



S  
T  
A  
T  
E  
  
R  
E  
P  
O  
R  
T  
I  
N  
G  
  
A  
N  
D  
  
E  
V  
A  
L  
U  
A  
T  
I  
O  
N  
  
P  
R  
O  
G  
R  
A  
M

# 1993 State Annual Reports

## Executive Summaries

February 1994

147482

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.

147482



Publication Funded by  
**Bureau of Justice  
Assistance**

**TABLE OF CONTENTS**

ALABAMA ..... 1

ALASKA ..... 1

AMERICAN SAMOA ..... 3

ARIZONA ..... 5

ARKANSAS ..... 5

CALIFORNIA ..... 8

COLORADO ..... 10

CONNECTICUT ..... 13

DELAWARE ..... 14

DISTRICT OF COLUMBIA ..... 16

FLORIDA ..... 17

GEORGIA ..... 19

GUAM ..... 21

HAWAII ..... 22

IDAHO ..... 25

ILLINOIS ..... 27

INDIANA ..... 28

IOWA ..... 31

KANSAS ..... 33

KENTUCKY ..... 34

LOUISIANA ..... 35

MAINE ..... 37

MARYLAND ..... 39

MASSACHUSETTS ..... 41

MICHIGAN .....	43
MINNESOTA .....	45
MISSISSIPPI .....	48
MISSOURI .....	49
MONTANA .....	50
NEBRASKA .....	51
NEVADA .....	54
NEW HAMPSHIRE .....	55
NEW JERSEY .....	56
NEW MEXICO .....	58
NEW YORK .....	61
NORTH CAROLINA .....	63
NORTH DAKOTA .....	66
OHIO .....	67
OKLAHOMA .....	70
OREGON .....	71
PENNSYLVANIA .....	72
PUERTO RICO .....	75
RHODE ISLAND .....	78
SOUTH CAROLINA .....	80
SOUTH DAKOTA .....	80
TENNESSEE .....	86
TEXAS .....	87
UTAH .....	89
VERMONT .....	92
VIRGINIA .....	95

WASHINGTON .....	97
WEST VIRGINIA .....	98
WISCONSIN .....	101
WYOMING .....	104

## **ALABAMA**

Annual project data indicate that projects funded with Federal Formula Grant funds are having an impact on Alabama's drug problem. For example, the amount of marijuana being produced locally has decreased. Cocaine prices are rising, and crime lab analyses reveal that street level cocaine is decreasing in purity. These successes show that progress is being made, but program efforts must continue or impact will be minimized.

Several years ago the Governor's Anti-Drug Advisory Board chose as the number one funding priority multi-jurisdictional task forces. DARE (Drug Abuse Resistance Education) was selected as the second funding priority. Today, the Law Enforcement Planning Section funds seven of the 21 purpose areas as set forth by the Anti-Drug Abuse Act of 1988 (ADAA). The 28 funded multi-jurisdictional task forces have developed into effective operations that have significantly reduced drug availability in the State of Alabama. There are several reasons for the success of the task forces, but one reason deserves special mention. For the first time there has been a cooperative effort among Alabama law enforcement agencies. Multi-jurisdictional drug enforcement efforts cannot be effective without this cooperative effort.

What does the future hold for Alabama in the war against drugs? Several trends appear to be predictable. Marijuana will continue to be popular with the shift toward indoor hydroponic growth operations. In 1986, marijuana was listed as Alabama's top cash crop. That year Alabama ranked ninth among States in the number of marijuana plants eradicated. The State's annual marijuana crop exceeded the \$1 billion mark, almost triple the combined dollar value of peanuts, corn, cotton, soybeans and hay harvested by farmers. Today, because of BJA funding and efforts of the drug task force teams, marijuana is no longer Alabama's top cash crop. Unfortunately, "crack" cocaine will continue to be available and continues to be prevalent in inner-city communities. It is obvious by price alone that "crack" cocaine is more prevalent than ever. According to undercover agents, anyone who sells a dose today can deliver a kilo in a matter of weeks. LSD has shown a resurgence across the country, and Alabama is also experiencing this increase.

Recent high school surveys show that the percentage of high school students who experiment with drugs is decreasing. This indicates that it is important to keep DARE in the classrooms, because it is the best drug education program available in the State. Aggressive drug enforcement efforts in Alabama need to continue to combat the drug problem. Alabama will continue to strive to become a drug-free state whose citizens can live in safe communities.

## **ALASKA**

The program areas emphasized in the State of Alaska have been those which contribute to and support law enforcement's leading role in drug and violent crime control.

The program area which continues to demonstrate the most impact on illicit activities involving a controlled substance is the multi-jurisdictional task force. With the complexities of the State's population and the 34,960 mile coastline as its border, the multi-jurisdictional task force is the most efficient and effective method of deploying personnel and resources around the State to combat illegal drugs. The multi-jurisdictional task forces in Alaska include participation in two Drug Enforcement Administration (DEA) task forces, a regional State task force, and a prosecution task force.

With Federal funding, the communities of southeast Alaska assign one law enforcement officer to the DEA task force located in Seattle, Washington. The goal of local involvement in the task force is to interdict illegal drugs bound for southeast Alaska and the remainder of the State from the continental United States. Participation in the task force has resulted in the exchange of more information on illegal drug activity and improved

supportive relationships among local, State, and Federal law enforcement agencies in Washington State and Canada.

The regional multi-jurisdictional task force is headed by the State of Alaska Division of State Troopers Statewide Drug Enforcement Unit. With its headquarters in Anchorage, the unit maintains regional units in the primary transportation areas of the State: Anchorage, Fairbanks, Juneau, and Kenai/Soldotna. An investigator is also located in the communities of Bethel and Nome. In working with the local law enforcement officials, these regional units are able to provide resources in the form of personnel, equipment, funds, clerical support, and latent fingerprint expertise.

The regional multi-jurisdictional task force has had a significant impact on drug availability in the State. In part, the task force has achieved this by increasing the number of arrests of commercial marijuana cultivators. Additionally, reducing the activities of major drug dealers, street level dealers, and organized drug and alcohol networks resulted in the decrease of drug availability.

One example of an operation which brought about these results was in Unalaska, Alaska. Unalaska is a community located 850 miles from Anchorage on the Aleutian Chain in western Alaska. It is only accessible by boat or plane and has a year round population of a little over 3,000 people. The eight month operation resulted in 27 arrests with 77 charges for major cocaine dealing and mid-level and street level narcotics trafficking. Almost all of the defendants were non-citizens from Mexico. Following the operation, the price of cocaine doubled from \$100 to \$200 a gram in Unalaska as well as the surrounding communities. For the State Troopers alone the total cost of the operation was \$150,000 and the dedication of 780 staff hours.

Another task force which is having an impact is the special prosecution task force headed by the State's Department of Law. Its primary objective is to provide investigative support and prosecution for law enforcement's efforts throughout the State.

In addition to working closely with State and local law enforcement officials, members of the task force have met with community leaders to provide information, hear suggestions, and encourage community efforts to stop narcotics activities in their neighborhoods. One example of a method employed by a neighborhood was to contact the registered owners of vehicles observed to be frequenting known locations of illegal drug activity to advise them of the statutes providing for forfeiture of automobiles involved in narcotics trafficking. This tactic was particularly effective with military personnel and juveniles who were using their parent's cars.

The law enforcement enhancement program has brought improved communication among law enforcement agencies, effective coordination of resources, and increased knowledge in the community. As a result, there has been a reduction of illegal drug activities, a reduction in the availability of drugs, and an increase in the number of communities that are identifying and beginning to address actively their drug problems.

Because of the great distances and high cost of transportation in the State, the information which continues to empower the citizens of the State to combat illegal drug activities would not be available without Federal assistance. Also, as in the operation in Unalaska, State and local communities would not have the resources to have an impact on this level of drug activity.

The goal outlined in the State's drug control strategy was to reduce the activities of the major drug dealers, street level dealers, and organized drug and alcohol networks. In working toward the achievement of this goal, the multi-jurisdictional task force approach to drug control continues to be the most effective for the State of Alaska. Programs to enhance law enforcement in the smaller communities, reduce court delays, improve criminal history records, and increase access to intelligence information effectively support this approach.

## ***AMERICAN SAMOA***

The Administration of the Formula Grant Program in American Samoa was transferred from the Department of Public Safety to the Department of Legal Affairs (Office of the Attorney General) in June, 1993. All projects were re-awarded to subgrantees. New financial and program monitoring guidelines, a subgrantee manual, and application guidelines modeled after Hawaii and Colorado were developed.

### **DARE Program**

This program has been jointly funded by the Department of Education and the Department of Public Safety since 1989. The program provides curriculum at all secondary schools and two high schools in the Territory. The program has implemented a secondary curriculum in American Samoa and has become a certified DARE Training Center for the Pacific. The program has provided 4,590 hours of direct services, and conducted 31 community meetings.

A survey based on self-reports by high school seniors found a reduction in illegal drug use from 13% in 1987 to 4% in 1989, although alcohol and tobacco use increased. In addition, students have gained familiarity with officers outside of the DARE program.

### **Multi-jurisdictional Task Forces**

Two undercover officers were deployed to investigate the illegal purchases of illegal drugs in small quantities (user sales). There were no referrals of illegal drug cases for prosecution. Emphasis has been placed on white collar crimes involving government corruption. Five investigations have been completed; eight people were arrested, and eleven cases are now pending.

### **Career Criminal Prosecution**

Elements of a Career Criminal Prosecution Program were defined and institutionalized in departmental policies. A full-time prosecutor was deployed to the project. A system of vertical prosecution of all targeted offenders was employed. Twenty-three adults were identified and prosecuted as career criminals during the reporting period. Seventeen aliens and one inmate were deported for criminal violations. Seven illegal drug cases were prosecuted as career criminal cases. One hundred-thirteen cases of DUI were prosecuted.

The length of sentence for career criminals increased in a sample of cases by three months per offender in comparable judgements. In seven drug cases, significant quantities of marijuana and cocaine were seized, reducing their availability.

### **Treatment for Juvenile Offenders**

A full-time coordinator/project manager and a juvenile specialist were assigned to the Juvenile Treatment Facility project. A site was located in the Manu'a Islands for the project and proposed to the Legal Affairs Division. This program is still in the initial phase of implementation.

### **Criminal Justice Information Systems**

The Bureau of Domestic and International Criminal Intelligence (BODICI) reported fielding 409 inquiries, up from 209 in previous annual reporting periods, predominantly from South Pacific Islands Criminal Intelligent Network (SPICIN) members. An increase was demonstrated in usage by members and the ability to locate fugitives from justice. The Bureau provides a law enforcement network in the Pacific Region, which has been heretofore absent in this area. An impact has been noted on the perception of criminal conspiracies, on lax enforcement of laws, and on the ability to flee from justice in the South Pacific.

### **Criminal Records Information System**

There were significant delays involving project plan and system development which can not be solely attributed to subgrantee administration.

### Innovative Programs

The Pacific Training Initiative involved FBI training for four weeks (160 hours) to law enforcement personnel from twelve countries in the South Pacific in areas relevant to illegal drug and violent crime enforcement. This project was jointly funded by BJA/OJP, the FBI, and the United Nations. This program achieved cooperation among Federal, local, and international law enforcement in training and investigations in the South Pacific.

