facilitate the fair and efficient adjudication of drug offenders.

This project, administered by the National Center for State Courts, has two major components:

- The first component will continue and expand case processing analysis of selected large trial courts, and provide delivery of focused technical assistance to courts experiencing a high incidence of case backlog or processing delays
- The second component will focus on the development and promotion of performance standards for trial and state courts relating to case processing and other judicial administrative responsibilities.

Information about the effects of Treatment Alternatives to Street Crime (TASC) programs will be enhanced through the Baseline Management and Assessment Data and the Criminal History/TASC Linkage Projects.

The Baseline Management and Assessment Data Project will provide state and local criminal justice agencies with specific information on case management resources for the monitoring and referral of drug-using offenders.

Model procedures for accessing criminal history records will be developed under the Criminal History/TASC Linkage Project. The project will provide specific information on the criminal activity of drug-dependent offenders after they have completed drug treatment.

Options available to the criminal justice system for dealing with the drug-using offender will be documented and demonstrated under the Drug Testing Technology/Focused Offender Disposition Program.

The program will examine the relationship between treatment and monitoring. It will focus on as many as four jurisdictions with histories of drug testing and cooperation between the criminal justice and treatment systems.

The Probation and Parole Narcotics Interdiction Training Program is designed to strengthen the ability of probation and parole officers in detecting and treating drug abuse.

The goal of the program is to reduce the incidence of drug abuse and subsequent arrests or probation/parole revocations. The training will provide probation and parole line officers with the knowledge and skills to detect drug use and assess severity, and with techniques of surveillance, testing and intervention.

The effectiveness of intensive supervision programs for drug offenders will be tested through the Intensive Supervision for Drug Offenders Demonstration Program.

Four intensive supervision units for drug offenders who are under probation or parole supervision will be initiated. The objective of this program is to reduce both drug dependence and criminal activities among serious offenders who normally show a high rate of recidivism. Surveillance, urinalysis and treatment standards will be combined with the traditional intensive supervision program elements such as frequent face-to-face contacts.

Drug-related program development assistance and training are available to state and local criminal justice agencies.

The Bureau of Justice Assistance is making training and technical assistance available to the criminal justice community through cooperative agreements with national criminal justice organizations. Assistance in program development and state-of-the-art practices is being provided in the areas of enforcement, prosecution, adjudication, treatment and corrections.

The Comprehensive State Department of Corrections Treatment Strategy for Drug Abuse Program will assist corrections departments to expand and upgrade their drug treatment and rehabilitation programs.

State departments of corrections will be encouraged to develop and update a statewide corrections strategy for treating and rehabilitating drug offenders using the latest research and the best of current state models.

Effective drug treatment and rehabilitation components will be incorporated into a model prison industry setting under the Model State Prison Industry and Drug Rehabilitation Project.

The project will demonstrate that drug treatment and rehabilitation can take place in a modern prison industry setting, benefiting the inmate, the department of corrections and the public. It will test the theory that drug education and treatment activities and purposeful work have a synergistic effect on the inmate and offer a greater chance of changed behavior than non-work programs.

The Drug Treatment for Individual State Corrections Institutions Demonstration Program is designed to test a variety of drug treatment and rehabilitation models in state institutions, including prison, institutional mental health and drug treatment facilities.

Six states will be selected to develop a pilot drug treatment and rehabilitation project at one facility. This program is designed for states that are not ready to implement a comprehensive statewide strategy, but are ready to implement an innovative pilot project in a single facility.

Local jails and community corrections agencies will be assisted through the Drug Treatment in the Jail Setting Demonstration Program to improve screening and treatment for drug offenders.

The emphasis of this program will be on drug treatment in larger metropolitan jails, but training and clearing-house services will be provided to smaller jails. Two models will be developed and disseminated for possible replication.

Effective treatment programs for drug-dependent offenders will be identified and documented under the Model Treatment Programs Project.

State and local criminal justice agencies will be able to access information on effective drug treatment programs across the country. Treatment programs found to be effective will be documented in program briefs describing the program, the elements critical to its success and some interagency and administrative considerations.

The success of the Bureau's programs is dependent upon the criminal justice community's cooperation and participation in the design of the programs, development of strategies and identification of program priorities. The high level of interest and cooperation exhibited so far by federal, state and local criminal justice agencies is evidenced by major improvements to the functioning of the criminal justice system.