The Customs Drug Law Enforcement Enhancement Program allowed the implementation of the first canine drug detection capabilities in American Samoa through procurement of canines, certified training of handlers, and establishment of the canine unit. Due to the project's recent (August 1993) implementation, its impact is difficult to assess at this time, although the potential as a new capability for interdiction is promising.

### Evaluation of Projects

DARE Project: A formal evaluation was conducted by the Criminal Justice Planning Agency under a subgrant. DARE was identified as a high visibility, flexible, and efficiently operated program with significant impact on the prevention of substance abuse in American Samoa.

Task Force Project: At this time, no formal evaluation has been done, but one is to be completed by the Criminal Justice Planning Agency before November 30, 1993. Preliminary reporting indicates a lack of concentration on illegal drug enforcement, and a priority on government white collar crimes. Further, a lack of investigative guidelines and multi-agency agreements is noted.

Community Crime Prevention: A preliminary evaluation reveals lack of a project plan. A recommendation was made by evaluators to consider reallocation of funds to another functioning program area.

Career Criminal Prosecution Project: A preliminary evaluation conducted by the American Samoa Criminal Justice Planning Agency reveals that the primary need of the project at this time is the full implementation of a prosecution management system. The project is making steady progress toward that objective and has deployed an additional prosecutor (locally compensated) to project activities.

Juvenile Treatment Facility: No formal evaluation is scheduled to be conducted until the sites are in place and the clients are receiving service.

BODICI/Intelligence System: No formal evaluation has been completed. However, review of the guidelines used by the intelligence network (SPICIN) were found to lack compliance with 28 CFR Part 23, "Criminal Intelligence Operating Guidelines." A Certificate of Compliance submitted by the subgrantee indicates that the project will be in compliance through the rewriting of guidelines and procedural changes prior to a new funding cycle application.

Criminal Records Project: No formal evaluation has been completed. The Project Coordinator has not forwarded an updated report on the planning and implementation of the system since November 1992. Funds have not been obligated from the project for FY 1993. The project is pending a task force developmental plan according to BJA Guidelines prior to any obligation of funds.

Pacific Training Initiative: The preliminary evaluation completed by the FBI, participants, and the Department of Legal Affairs indicates that this project, in its second year, is a highly effective means of providing coordination of training and investigative development to jurisdictions widely separated geographically and technologically. This is a truly innovative regional project which strengthens the presence of professional law enforcement and National Strategy goals in the Pacific and bonds law enforcement operations on the local, national, and international level in the region.



Customs Project: No formal evaluation has been completed at this time because of the project's time in operation.

## **ARIZONA**

In accordance with the requirements of Sec. 522 (a) of the Omnibus Crime Control and Safe Streets Act of 1968, 42 U.S.C. 3711, et seq., the Arizona Criminal Justice Commission is pleased to present Arizona's Annual Report concerning activities carried out under the Edward Byrne Memorial State and Local Assistance Drug Control and Systems Improvement Formula Drug Grant Program for the period beginning July 1, 1992 and ending June 30, 1993.

Beginning in 1987, the Arizona Criminal Justice Commission developed and implemented a statewide enhanced drug enforcement strategy designed to provide the framework within which the Commission allots and distributes monies awarded to the State under the Formula Grant Program. Each year the strategy is reviewed, refined, and updated. A formal application system and an extensive open meeting process are used by the Commission in awarding grant funds.

The annual report provides summary information on projects receiving funds from the Formula Grant Program during FY 1993 (July 1, 1992 through June 30, 1993). Many other valuable and productive drug and gang enforcement and prevention activities are conducted throughout the state, funded and carried out by local towns, cities, and counties without the assistance of the Formula Drug Grant Program.

Arizona's drug abuse control programs are balanced throughout a broad spectrum of activities, including drug abuse prevention and education, apprehension of drug offenders, forensic analyses of drug evidence, and the prosecution, court adjudication, and detention of drug offenders. Arizona has continued this balanced approach through FY 1993 with excellent results.

## **ARKANSAS**

In 1987, the 50 States and eligible Territories were challenged by the Congress and Department of Justice to develop programs which focused on "persons who violate the State and local laws relating to the production, possession, and transfer of controlled substances." Such programs would incorporate the purposes of apprehension, prosecution, adjudication, detention, eradication, demonstration projects, and meeting the needs of drug dependent offenders.

This challenge established a course of action which focused on the apprehension and prosecution of the defined violators of State and local drug laws. At the beginning of the Drug Law Enforcement Formula Grant Program under the State and Local Law Enforcement Assistance Act of 1986, there were fewer than 20 full-time narcotics officers in Arkansas employed outside the State Police and the four largest cities. The priority established at that time was the creation of multi-jurisdictional drug task forces that would work with and supplement local law enforcement agencies in penetrating drug operations and apprehending offenders. Assistance was also directed at enhanced prosecution, in cooperation with the drug task forces, and marijuana eradication. Minor projects were funded in the area of drug dependent offenders. While projects were funded which provided for home detention, costs prohibited any effort to include prisoner housing.

Early expectations that drug task forces could become self-sufficient through the generation of program income (through forfeitures) has proved to be overly optimistic for most jurisdictions in Arkansas, as well as most other States.

The expansion of the Federal program to include additional eligible activities has broadened the scope of programs included within the priority listing of the Arkansas Alcohol and Drug Abuse Coordinating Council, the State's governing board for the use of grant funds. Within the past year, funds were provided to support projects in 10 of the 21 legislative purpose areas of the program. Drug task forces, although weakened by grant fund reductions and the earmarking of grant funds, remain the number one priority for the use of Federal funds since the overall demand for illegal drugs remains high, and sellers are readily willing to risk the consequences of punishment in order to profitably satisfy the demand.

#### **Program Impact on State Planning**

Prior to the beginning of the Drug Law Enforcement Program, there was only isolated planning and action in the law enforcement community directed at the use and sale of illegal drugs. The State Police and larger local jurisdictions were the only agencies which had the resources to direct efforts specifically toward drug enforcement. Arkansas has only 20 cities with a population of 15,000 or more, and only seven cities with a population of 30,000 or more. Little Rock is the largest city, with a population of 175,000. Most police agencies have fewer than 15 uniformed officers to provide basic protection for 168 hours per week. Consequently, local resources for specific drug enforcement have been and remain almost non-existent.

In 1989, drugs became the number one domestic issue in the country. The large increase in funding by Congress in that year forced a focus on drugs that would not have existed had the resources to fight an active battle not been provided. In the spring legislative session of 1989, the Arkansas General Assembly created the Arkansas Alcohol and Drug Abuse Coordinating Council and the Office of the State Drug Director. The Drug Council was given the authority to oversee the planning for and spending of all Federal grant funds coming into the State for drug education, treatment, and enforcement. This 23 member body, chaired by the Governor's Drug Director, has played a very active role in the writing of the State's annual drug strategy, which incorporates a comprehensive plan and priorities for spending, coordination, legislative needs, and program development. Directly and through projects for which funds have been provided, the Drug Council has had a significant impact on the creation of legislation affecting the State's drug problems.

Perhaps as significantly, the continuous activity of the drug task forces provides an ongoing source of publicity through arrests that keeps the public's attention from being distracted from the extent of the drug problem in the State. The law enforcement function also provides a continuous boost to the publicity needs of the prevention and treatment efforts, since they do not generate sufficient attention to maintain a strong and lasting public interest.

#### **Drug Use and Availability**

Arkansas does not have a method for collecting data on the use of alcohol and illegal drugs that is compatible with the national drug use surveys. However, annual high school surveys are taken which provide a measure of such activity among teenagers who are students in the public schools. Additionally, detailed information is available from the drug task forces, which have continuous contact with drug users and suppliers. The drug task forces blanket the state and represent the only comprehensive view of overall drug use and availability.

The high school survey indicated that high school students reporting recent use of cocaine in any form significantly decreased from 1992 to 1993. While these results are encouraging, there is an unfortunate opposite trend in the use of alcohol and marijuana. The use of both substances was up about three to four percent during the same period of time. The number of students reporting the use of heroin and LSD was very low and did not change significantly from 1992 to 1993, although reports of confiscation by police has been reported more frequently.

While educational efforts are likely to play a role in the decreasing use of cocaine, increased enforcement efforts have affected the availability of hard drugs. Drug task forces have succeeded in driving drugs off the street in many areas, forcing dealers to remain more concealed and more cautious in their contacts and sales. Urban areas suffer from a concentration of street dealers along with suppliers, and limited enforcement resources are

forced to focus on what they determine to be the major problems. Laws covering juveniles and inadequate detention space exacerbate the problem in these areas.

### **Grant Funded Priorities**

The State Drug Council has always placed a high priority on the use of DCSI funds to support multi-jurisdictional drug task forces. Presently grant funds support approximately 80 investigative and approximately 30 prosecutorial and support personnel. With this level of personnel, there are almost 3,000 drug arrests per year in the State, with the bulk of those arrested being sentenced to jail terms.

Early in establishing its priorities, the State Drug Council reviewed its options for the use of DCSI funds and determined that it was not feasible to (1) fund local enforcement in several hundred jurisdictions, (2) fund a significant number of prevention projects (Arkansas has approximately 300 independent school districts), (3) fund a significant number of treatment projects due to the unit cost, or (4) fund any jail operations for reasons of cost and impact. The obvious area where the most significant impact could be made was the formation of multi-jurisdictional drug task forces to facilitate regional drug enforcement. All of the state's 75 counties have been incorporated within one of the task forces. Despite slow starts due to the lack of experienced personnel, the task forces have penetrated supply lines while keeping constant pressure on street level dealers. According to several drug task forces, arrestees believe the task force complement in their area to have five to six times the actual staff level.

The State Drug Council has used approximately 25 to 30 percent of the grant money for a limited number of non-enforcement projects, such as DARE in schools, offender treatment programs, probationer drug testing, training for enforcement and prosecution personnel, community crime prevention, and demonstration projects aimed at the prevention and treatment of juvenile offenders of drug and violent crime laws.

Evidence of the success of these projects has been the high level of adoption by the sponsoring government when grant funds expire. Local DARE projects have been adopted. Prison treatment programs have been expanded, as well as the prison's Boot Camp. A Treatment Alternatives to Street Crime (TASC) program has been continued with local funds. In these cases the grant funded projects have focused attention on the problem and produced a mechanism for effectively dealing with it.

Upcoming 1994 reductions in grant funding will test the State's ability to maintain a statewide drug task force effort. Most operations are considered to be minimally funded at best, and with the upcoming reductions in funding, they will approach a critical point in their ability to function effectively. The availability of external funds, either through local government contributions or program income, will be vital to their survival.

In the beginning, it was acknowledged that the creation of a new and active level of drug enforcement would expand pressures on prosecution, the courts, county jails, and state prisons, and indirectly on the treatment system by forcing and/or encouraging treatment as an alternative or complement to incarceration. A growing emphasis in the State is the diversion of pressure on the prison system through programs of the new Department of Community Punishment and the creation of a drug court in the Little Rock area to deflect offenders from incarceration. These problems will remain until drug use is significantly reduced.

### **The Future**

Present policy developments appear to be redirecting federal funding support away from drug control and toward violent crime. The 1993 interim strategy for drug control does not mention the DCSI program or its efforts and barely mentions drug enforcement in its solutions to the drug control problem. The definitive link between drugs and violent crime must be recognized and maintained.

If Federal funds for State and local drug enforcement continue to be reduced, most of the enforcement efforts will cease to function because local resources do not exist to maintain the programs from tax funds, and most of the enforcement operations cannot generate sufficient replacement funds through asset forfeiture. Asset

forfeiture, while attractive, is a mechanism which faces increasing legal challenges, declining support by the courts, and continuous print media opposition. In the face of reduced grant funds, drug enforcement operations risk the possibility of placing a high priority on cases which offer a cash return on the enforcement investment, rather than concentrating on cases which would otherwise have a high priority because of their effectiveness in controlling the drug problem.

As long as violent crime is an issue of great national concern, programs must be developed and administered which will address both issues. Hopefully, drug enforcement will not be sacrificed for violent crime initiatives.

## **CALIFORNIA**

The success of California's strategies in the implementation of the Edward Byrne Memorial State and Local Law Enforcement Formula Grant Program is clearly evident as we end the third-year of a three year cycle of funding to State and local criminal justice agencies in every county in the State. We are proud of the achievements made in the war on drugs but have grave concerns that the flow of these Federal dollars will begin to ebb just as we are making great strides forward.

The availability of a match-free resource to local government has made a tremendous difference in its ability to implement this coordinated, collaborative model requiring law enforcement, prosecution, and probation working together to achieve common local goals. Counties have indicated that the cooperation mandated by State policy has assisted local criminal justice systems in becoming more cost efficient in a time of declining local and State support, but more importantly, that improvements in the working relationships between the separate criminal justice entities have been the greatest benefit.

Another unique aspect of this model comes from placing the onus on local government to determine the best use of these funds within the parameters of the program model developed by the Office of Criminal Justice Planning (OCJP) as the State planning agency. This practice was reaffirmed recently in public hearings we conducted throughout the State. The consensus was that we must continue to provide this flexibility for local government while providing strong administrative oversight at the State level. The State has the responsibility to ensure that the local project is correctly implemented and succeeds in its purpose and that selected strategies fit within the overall statewide goals.

We are concerned that the Anti-Drug Abuse Act funding may have reached an apex in FY 1993, as we hear of the proposed decreases to the Formula Grant Program and the potential repercussions of a statewide ballot initiative, Proposition 172. Proposition 172 requires voter approval for the restoration of a State sales tax to support local public safety programs. Should the Formula Grant Program cuts for FY 1994 be deep, and the ballot initiative be rejected by voters, the impact will be, in the words of chief law enforcement officials, "devastating." It will, at the least, force local law enforcement to make drastic reductions in operations and personnel which will directly impact grant funded public safety programs substantially supported by local resources.

In FY 1992, the OCJP administered \$44 million to the drug control strategies involving direct suppression by law enforcement and to the collateral programs involving prosecution, local corrections, prevention, intervention, and treatment. The street value of drugs seized for FY 1992 totaled \$229,985,000, resulting in 12,271 arrests and 10,524 convictions, virtually all of which involved trafficking illegal drugs for commercial profit. As a direct result of these efforts, drug prices have increased, indicative of supply side decreases and a softening of the casual or recreational user market. However, as stringent as interdiction, enforcement, and prosecution measures are, the trafficking in illicit drugs and the attendant violence continues.

The reality of how serious the problem would be in California without these funds is frightening. Citizen safety and the quality of life in our communities are at stake. Increasingly, local leaders look to our office for guidance to address drugs and drug related crime in their communities. This guidance can only be provided by sustained levels of Formula Grant Program funding, not only for existing programs, but also to develop alternative strategies and new projects as we strive to stay ahead of the criminal element. Other Federal and State agencies, including the Drug Enforcement Agency, are also looking to OCJP for coordination, oversight, and policy input in the administration of local efforts to impact continuing or specific program initiatives. Programs such as Operation Disarm, a multi-jurisdictional pilot program targeting armed offenders on probation and parole, has the potential to reduce substantially the proliferation of firearm related violence by removing these offenders and their weapons from the community.

Another program described in detail in this report is Operation Revitalization, which focuses on the joint funding of projects in the fulfillment of two separate, but now merged, program areas requiring local coordination through law enforcement, schools, community redevelopment, and community based service agencies. The Formula Grant Program cannot stand alone in sustaining such innovative programs. Increasingly, OCJP must look to other Federal and State sources of funding for complementary support.

The administrative, technical, and planning leadership our office must provide to programs is born of the necessity to make do with less. Our mission is to provide technical assistance to projects at site and monitoring visits, respond with recommended strategies to adapt to cities with divergent drug crime trends, and provide direction for the optimal administration of available resources.

Some of the Formula Grant Program funds have provided for advanced technological strategies in dealing with the war on drugs by providing information through updated criminal history records, ensuring error reduction and decreased turnaround time through electronic fingerprint scanning in 21 counties, and developing a statewide integrated narcotics information system which will eventually allow access to multiple criminal record and information systems for all jurisdictions.

Treatment programs to deter long term chronic substance abuse will continue. Examples are the Juvenile Offender Substance Abuse Treatment Program and the San Francisco Probation Drug Abatement Program. Incarcerating the drug user permits closer oversight throughout treatment. Treatment approaches in conjunction with structured local corrections programs have been effective in reducing or eliminating chronic use, but longer term deterrence has not been adequately assessed. What is known is that long term costs associated with chronic use are dramatically reduced with even minimally effective treatment. Such costs include those to the criminal justice system for recidivist drug usage and trafficking, costs for physical and mental health care, and costs to employers resulting from decreased productivity and employee turnover, not to mention the indeterminate costs of unfulfilled human potential.

The task force model employed by 39 projects has demonstrated the effectiveness of suppression strategies. This model approach may expand even further in California since projects are required to change their target area or group after FY 1993 unless they use a task force strategy. The strategy has been very successful in addressing drug trafficking in local jurisdictions and in promoting coordination among participating criminal justice agencies, including the courts.

One of the primary problems resolved by the OCJP was the distribution of funds. Rather than allocate the funds competitively, our office determined that the allocation plan should be based on population and a formula involving the percentage of the crime index for each county in the State. This plan provided for an equitable balance between the urban, suburban, and rural populations. Project representatives have consistently supported retention of the current allocation system and rejected any competitively based process.

For FY 1992, California continued to fund a diverse set of programs employing strategies of suppression, intervention, prevention and treatment. Providing for this kind of diversity is a direct consequence of responding

to and meeting the needs of the field. We have met our goals of the FY 1992 strategy by providing funding to each county to address not only suppression efforts but demand reduction programs, civil abatement and revitalization of communities, drug education, and offender treatment. We have also employed innovative techniques to improve the criminal history record keeping systems throughout the State. These efforts will continue to be the focus of the California strategy in the coming year.

At the State level, we have decided that even with the proposed cuts, each county will receive the minimum of \$150,000 because previous years' data show that anything less is not beneficial to the multi-component model we employ. This, of course, will cause a greater impact on the larger urban areas where the largest cuts must take place. Even under this plan, every project would be hit hard. When asked what impact the proposed cuts of 12 to 27 percent in the block award will have on California, State and local agencies throughout the State responded. The following comments were among those received:

- Hardest hit would most likely be the intensive supervision projects which support small caseloads requiring frequent drug testing and personal interviews with each case at least three times per week, along with intensive counseling and treatment. Also affected would be the highly successful probation representation on the narcotic task force operations. These losses would occur primarily because locals would reprioritize their needs and, out of necessity, would place apprehension efforts at the top of their list of greatest needs. Looking at the California multi-component model, if something must go, it will be specialized treatment. Probation officers who have been on special assignment on the task forces without carrying active caseloads then would be called back to their parent agency to absorb some of the impact of the reduced intensive supervision effort. We would lose all we have gained in our focus on either violating the continuing abuser who is contributing to the crime problems, or successfully treating the addict who has been given intensive treatment and counseling.
- At the law enforcement level, major cutbacks will take place as many of the smaller jurisdictions pull back personnel dedicated to multi-jurisdictional task force operations in order to cover other needs locally.
- Specialized programs made possible by the block award, such as civil abatement or vertical prosecution, will be reduced or eliminated. Already, we have seen a reduction in personnel levels as local budgets become tighter and tighter. Add the loss of Federal assistance, and the impact will destroy the effectiveness of these operations and will likely cause a resurgence in drug trafficking.
- Overall, many services that have been generated as a result of these Federal funds will begin to deteriorate as local agencies try to resolve their cuts in funding by redirecting their personnel.

Surely these drastic results are not in the best interest of California or the nation. If our problems continue to escalate, can other states be far behind? It is hoped that Congress will reassess its direction and keep the level of State and local assistance at a level that will not reverse all that we have achieved over the past six years. Continuance of successful programs and opportunities to attempt state-of-the-art strategies are vital if we are to keep the drug related criminals from our doorsteps.

## ***COLORADO***

Between July 1, 1992 and June 30, 1993, Colorado's Federal Formula Grant funds from the Edward Byrne Memorial State and Local Law Enforcement Assistance Program supported sixty projects. These projects covered ten of twenty-one program purpose areas. In addition, one planning project was funded.

As the titles of the program purpose areas indicate, a wide variety of approaches have been taken in Colorado to combat the drug and violent crime problem in our communities. At one end of the continuum are the

projects designed to prevent crime. On the other end, institutional and treatment programs address those issues that arise when offenders are incarcerated and/or required to complete a treatment program. Many projects fall between these two types of programs. They include the enforcement projects as well as those designed to enhance the effectiveness of enforcement efforts through technology. In addition, several projects address the complex issues of supervising offenders in the community.

The ultimate goal of all of these projects is to prevent crime. The narcotics agent deters offenders by arresting them and seizing their drugs and assets. The treatment provider teaches the offender relapse prevention and conflict management. Probation, parole, and community corrections staff monitor the offender to ensure against a relapse or repeat offense, and if this occurs, to ensure that the appropriate issues are addressed.

Many of the goals and objectives of the projects have been accomplished. The major accomplishments, by purpose area, follow:

#### Demand Reduction Education

- Parents throughout the state have learned coping skills that will help them manage their at-risk children as well as prevent alcohol and drug abuse.
- Students throughout the state have learned the effects of alcohol and drugs in addition to learning how to cope with peer pressure to use these substances.
- Law enforcement has developed strong partnerships with a wide variety of community members and organizations such as students, senior citizens, neighborhood groups, and schools.

#### Multi-Jurisdictional Task Forces

- Law enforcement, through task forces, have developed positive working relationships with other law enforcement agencies.
- Task forces have apprehended hundreds of offenders.
- Task forces have seized, from offenders, large amounts of drugs and their assets.

#### Community Crime Prevention

- Crime prevention programs have educated community members on ways to avoid crime; these programs have reduced the opportunity for criminal behavior and the fear of victimization.

#### Integrated Criminal Apprehension Programs (ICAP)

- Automated information systems have allowed law enforcement to identify crime trends, habitual offenders, and high crime areas. This allows them to use a more pro-active approach to managing their operations. They are also better equipped to respond to community concerns and needs.

#### Intensive Supervision - Probation and Parole

- Much needed attention has been given to female offenders. Specifically, their unique treatment needs and the problems associated with their role as primary, and more

frequently, sole caretaker of their children have been addressed.

- A standardized substance abuse assessment tool has been developed, and probation, parole, and community corrections staff throughout the state are being trained on its use.
- Prison inmates are receiving the intense monitoring and therapy they need prior to reintegration into Colorado's communities.

#### Treatment Alternatives to Street Crime (TASC)

- Juveniles are being held accountable for their delinquent behavior through restitution and community service work. Their needs are also being responded to through treatment, including family counseling.
- Many community corrections clients are being diverted from prison into intensive residential treatment.

#### Drug Control Technology

- TASC programs are diverting juvenile delinquents from detention by providing intense monitoring and ensuring participation in needed treatment.
- Many other high-risk youth are diverted from detention, out-of-home placement, and hospitalization.
- Barriers to employment have been reduced for some youth, and their self-sufficiency has increased.
- TASC programs have helped parolees re-integrate successfully into our communities.
- The investigations of drug and violent crime by law enforcement agencies, particularly in the rural areas, have been enhanced by the acquisition of new crime scene vehicles.
- County jail inmates have received treatment for a variety of needs ranging from substance abuse to anger control in an effort to prepare them for release into the community and to prevent substance abuse relapse and recidivism.

#### Criminal Justice Information Systems

- Intelligence information is being accessed by law enforcement agencies (especially in the rural areas) that did not previously have such access, and the efficiency in obtaining such information has been enhanced in larger agencies.
- Prosecutors are able to generate statistical reports that assist law enforcement and district attorneys alike in their efforts to apprehend offenders and prosecute cases.

#### Evaluation of Drug Control Programs

- While this project continues, significant progress has been made in the evaluation of Colorado's criminal history records.



- Monitoring of sub-grant programs on-site has enhanced the quality of the data being collected and reported.

### Urban Enforcement

- Arrest and prosecution of many drug traffickers have been accomplished along with the seizure of their drugs and assets.

It is virtually impossible to say, with any scientific certainty, what would be happening in Colorado without these projects. It is, however, logical to predict some outcomes. For instance, without enforcement efforts, more offenders would remain in our communities and more of our citizens would be victimized. If treatment services were not provided, offenders would likely continue to abuse substances and re-offend, again increasing victimization. Without community supervision programs, victims would not receive restitution and our institutions would be more overcrowded. Lack of information and inefficient computer systems impede law enforcement in combating crime. The technology that has been funded has enhanced the record-keeping and investigative processes of these agencies.

It is difficult to quantify all of the accomplishments of these projects. In addition to data that has been aggregated by program purpose area, many of the successes are described by anecdotes throughout the report.

## **CONNECTICUT**

The drug problem in Connecticut has been characterized by a rapid increase in arrests from 11,087 in 1985 to a peak of 21,816 in 1989, an increase of 97% in five years. Juvenile drug offenses also increased sharply during this period. Since the State has been struggling with court backlogs and correctional overcrowding problems since about 1980, this sharp increase greatly compounded criminal justice problems. In 1990, however, drug arrests for both adults and juveniles began to decline, and continued to do so in 1991, the last year for which figures are available. The 1989 to 1991 percentages of decline are 28% for adults and 24% for juveniles. Violent crime increased at least 10% per year through 1990, and then decreased slightly (5%) in 1991.

At this point, there is no definitive explanation for the downward trend, if, indeed, it is a trend. It has clearly eased, but not eliminated, the pressure on the courts, probation, and corrections. Even with the decreases, drug and violent crime rates are still at very high levels compared to 1985. There is speculation that the drug problem remains substantively unchanged, and that the reduction in arrests is due to changes in police tactics, reduced police resources, and more sophistication on the part of drug dealers.

Connecticut has responded to these problems over the past ten years with a massive increase in adjudicative and correctional resources. This process is now at an end, due to the State's fiscal situation. The courts not only received new buildings and additional judges, but also modernized their support structure to use more efficiently their resources. Corrections has not only added institutional bedspaces, but has also been the beneficiary of an entire system of alternative incarceration programs, most of which did not exist ten years ago.

The impact of these efforts has been that the criminal justice system has been able to deal with crime, but not to alleviate the burdens on the system. The downturn in the crime rate came at a fortuitous time, as the State went into severe fiscal crisis in 1990 and 1991 caused by the economic recession and is currently operating under tight constraints. Local governments are similarly affected. All components of the criminal justice system lost resources, although that situation appears to have stabilized. It is anticipated that the criminal justice system will experience slow growth in resources over the next several years and will have to prioritize its programs.

Given the magnitude of the State's criminal justice problems, Federal grant resources are insufficient to handle a problem, such as prison overcrowding, in its entirety. They serve the State best in the enhancement of specific functions in ways that complement and increase the efficiency of State general funds.

Any discussion of Connecticut's statewide strategy for its LCSJ funds must take into account the State's own Drug Enforcement Grant Program (DEP), funded last year with \$9.7 million. Augmented by a small amount of Drug Control and System Improvement (DCSI) and Federal Drug Free Schools and Communities funds, this program allocated \$4.9 million to municipal law enforcement programs and \$3.8 million to municipal school-based anti-drug education programs. These resources were heavily concentrated among the State's eight largest cities, which are also its areas of greatest need.

The distribution of the DEP funds reflects that the State's DCSI strategy de-emphasizes local police law enforcement programs, although it provides indirect support such as specialized training. The DCSI strategy also continues to support for the Statewide Narcotics Task Force, a multi-agency task force.

The primary focus of Connecticut's current strategy is to fund alternative incarceration programs, with an emphasis on offenders with drug problems. There are programs for both adults and juveniles, ranging from intensive supervision probation programs to day programs for sentenced and pretrial offenders to a mentorship program for at risk youth. All share the goal of reducing the demand for scarce correctional institutional spaces, while controlling and monitoring the offender's behavior in the community.

The funding plan for the 1993-94 funding cycle is essentially unchanged from the previous year. Available Federal funds were insufficient to fund all existing programs at the present level of services, as in previous years. Therefore, only one new program will be funded this year, and most existing programs will receive level funding. The new program is the violent criminal fugitive task force, a joint Federal, State, and local law enforcement task force which will receive \$27,000 of 1992 funds and \$30,000 of 1993 funds. One small (\$34,000) previously funded program will be dropped, although its current funding runs until November, 1993, when it can be absorbed into its State agency's budget. This is the prison visitors' transportation project, which provides inmates' families with public transportation to remote prisons. This project was originally intended for only one year of funding, and with the shortage of funds this year, could not be funded for a third year.

## **DELAWARE**

The attached report represents the performance measures for programs funded under the Edward Byrne Memorial State and Local Law Enforcement Assistance Program during the period of July 1, 1992 through June 30, 1993. Significant accomplishments have been made in all program areas funded through the Formula Grant Program as is outlined in Section I of this document.

Along with the notable accomplishments, some interesting trends have evolved through the efforts of the Drug Planning Committee and the Criminal Justice Council. For example, a significant portion of FY 1989 Edward Byrne funds was dedicated to multi-jurisdictional task forces. In FY 1989, funds for this program totaled approximately 40% of program funds. In FY 1993, this figure dropped to 0%. In FY 1993, Community-Oriented Policing programs totaled approximately 36% of Edward Byrne funds. A principle reason for this shift in funding is due to major accomplishments of the Eastside program, initially funded through the Byrne grant program in FY 1989, and a realization by the law enforcement community that arresting drug offenders alone does not solve the drug or violent crime problem. With that realization in mind, the focus for police has become community-oriented policing programs in which law enforcement personnel take a lead role in empowering communities to take charge of their neighborhoods. The Delaware Criminal Justice Council is currently funding 10 community policing programs.

The Council also has evolved from funding typical case processing programs, such as increased personnel for administrative support, in favor of treatment and prevention programs which in the past have not generally been a funding priority. For example, in FY 1989 prevention dollars amounted to 7% and treatment 7%. In FY 1993, these percentages increased to 9% and 20% respectively.

Some of the innovative prevention programs being funded through the Byrne grant program include the DARE program, the Anti-Drug Abuse Movement (ADAM) program, and Camp Barnes in which underprivileged, at-risk youth participate in a week-long camp sponsored by the Delaware State Police. A significant number of other prevention programs also have been assisted through the Byrne funds. For example, the Delaware Community Clusters Against Substance Abuse (DECCASA) is being funded for the cities of Milford, Laurel, and Georgetown. The cities were able to purchase vehicles (vans, used school buses) in order to transport youth to programs in these typically rural areas and to purchase recreational type equipment (basketballs, chess sets, volleyballs, etc.). A total of 2,500 youth have been served by this program.

An increasingly important priority for Delaware is funding for criminal justice information systems in order to keep up with current technology. One example of this type of innovative initiative is the Videophone Project in which 7 criminal justice agencies participated. This system, which links the Attorney General's Office with Magistrate Courts 11 and 18 with 4 local police departments, was initiated in order to complete bail reviews, felony intakes, and warrants. The cost savings for this program is anticipated to be over \$300,000 per year. A substantial amount of the savings is anticipated to come from overtime expenditures for police personnel, travel time, and costs associated with transportation of defendants. Yet another innovative program in this area is a Local Area Network (LAN) for Superior Court. This program has provided the Court many opportunities to implement systems that will improve the efficiency of day-to-day operations. Some of these new systems include: transferring Sentencing Orders electronically for the various reviews and approvals, reducing the time, inconsistency, and inaccuracy involved in processing; providing an on-line electronic catalog of various court opinions that is accessible to all judges and their staff; and providing an on-line electronic catalog of the critical schedule and calendar documents that help run the day-to-day activities of the Court.

The funding of treatment programs also has become an important priority for Delaware. The Criminal Justice Council currently is funding a drug and alcohol treatment program for the State's Youth Rehabilitative Services. This program has expanded the capacity for the department to provide delinquent and drug addicted adolescents with intensive but time-limited in-patient treatment. This program has reduced the waiting period for those youth currently awaiting space at a treatment facility. Another innovative program is the Treatment Alternatives to Street Crime. Funding for this program enabled the legislature to form the Treatment Access Committee, which oversees the TASC program. The Byrne program is also being used to fund an intensive out-patient treatment program for women offenders. The overall goal of this program is to assist the women involved to establish a foundation of recovery from substance abuse, to develop marketable skills for employment, and to become free of dependence on the social service system.

It is important to note that many of the programs initiated with Byrne funds have been continued with State and local funds. A list of the programs initiated with Byrne funding in FY 1992 for which Federal funding has been satisfied, continued as a result of the significant progress made during the Federal funding period, follows:

<u>AGENCY</u>	<u>PROGRAM</u>	<u>POSITIONS CONTINUED</u>
Dept. of Justice	AG Prosecution Unit	(3) Deputy AG's (1) Secretary (1) Paralegal
DE State Police	DARE Program	(4) State Troopers
Superior Court	Court Clerks Drug Coordination	(2) Court Clerks (1) Pre-sentence Officer
Boys Club of DE	Dover B/G Club	(1) Director
Wilmington Police	Eastside Program	(2) Walking Officers

<u>AGENCY</u>	<u>PROGRAM</u>	<u>POSITIONS CONTINUED</u>
Public Defender	Drug Process/Diversion	(1) Psycho-forensic Evaluator (1) Investigator (1) Senior Public Defender (2) Assistant Public Defenders (1) Secretary
Newark Police	Drug Enforcement	(1) Drug Officer
NCC Police	Drug Enforcement	(2) Drug Officers
NCC Police	Community Services	(1) Community Service Officer

## ***DISTRICT OF COLUMBIA***

The District of Columbia has participated in the Federal Drug Control and System Improvement Program since the program began in 1987. During this six-year period, we have used block grant funds to develop and implement a system-wide drug control strategy aimed at supply reduction, demand reduction, operations targeted toward violent crimes and serious offenders, and overall capacity building within the criminal justice system. The grant funds have greatly assisted our efforts to set into place a strategy that has had a significant impact on the problems of illicit drug abuse and violence in the District.

The District's anti-drug/anti-violence strategy of FY 1992 paralleled the key program elements of the National Drug Strategy. The District's strategy emphasized drug testing, street-level enforcement, alternative sentencing programs for non-violent drug offenders, and the planning and designing of correctional facilities.

While the effort to reduce the supply of drugs must continue, it was determined that FY 1992 funds would be used to respond to gaps in the areas of programming for at-risk youth; counseling for violent and/or drug addicted inmates, parolees, and probationers; alternative sentencing options for youthful offenders; criminal justice information systems and individual agency systems; and program evaluation. In brief, the District's Drug Control and System Improvement Grant for FY 1992 was used to help support our efforts in:

- designing, implementing, and testing a pilot program for violent offenders at the Lorton Correctional Facility;
- training staff in key criminal justice agencies to be drug counselors and increasing their ability to recognize and respond to inmate, parolee, and probationer needs for support services in becoming drug free and remaining drug free;
- developing a broad range of alternative sentencing and placement options for youthful offenders;
- expanding the automated criminal history and case tracking system to link the databases of three other agencies into the system;
- continuing a multi-disciplinary group in developing a comprehensive homicide and violence prevention initiative; and
- monitoring and evaluating the process and outcomes of each phase of the strategy.

On November 26, 1991, Mayor Sharon Pratt Kelly announced a comprehensive action plan to stem the District's rising crime rate and to aid families and youth-at-risk. The Mayor's plan called for a comprehensive reform of the juvenile justice system and new government-wide prevention efforts through early identification of children and families at risk and reform of the District's bail statute. Some of the specific measures identified under the plan called for:

- initiatives to reduce by at least 50 percent the revolving door that releases violent juveniles back into the community after just two years;

- legislation to permit the transfer of the most serious juvenile offenders to the adult criminal system;
- development of a new "alternative" school for disruptive youth as well as intervention programming in the District's junior high schools targeting at-risk youth;
- expanded witness protection programs and stiffer sanctions against anyone threatening a witness to a crime; and
- more police officers assigned to prevention of violence and crime in public housing.

The launching of these initiatives, in conjunction with the specific programs and activities planned by individual District agencies in FY 1992, had a significant impact on drastically slowing the rising rate of violent crime and the supply of and demand for illicit drugs in the District. The District's FY 1992 plan and the Edward Byrne Memorial Block Grant complemented this effort, and many of the programs in that plan augmented the efforts of the Mayor's initiative.

## **FLORIDA**

Florida's unique geography and demographic profile make the state, unfortunately, a national leader in substance abuse and its negative consequences. From the individual tragedy of drug addiction to the societal horror of violent crimes committed because of drugs, Florida has too much experience. Federal Anti-drug Abuse Act funds provided by the Bureau of Justice Assistance through the Drug Control and System Improvement program are an important part of the state's attempt to reduce substance abuse and its impacts.

The strategy that Florida has pursued to combat substance abuse relies on more than law enforcement. Prevention, treatment, innovative approaches, and system supports will ultimately reduce the need for law enforcement and in some instances, currently improve law enforcement's capacity and ability to fight substance abuse-related crime. Of the 21 purpose areas allowed by BJA, Florida made grants in 15 of them with FY 1990 and 1991 dollars. Of the \$49,609,570 combined federal and matching funds awarded during state fiscal years 1991 and 1992, 8.8 percent has been directed to prevention and education; 47.5 percent to rehabilitation and treatment; 34.4 percent to criminal justice and law enforcement; 2.8 percent to innovative programs; 1.2 percent to management information; and 2.8 percent to administration.

With these funds:

- 219 local substance abuse policy advisory board meetings were held;
- 642 statewide monitoring visits were conducted;
- 132,449 children have received the Drug Abuse Reduction Education curriculum;
- 50 neighborhood clean-up campaigns were started;
- 25,017 substance-abusing offenders were admitted into treatment programs located within correctional facilities;
- 161,448 substance abusing offenders were admitted into community-based treatment programs;
- 805 domestic and family violence victims and abusers were given intervention and nonresidential services;
- 163 financial investigations were initiated resulting in the arrest of 1992 offenders and the initiation of 41 criminal lawsuits;
- 10,244 multi-jurisdictional investigations resulted in the arrests of 6,941 offenders, seizure of 503 weapons and \$6,515,987 in non-drug assets of which \$981,773 were forfeited;

- 90 white-collar crime investigations were conducted resulting in 73 arrests and the recovery of \$1,361,735 in stolen property;
- 1,837 cases were reviewed resulting in the prosecution of 87 individuals as career criminals;
- the average backlog of drug samples to be tested dropped by eight percent;
- 11,510 urban enforcement investigations were conducted resulting in the arrests of 8,893 offenders and the seizure of 424 weapons and \$25,137,920 in non-drug assets of which \$4,909,780 were forfeited;
- five local management information systems were set up;
- 793 offenders were surveyed to assess their drug use involvement;
- special legal counsel was provided in 172 criminal and 35 multi-jurisdictional cases resulting in 67 charges; and
- 71 special investigations of violent crimes were conducted resulting in the apprehension of 137 offenders.

Care should be taken not to compare directly purpose area performance or year-to-year performance. Many projects provide assistance and most projects continue from year-to-year. Nonetheless, DCSI funds have been critical to the attainment of these achievements.

Oversight of so much money and so many purpose areas has been possible through the development of the nation's only interactive management information system of its type, the Grant Processing, Monitoring, and Management Information System (GPMMS). GPMMS tracks fiscal and performance data, generates reports, and is interactive between state and local levels. The system was used to generate all of the data used in this report.

Meanwhile, projects overseen directly by BJA have complemented the DCSI program. Approximately \$26.6 million for 35 projects conducted from Spring 1986 to date and to be operated through Spring 1994 have addressed multi-jurisdictional investigations and prosecutions; targeted trafficking operations; improved forecasting and other management information services; contributed to urban enforcement; and assisted in special situations such as Hurricane Andrew and the Gainesville college student homicide investigation.

Some of the DCSI efforts have been evaluated to enable the Department of Community Affairs to better oversee projects and assess their performance in areas that are, admittedly, difficult to measure for impact. The results of these evaluations show some projects having great success while others appear to have less. The predominant conclusion is that programs succeed when the approach for the individual concerned is as comprehensive as possible, i.e., when prevention education is made relevant and continues outside of school; when treatment includes family members and addresses underlying problems; when incarceration includes treatment and aftercare and deals with the issues that led to substance abuse and criminal activity in the first place. Systems work best when they are well-funded and assured of support with jurisdictional limits waived for effectiveness and efficiency.

Coordination is growing stronger, particularly at the local level. Local substance abuse policy advisory councils are springing up in communities large and small. These groups pool their resources, expertise, and knowledge of their communities, and examine the special problems each agency in the community faces. This approach has begun to filter up to the state level, where a statewide task force has merged the issues of substance abuse with those of violent crime in response to citizens' concerns about public safety. A liaison has been hired to facilitate local and state advisory board relationships.

With the support of the Bureau of Justice Assistance, Florida has been able to combine approaches, pursuing an integrated strategy to reduce the incidence of substance abuse and related crime.

## **GEORGIA**

Georgia was involved in many activities during FY 1993 under the Edward Byrne Memorial State and Local Law Enforcement Formula Grant Program. The following report contains summaries of the activities as well as an explanation of how the Federal funds were coordinated with State agencies receiving Federal funds for drug abuse education, prevention, treatment, and other relevant activities.

The Formula Grant money was used to fund 29 Local and State Drug Prevention Programs. The goals of these programs were to prevent substance use among school children; to equip elementary students with skills for recognizing and resisting social pressures to experiment with alcohol, drugs, and tobacco; to help students develop self-esteem; to teach positive alternatives to substance use; and to develop students' skills in risk assessment and decision making to build students' interpersonal and communication skills. The DARE programs in the State served 29 counties, 5 cities separate from the counties, and in excess of 7,464 school children above and beyond the previously mentioned counties and cities.

The 35 Multi-Jurisdictional Task Forces had four goals. The first was to coordinate piecemeal law enforcement efforts among local, State, and Federal jurisdictions. The task forces were also supposed to remove targeted narcotics trafficking conspiracies and other illicit drug and violent crime activity. In addition, the task forces were to provide structure and resources for multi-jurisdictional activities and function as the enforcement and prosecution components for complex multi-jurisdictional cases. Finally, the task forces were charged with enhancing the recovery of criminal assets by increasing and improving the use of civil remedies to deny criminals those assets accumulated from their illegal activity. The State's task forces initiated 10,848 investigations. These investigations resulted in 11,193 drug related arrests.

There were 3 sites dedicated to Public Housing/Urban Enforcement. One of the goals of this program was to reduce the drug activity in Public Housing areas and the high rates of violent and property crime associated with it. The programs were also supposed to create an atmosphere of safety and reduce drug related Part I crime. In addition, these programs were to conduct a minimal of operations in these areas and attend neighborhood meetings. Project workers were charged with providing support to witnesses and victims of crime and increasing recreational opportunities for the youth in the area. At least one of the programs eliminated street level drug dealing activity and suppressed violent crimes by 75% in the first area it was implemented in.

The Forensic Service Upgrade Program had two goals. The first was to maintain scientific equipment and provide Technicians and Clerk-Transcribers in the Division's Drug Identification Section. The second was to continue technician support in DNA Analysis in Serology and provide additional support for the purchase of equipment to enhance the capabilities of trace evidence analysis and evaluation, and transfer of existing Clerk-Transcriber function to the criminalistic area from the drug identification area.

Georgia has one Criminal Justice Records Improvement Program. The FY 1993 goal for this program was to eliminate the backlog of 476,498 fingerprint cards and 671,398 final dispositions at the central repository by September 1, 1993. This program was also supposed to process all post-arrest, custodial fingerprint cards, and final dispositions within 24 hours of receipt. The program implemented plans for automated submission of disposition and correction data to State and FBI data bases. Finally, pertinent information regarding convicted aliens was provided to the Immigration and Naturalization Service.

The 2 sites of the Drug Prosecution and Defense Assistance Program had three goals. The first was to reduce the number of cases on court calendars and increase the speed of the judicial process of drug related crimes. The second was to provide more assistance to lawyers defending drug offenders. The third was to provide specialized prosecutors in convicting drug offenders.

Drug Enforcement Training Projects were given three sites in Georgia. One of their goals was to provide training to officers concerning all of the areas of combating drugs. The program also provides the initial training for certification as a DARE officer. In addition, 43 drug training courses for approximately 1,300 students were provided at a minimal cost. To complement this, 12 off-site drug courses were taught at local law enforcement agencies/regional academies with an estimated enrollment of 250 students. The program developed and taught two, 4 hour in-service courses in drug enforcement issues. Finally, suitable training guides were provided to officers, and Train the Trainer programs were provided for all instructors. This project will assist Georgia's 29,000 certified peace officers to receive current drug information to assist in the war on drug related crimes.

There are 4 Adult and Juvenile Drug Treatment Programs in Georgia funded under this grant. This program attempts to reduce criminal activity through drug intervention; identify substance abusing adults and juvenile offenders; provide the appropriate intervention services; deter their future involvement in illegal substances; promote offenders' successful re-entry in the community; and interrupt the vicious cycle of continuous arrests for those with a substance abuse problem. One of the programs provides electronic monitoring for up to 300 offenders.

Georgia has 3 sites for the Narcotics Information and Intelligence Program that are funded under this grant. The program aimed to obtain intelligence on who and where drug trafficking occurs to deter illicit drug transportation. It provided the exchange of confidential information on individuals and organizations. The program also identified major drug violators and ensured that duplicative efforts were eliminated. Uniformed troopers were utilized to target high level drug traffickers. Another goal was to reduce the flow of illicit drugs on the I-75 corridor by stationing 5 troopers along the road to recognize and apprehend the professional drug couriers. Finally, the program attempted to seize illegal drugs, property, currency, and vehicles transporting contraband.

The State had six joint planning activities that helped to coordinate Federal funds provided under this program with State agencies receiving Federal funds for drug abuse education, prevention, treatment, and other relevant activities. The first is the Criminal Justice Coordinating Council's (CJCC) Federal Grants Advisory Committee (FGAC). This committee is composed of members from the Department of Public Safety (DPS), Department of Community Affairs, Georgia Department of Corrections (GDC), Prosecuting Attorneys Council (PAC), Judicial Council of Georgia, Georgia Organized Prevention Council, County Sheriffs Office, State Board of Pardon and Parole, and a citizen member.

The CJCC's FGAC's Evaluation Committee is composed of a citizen member and members from the Department of Community Affairs, GDC, Georgia Organized Prevention Council, and the local Chief of Police. The Correctional Institutions and Population Task Force is also a product of joint planning. The members of this group include representatives from the CJCC, GDC, County Sheriffs Office, Council of State Court Judges, Council of Superior Court Judges, local District Attorney's Office, Board of Pardons and Paroles, the State Representative, the State Senator, and the Governor's Executive Counsel.

The Olympic Security Support Group is a jointly planned effort. The group is composed of representatives from a local agency, a State agency, a Federal agency, and a possible venue responsibility. The Governor's Strike Force Control Board and Weed and Seed are also examples of joint planning.

Activities that are jointly funded include the Governor's Strike Force on Drug and Violent Crime and the Metro-Fugitive Squad. These groups are composed of members of the CJCC, DPS, GDC, Georgia Bureau of Investigations, State Board of Pardons and Parole, Department of Transportation (DOT), Department of Natural Resources (DNR), Georgia National Guard, U.S. Marshall's Office, local police departments, local Sheriff's Offices, U.S. Immigration and Naturalization Service, and the U.S. Attorney's Office.



## **GUAM**

During the reporting period, numerous improvements to Guam's criminal justice system's ability to respond to drug and violent crime occurred as a direct result of the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program. The following are some of the most noteworthy impacts on Guam's strategy.

While difficult to quantify, the most important impact that has evolved is a strong working relationship between territorial and Federal law enforcement entities. Rather than competing for recognition and limited resources, they have joined together. This relationship has impacted positively the Territory's Interdiction and Enforcement strategies.

This strong relationship must continue if the Territory is to succeed in eliminating the presence of crystal methamphetamine, a dangerous drug which is commonly referred to as Ice. There were a significant number of Ice seizures and arrests during the reporting period. Multi-jurisdictional task forces seized over 2,221.77 grams with an estimated street value of over \$2,222,770. Guam's Narcotics Unit and Customs Division seized 265.9 grams. The investigative work of the task forces, the Narcotics Unit, and the Customs Division resulted in 44 arrests and 25 convictions at the Federal level.

This increased cooperation also has had a positive impact upon Guam's marijuana interdiction and enforcement efforts. The availability of cannabis is so scarce that finger bags are no longer available. Marijuana rolled cigarettes now have replaced them. The cost for one marijuana cigarette has sharply increased from \$20 in 1990 to \$35 in 1993.

Lastly, this close working relationship resulted in Guam's first drug-related currency seizure and forfeiture. Although the forfeiture occurred at the Federal level, because of the participation of Guam's law enforcement officers in the investigation, the government of Guam received \$83,057 to continue narcotics investigations.

Another important impact of the grant program is the availability of drug detector canines. Without funding from this grant program, Guam's Customs Officers would be without this valuable tool. During the reporting period, a fourth dog was added. With the additional dog, Customs Officers are better able to search incoming mail, airline passengers, baggage, ocean and air freight, aircraft, and ocean vessels for the presence of narcotics.

In addition to its positive impacts on Guam's Drug Interdiction and Enforcement strategies, the grant program has had a positive impact on the territory's ability to prosecute violent and drug-related crimes. A significant portion of Guam's funding has been allocated to equipping its forensic laboratory and training lab personnel. Guam has the only forensic laboratory west of Hawaii, and its lab not only provides forensic services to the Territory, but also to the region.

Through funding that is only available through this grant program, the lab has been able to acquire high-tech, up-to-date analytical equipment. No longer must most evidence be sent off to an FBI forensic laboratory for analysis. Prosecutors now are able to prepare strong cases in a timely manner. Moreover, prosecutors now are better able to obtain convictions, and they are in a better negotiating position when defense attorneys request plea bargains.

The last major impact of this grant program is that it is permitting the Territory to acquire an Automated Fingerprint Identification System. While the road to achieving the capability is long, the reality is becoming closer. During the reporting period, technical assistance from the U.S. Bureau of Justice Assistance was acquired which was invaluable to the development of the system's bid specifications. The bid specifications have been completed, and it is anticipated that the project will be bid out in the beginning of FY 1994. Currently, fingerprints are maintained manually. Unless there is a known suspect, the fingerprints maintained by the Police

Department are of little assistance in identifying crime perpetrators. It is anticipated that once the AFIS comes on line, the Police Department will be in a far better position to solve crimes.

## **HAWAII**

The Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program covered a broad spectrum of the criminal and juvenile justice systems in the State of Hawaii, funding 15 of the 21 authorized purpose areas.

### **DARE**

The four county police departments, through the DARE program, presented substance abuse education to all of the fifth graders in the public school system. All of the counties also attempted to include the private schools in the DARE program. The Hawaii County and Honolulu Police Departments also offered a program for third graders, while the Hawaii County Police Department initiated a program for seventh graders. The Hawaii County Police Department produces a weekly "Dare on the Air" radio program, which is one of three such programs in the nation.

### **Multi-jurisdictional Task Forces**

Two highly successful task forces have made significant progress in reducing the supply of drugs. The task forces include the police departments of the four counties, State agencies, and Federal agencies.

Because of heavy air traffic not only to and from the continental United States but also to and from the Orient, the Statewide Narcotics Task Force focused its efforts on interdicting drugs at the airport by using the "walk and talk" technique. On Oahu, 90% of the drugs seized during the year were the result of the task force efforts. More importantly, through the task force, there is increased coordination among the County, State, and Federal agencies, resulting in the standardization of procedures, techniques, and training, and the sharing of personnel.

Similarly, the Statewide Marijuana Eradication Task Force coordinated missions, shared resources, and standardized procedures, equipment, and training. Through persistent eradication efforts, 451,253 marijuana plants (14,339 pounds) were seized. With marijuana not as easily obtainable, its price has increased. For example, in 1989 marijuana sold for \$2,000 to \$2,700 per pound. In 1992, the price of one pound of marijuana ranged from \$3,000 to \$8,000.

### **Pharmaceutical Diversion**

In order to address the diversion of controlled substances, the Department of Public Safety implemented a program to electronically monitor prescription sales. Whereas previously, monitoring was done manually and as time permitted, the Department now receives monthly reports that are analyzed by a full-time investigator. The results include less time spent on the pre-investigation phase, a 42% increase in the number of individuals identified as fraudulently obtaining controlled substances, and an increase of 15 times the number of cases referred for investigation.

### **Crime Prevention**

In the area of crime prevention, the emphasis was on generating community involvement on the neighbor islands. The Maui Police Department used the Neighborhood Crime Watch program to address the increase in burglaries. During the project period, membership in the program increased from 300 to 1,200. The Department of the Attorney General sponsored mini-conferences on Hawaii, Kauai, and Maui to bring together teams of community groups with representatives from schools, social service agencies, law enforcement, and businesses to identify problems or concerns, prioritize the problems, and develop action plans. Thirty-one teams attended the mini-conferences, and 26 or 84% of the teams submitted action plans.

### Gang Programs

The Honolulu and Maui Police Departments used a three-pronged approach to deal with gangs: gather and disseminate intelligence, implement prevention programs, and carry out enforcement. Gang intelligence is disseminated not only internally within the respective police departments but also externally with other law enforcement agencies via the Gang Reporting Evaluation and Tracking (GREAT) computer system and monthly Statewide Gang Task Force meetings.

Both police departments have instituted two prevention programs in the intermediate schools: the Positive Alternative Gang Education (PAGE) program and the School Attendance Program (SAP).

### Financial Investigations

The Department of the Attorney General, Criminal Justice Division, is responsible for receiving and processing administrative forfeiture petitions under the State asset forfeiture statute. During this period, 235 forfeiture cases were processed. The estimated amount of seized property was \$909,224.

The number of drug-related cases prosecuted by the Maui Prosecutor's Office increased 27% from 322 to 410 using vertical prosecution. The number of forfeiture proceedings went from 5 to 23, a 460% increase. Forfeiture training was provided to both prosecutorial and police staff.

Money laundering is the focus of the Honolulu Prosecutor's Office. Fifteen cases were carried during the period with an estimated money laundering loss of \$7,969,000. The Honolulu Prosecutor's Office initiated interagency contacts with U.S. Customs and the Internal Revenue Service to explore the possibility of an international drug trafficking/money laundering exchange program.

### Improved Court Process

The Judiciary implemented the first phase of a two-phase plan to enhance the court process. An audio-video linkup between the Oahu Community Correctional Center and one of the courtrooms was completed to handle arraignments of in-custody felony offenders. Mock arraignment hearings were successfully held to test the procedures. When operational, the linkup will minimize the need for court appearance by the defendants and legal counsel.

### Prison Industry

The data processing project for women inmates is probably the first significant industry that has been established at the Women's Community Correctional Center. Unlike their male counterparts in correctional facilities, the women inmates have little opportunity to obtain job skills while incarcerated. The women in the data processing project went through pre-employment training and a certified data processing program, which was provided through the community college system.

The graphic design program for male inmates at the medium security facility was developed to provide the inmates with skills in a high-paying field in order to offset the lure of the lucrative drug market and also to expand the capabilities of the prison printshop. The inmates receive on-the-job training in the prison printshop concurrently with instruction on graphic design. Seventeen inmates are in the first class of the graphic design program.

### Drug Treatment

To address the lack of drug treatment services for criminal and juvenile justice clientele, several initiatives were undertaken.

Standardized drug testing policies and procedures were written for the four Family Courts in the State. Statewide training was provided for juvenile probation officers by the American Probation and Parole Association. Urinalysis was conducted statewide and revealed that marijuana was clearly the drug of choice

among juveniles, followed by methamphetamine, amphetamine, and cocaine. Drug treatment services were provided in the Third Circuit on the island of Hawaii.

In the second initiative, all newly sentenced adult felons are assessed for substance abuse at the Reception, Assessment, and Diagnosis Unit of the Halawa Correctional Facility. An average of 38 assessments a month is completed. Individual prescriptive plans, which follow the inmate throughout his incarceration, are then developed.

The Hawaii Paroling Authority uses the TASC model for parolees with substance abuse problems. Urinalysis and drug treatment services are provided in order to prevent the parolee from being re-incarcerated.

#### Forensic Laboratories

The Maui Police Department (MPD) established a crime laboratory and hired and trained a chemist. Whereas previously the MPD relied on the Naval Investigative Services and Honolulu Police Department laboratories, the MPD now has the capability of doing its own crime analysis.

The Honolulu Police Department is in the process of establishing and equipping a clandestine lab response unit to safely and properly remove hazardous material.

#### Criminal Justice Information Systems

The Hawaii Criminal Justice Data Center is in the process of re-designing the Offender-Based Transaction Statistics/Computerized Criminal History (OBTS/CCH) system and reconciling the records between the OBTS/CCH system and the Automated Fingerprint Identification System (AFIS). During this period, a study was completed to determine the needs of the user agencies in the re-design of the system.

The Department of the Attorney General is establishing a juvenile justice information system that will link the various juvenile justice agencies throughout the State. During this phase, a prototype of the system was developed and demonstrated to the user agencies and to the Governor of Hawaii and key legislators. When the system becomes operational in 1995, it will be the first of its kind in the State and in the nation.

#### Innovative Programs

Both the Hawaii County and Maui Prosecutors' Offices created specialized drug prosecution units to improve the prosecution of drug-related cases. The use of vertical prosecution resulted in the improvement of processing time. The dedicated units also enabled the deputy prosecutors to develop expertise in drug prosecution and to improve coordination with the police.

#### Drug Trafficking in Public Housing

To address drug trafficking in public housing, the Hawaii Housing Authority established boundaries for two housing projects on Oahu. In addition, security personnel monitored access to the housing projects and patrolled the grounds during the day. Overt drug dealing virtually disappeared. In this phase, the project is seeking to empower the residents to prevent crime and shift the emphasis away from using paid security. Citizen patrols and neighborhood watches are being organized with assistance from the district community policing team.

#### Domestic Violence

Because the problem of domestic violence is a high priority in the State, the criminal justice agencies, including the police, prosecutors, and the Judiciary, have implemented projects to address this concern.

The Domestic Violence Clearinghouse, a project of the Judiciary, is a one-stop agency that provides information, intervention, and legal services for domestic violence victims. It also staffs the Domestic Violence Task Forces where systems concerns are addressed.

The Honolulu Police Department implemented a coordinated response to the family abuse problem by developing a comprehensive training program for police field officers, providing public awareness programs on domestic violence, and using a team of investigators to reduce the backlog of domestic violence cases.

In an attempt to coordinate the efforts of all the agencies that interact with the Maui Police Department (MPD) on domestic violence, the MPD incorporated an interagency protocol. Crisis counseling was provided in 284 domestic violence situations through a contract with a non-profit agency. In-service domestic violence training is being provided not only for patrol officers but for all uniformed personnel.

The use of vertical prosecution, the use of a team of victim counselors and deputy prosecuting attorneys, the establishment of working protocols, and specialized training by the Honolulu, Kauai, and Maui Prosecutors' Offices have resulted in increased conviction rates and improved services to victims.

#### Detention/Prison Alternatives

The Office of the Public Defender hired a social worker to recommend treatment or rehabilitation services and alternative sentences for adult offenders who pose no danger to the community. The Office diverted 74 offenders from prison, saving the State between \$1,000,000 to \$2,000,000 for their incarceration.

A pilot electronic monitoring program was instituted on the island of Hawaii for juveniles under the jurisdiction of the Family Court. Placing juveniles on electronic monitoring instead of in the detention facility or youth correctional facility, both of which are located on the island of Oahu, enabled the juveniles to remain in their own county, remain in school, and receive necessary services.

## **IDAHO**

Between June 1, 1992 and June 30, 1993, the State of Idaho funded a total of thirty-seven projects in eight program areas. A summary of the activities carried out under the Formula Grant Program and an assessment of the impact of such activities on meeting the needs identified in the State strategy required that statewide priorities be established.

The Idaho criminal justice community's goal was to establish a foundation within the criminal justice system that would result in optimum enforcement efforts, prosecution, and incarceration of drug offenders. Information collected to date indicates that community and school-based drug education programs and investigative efforts directed toward drug-related crime are needed. It was projected that this could be achieved through both State and local efforts.

Planners realized that treatment and education coupled with law enforcement is the only viable approach to a long range solution to the drug problem in Idaho. An attempt was made to fund projects with the potential to have a considerable impact on the drug problem. Priority was placed on programs that include components of several different areas. Decision makers in Idaho have begun to realize the necessity and effectiveness of police programs that address and involve the total community in the criminal justice process. Examples of this are the DARE and community policing programs, which integrate public education, law enforcement, and the community.

The DARE projects are distributed throughout the State, primarily in rural areas with populations of less than 50,000. Sixth grade classes and a few fifth grade classes have been selected to receive the elementary seventeen-week core curriculum. Several of Idaho's projects have initiated the Junior High curriculum and all K-4 students received visitations at funded sites. The DARE program has proven to be an excellent community relations tool and has provided an opportunity for Idaho law enforcement agencies and communities to bond in a unique way.

In addition to DARE, Idaho has two projects, partially funded with grant monies, which operate under the acronym of "PAYADA" or Parents and Youth Against Drug Abuse. This is a locally developed program originated by the Boise Police Department. A critical element of the PAYADA program is that it uses police personnel and equipment in partnership with school and community volunteers. Community volunteers help PAYADA meet the overall objective of reducing drug use and decreasing drug use by early age users. In 1990, President Bush selected the PAYADA program as one of his Thousand Points of Light.

Idaho has had as many as eighteen multi-jurisdictional task force operations over the last five years of Federal funding. The task force concept has enabled law enforcement agencies to draw on multi-regional resources to coordinate drug law enforcement activities which include investigating, arresting, and prosecuting both street level and upper level drug offenders. The task force projects vary in geographical area served, population, and the number of assigned task force personnel. Multi-jurisdictional task forces have been selected by Idaho's evaluation unit for evaluation. Several evaluation documents have been published and are available for review.

The Idaho Department of Law Enforcement's training project has provided specialized task force training for all grant funded project personnel as well as other non-grant funded personnel. This project has centralized the training received. As task force personnel have participated in this project, the outcome has been a unification of effort and standardization of subject matter.

A financial investigative program funded in Idaho through the Department of Law Enforcement targeted for forfeiture the assets gained by trafficking controlled substances in the State of Idaho. The unit has initiated many investigations that have resulted in drug interdiction cases extending nationwide and even into other countries, frequently involving the cooperation of and coordination with other agencies, including DEA, FBI, and IRS.

Another project under this area, administered by the Attorney General's Office, has the three-fold mission of training and educating local prosecutors and law enforcement personnel in the use of the Racketeering Act and other financial crime laws for large scale drug prosecution; drafting and promoting legislation that enhances the Racketeering Act or other legislation that assists prosecutors in drug-related prosecution; and providing local prosecutors and law enforcement personnel with legal assistance and/or special prosecutor services in the investigation and prosecution of major drug trafficking crimes.

Results of this project have been excellent. During the 1993 session of the Idaho Legislature, the unit drafted and promoted three related bills. Although amendments to the Idaho Racketeering Act failed to pass, bills affecting the State's right to restitution and a witness intimidation bill have been enacted into law.

A project to provide substance abuse counselors to work with inmates at two correctional institutions was funded through the Idaho Department of Corrections. Counseling sessions include relapse prevention, alcohol/drug discussions, and parole transition. Another project funds a substance abuse counselor who facilitates psycho-educational groups and acts as a liaison between providers of in-patient services at private treatment centers and probation/parole officers and clients who have extreme addiction problems. This project meets a major need, as a main problem for treating clients with serious, life-threatening addictions is the lack of affordable in-patient services in the community.

The Idaho Department of Law Enforcement forensic laboratory has benefited greatly from Federal funding. Over the past five years, projects have been funded to provide needed services to local criminal justice agencies throughout the State. The three labs, located in Boise, Pocatello, and Coeur d'Alene, were in desperate need of updated equipment and training for lab personnel.

Several projects have been funded to provide innovative programs which address identified special needs. These include the City of Caldwell/Juvenile Assistance project, the Shoshone-Paiute Tribe Anti-chemical Dependency project, the Idaho Department of Law Enforcement Domestic Violence Investigator project, and the Idaho Department of Law Enforcement Community Policing project.

The City of Caldwell project provides assistance to juveniles at risk through an Hispanic intervention team, a family training program, a youth employment service, and local business and service clubs. The anti-chemical dependency project implemented on the Shoshone-Paiute reservation provides a center for the coordination and referral of all services available to designated clients for both prevention and curative services.

The Idaho Department of Law Enforcement's Domestic Crimes Investigator has coordinated efforts throughout the States and provided training and investigative assistance regarding substance abuse-related domestic violence crimes. A high priority has been to minimize the trauma of victims of domestic violence crime resulting from the traditionally insensitive and fragmented investigative process.

The Community Policing Project, implemented by the Idaho Department of Law Enforcement, provides personnel to serve as a clearinghouse for information and resources for local communities. The officers assist local law enforcement in raising the level of public participation in the maintenance of public order. The benefits of this project have been improved crime prevention, greater public scrutiny of police authority, greater police accountability to the community, and encouragement of efforts to recruit women and minorities into police work. The project also has served to improve communication between the public and the various facets of the criminal justice system.

Two other projects within the Idaho Department of Law Enforcement include an evaluation and research project to collect and compile information on the outcomes of the task force and DARE projects, among others, and the Criminal History Records Improvements project designed to assess needs through a baseline audit and develop recommendations and an implementation plan for improvement of the system.

Finally, two projects have been funded in Idaho with discretionary funds. A Rural Innovative Neighborhood Oriented Policing project has been funded through the Caldwell Police Department with a discretionary grant during the reporting period. A priority of this project is to integrate public education, law enforcement, and the community. This funding period is the first year of this project. An intensive evaluation is being initiated by a BJA discretionary subgrantee, and a copy of the findings will be available at the completion of the evaluation.

A Criminal History Records Improvement project has been funded for the Idaho Department of Law Enforcement by the Bureau of Justice Statistics with discretionary funds. The funds will be used for a baseline audit for the State's criminal history records system; a pilot project for automated court disposition reporting; felony flagging of criminal history records; and temporary staff to reduce a data entry backlog. The five percent set aside for the improvement of criminal history records will continue to fund the initiatives begun under the discretionary grant project. The baseline audit which was completed March 31, 1993 is the foundation for this State's long-term records improvement project.

## **ILLINOIS**

The Illinois Criminal Justice Information Authority is a State agency created in 1983 to promote community safety by providing public policymakers, criminal justice professionals and others with the information, tools, and technology needed to make effective decisions that improve the quality of criminal justice in Illinois. The Authority provides an objective, system-wide forum for identifying critical problems in criminal justice, developing coordinated and cost-effective strategies, and implementing and evaluating solutions to those problems. It also works to enhance the information, tools, and management resources of individual criminal justice agencies. With the passage of the *State and Local Law Enforcement Assistance Act of 1986*, the Authority, statutorily responsible for administering the Act in Illinois, became the State's drug policy board as well.

As required under the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program, the authority has prepared the following Annual Report for those projects funded under the program.

The Authority requires each grantee to submit monthly activity reports describing the program's activities and accomplishments. For some of the larger scale programs funded by the Authority, these data reports have been automated and are analyzed on an ongoing basis (such as the multi-jurisdictional enforcement and prosecution programs). For other programs, the data are not yet automated, but the programs are continuously monitored. In addition, some of the largest programs funded by the Authority through the Formula Grant Program are being evaluated by universities and firms with funding from the Authority. Some of the smaller scale programs are evaluated by Authority staff on a periodic basis through analysis of the data reports submitted by the programs.

As can be seen in the following pages, the Authority has made great progress towards implementing programs designed to reduce drug and violent crime in Illinois. The types of programs funded cross all components of the criminal justice system in Illinois, including police, the courts, corrections, and treatment programs for offenders. Through these programs, Illinois has been able to effectively investigate and arrest individuals involved in drug sales and trafficking, process these offenders efficiently through the court system (at both the trial and appellate levels), collect and analyze crime scene evidence, and provide meaningful correctional programs to address community safety, offender rehabilitation, and system capacity.

In addition to the programs that are being funded at the local level, the Authority is also funding a number of statewide programs. These statewide programs also address the needs of all components of the criminal justice system, including enforcement, crime scene processing, prosecution, defense, corrections, and treatment.

## **INDIANA**

In FY 1993, the State of Indiana made significant steps towards decreasing drug use and violent crime. Much of this progress has been accomplished through Formula Grant Program funding. Without this program, which plays a vital role in funding and implementing projects that combat drug use and violent crime, many of the following successes of the past year would not have been accomplished:

- 151% increase in overall drug arrests from 1991
- substantial increases in the number of persons arrested for cocaine, marijuana, and LSD, ranging from 106% to 291%
- 47% increase in conviction rate for drug offenses
- eradication of 70 million marijuana plants
- provision for 28,892 elementary, junior high, and high school students of Drug Abuse Resistance Education (DARE)
- creation and organization of an effective support system for crime prevention through Indiana Watch
- creation of a viable alternative for minor drug offenders through the Intensive Supervision Probation program.

This is only a small glimpse of the important role Formula Grant Funding has played in Indiana's overall drug strategy for 1992-1993. The following Annual Project Report provides the State as well as the Bureau of Justice Assistance with a more analytical review than in previous reports. It should be noted that the program information in this report reflects data, program successes, and challenges as submitted by grant recipients in their quarterly reports to the Indiana Criminal Justice Institute.

Because of the new format required by the Bureau of Justice Assistance, this report covers, in detail, Indiana's anti-drug/violent crime strategy. Each Formula Grant funded program is described in a program summary, in identical format. The following four sections are contained in each program summary:

1. Goals and objectives of the program;
2. Achievements of the project, i.e., quantifiable data, highlights/successes;



3. Program setbacks and challenges;
4. Impact of program on Indiana's drug strategy.

It is the hope of the authors that this format will provide a concise and informative overview of Indiana's anti-drug/violent crime strategy. By using a simple format, program highlights and challenges can be easily referred to, while pertinent data and statistics provide a more detailed overview.

Some program summaries provide a cross-sectional view of the data over the past few years. Statistical trends provide a clearer understanding of the programs.

During the past year there were twenty-three police departments across the State which received Federal funding for their Drug Abuse Resistance Education (DARE) programs. Although DARE programs initially began in the fifth grade, almost all programs have expanded to include kindergarten and high school classes as well as the fifth grade. Over 28,892 students have been reached by Indiana DARE programs. There are currently 302 certified DARE officers in Indiana.

Multi-jurisdictional drug task forces remain the primary vehicle for implementing Indiana's anti-drug efforts at the local level. The goal of the 35 multi-jurisdictional task force grants is to enhance the ability of Federal, State and local criminal justice authorities to target narcotic trafficking conspiracies and to arrest, prosecute, and convict offenders by pooling resources and coordinating efforts. Task forces in Indiana reported 943 arrests from June, 1992, to July, 1993.

Indiana's state-wide community crime prevention program, Indiana Watch, continued to assist in coordinating and organizing crime prevention programs at the local level. Despite local apprehension over involvement of the State government in local programs, Indiana Watch visited 102 law enforcement agencies and conducted the first state-wide conference on community crime prevention programs. By the end of 1993, Indiana Watch hopes to have established local crime prevention programs in 42 counties.

During the past year, Indiana funded 4 Intensive Supervision Probation and Parole programs. The Intensive Supervision program assists counties in reducing jail overcrowding by substituting Intensive Supervision Probation and Parole for incarceration for high-risk but non-violent drug offenders. While all Intensive Supervision programs use random drug testing for probationers, most have increased drug testing with more frequent on-site visitations both at home and at work.

There are four Treatment Alternative to Street Crime (TASC) programs currently being funded in Indiana. The largest is the Indiana Department of Correction Substance Abuse Transitional Treatment Program, which provides counseling and treatment for 6,197 offenders in 7 separate DOC facilities and 8 parole districts. All local TASC programs provide drug testing and counseling. During the past year, they successfully processed 1,374 offenders.

Indiana's two Laboratory Enhancement Grants continued implementing improvements which began during the previous year. The Crime Lab Enhancement grant continues to try to reach the goal of an average case turnaround time of 14 days, as opposed to the current 31 days, as well as to reduce the total case backlog of 597. The DNA Analysis grant allows for the procurement of necessary equipment, training, and certification required to implement DNA analysis.

Indiana funded two major projects for criminal justice information systems to assist both law enforcement agencies as well as public defender offices. The Indiana Public Defender Council Data Information Clearinghouse continued to provide research and litigation assistance to public defenders throughout the State. The Indiana Prosecuting Attorney's Council continued the installation of its prosecutor management software. 45 out of 92 counties in Indiana are connected to this system, and in the upcoming year another 10 to 13 counties will be added.

The Indiana Alternative Sentencing Resource Center continued to propose alternative sentencing for non-violent offenders. During the past year, the Center recommended that the non-violent offenders in approximately 500 cases in 28 counties within the State be sentenced to community-based punishment.

Over the past year, Indiana has made significant strides in coordinating efforts to reduce substance abuse across the State. The Criminal Justice Institute has signed cooperative agreements with the Governor's Commission for a Drug-Free Indiana and the Indiana Family and Social Services Administration, Division of Mental Health. With the implementation of these two agreements, all Drug Abuse Resistance Education programs that receive either Federal Drug System Improvement funding or Drug-Free Schools and Communities Act funding are now coordinated through the Criminal Justice Institute.

The Criminal Justice Institute is a representative member of the State Interagency Council on Drugs. The member agencies represented on the Council are:

1. Alcohol Beverage Commission
2. Criminal Justice Institute
3. Department of Correction
4. Department of Education
5. Department of Health
6. Department of Human Services
7. Department of Mental Health
8. Department of Natural Resources
9. Department of Personnel
10. Department of Public Welfare
11. Department of Revenue
12. Department of Military
13. Department of Transportation
14. Health Professions Bureau
15. Indiana State Police
16. Prosecuting Attorney's Council
17. State Budget Agency

The Interagency Council is staffed by the Governor's Commission for a Drug-Free Indiana. In 1991, legislation passed by the Indiana General Assembly gave the Interagency Council statutory authority to review and approve the alcohol and drug plans along with funding applications for all State agencies, commissions, and boards.

Through monthly meetings and quarterly progress reports filed with the Commission by the member agencies, the Interagency Council serves to reduce duplication of services and activities and coordinates the efforts of other member agencies. New program initiatives are presented to the Council before implementation in order to avoid duplicative or conflictive programming.

Coordination at the local level is a function of Local Coordinating Councils (LCC's) established in each of Indiana's 92 counties. Over 2,700 representatives of local government units, service providers, State and Federal grantees, youth, parents, educators, and other interested persons participate in the LCC's. A major responsibility of each LCC is to prepare and maintain a comprehensive local plan of action that covers the areas of alcohol and other drug abuse prevention, treatment, and interdiction.

A system of 10 Regional Offices of the Commission supports the development and growth of the LCC's. Each office is staffed with two full-time community organization professionals. The Regional Coordinators assist the LCC's in all aspects of preparing and maintaining local comprehensive plans.

In Indiana, coordination and cooperation among all levels of government is a top priority. Fostering stronger working relationships between governmental entities is the first step in winning the war against drugs.

## **IOWA**

This report summarizes the programs and activities funded under the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program during the time period July 1, 1992 through June 30, 1993. (In Iowa, this grant program has been called the Drug Control and System Improvement Grant Programs.) This submission to the Bureau of Justice Assistance (BJA), Office of Justice Programs, U.S. Department of Justice satisfies the first-year requirement for a report. In the past, Iowa has published a document describing all funded projects and activities under the Formula Grant Program. This report will replace that "project reporting" and follow the format indicated by BJA.

The report is organized in five sections: 1) Formula Grant Program activities; 2) Discretionary grant program activities; 3) Evaluation results; 4) Program coordination efforts; and 5) Supplemental information.

The Formula Grant Program description is the bulk of the document. All projects funded with grant funds during the time period July 1, 1992 through June 30, 1993 are listed, and results of the programs are described. Past funding amounts and program activities are included. The projects are reported by program purpose area, with the goals and objectives of the grant program strategy for each purpose area listed. The information has been gathered from grant applications, quarterly progress reports, and annual project reports.

The Iowa Governor's Alliance on Substance Abuse is the office designated by executive order as the State agency to administer the Formula Grant Program for the State of Iowa. The office is unique in that its chief function is coordination. The office is headed by the State Drug Enforcement and Abuse Prevention Coordinator, who by statute is directed to coordinate and monitor all statewide narcotics enforcement efforts, State and Federal substance abuse treatment grants and programs, and statewide substance abuse prevention and education programs in communities and schools; coordinate the efforts of the departments of corrections, education, human services, public health, and public safety; and assist in the development and implementation of local and community strategies to fight substance abuse. The Coordinator is further directed to submit an annual report to the Governor and the legislature concerning State substance abuse activities and programs including a needs assessment of substance abuse treatment programs and narcotics enforcement and advisory budget recommendations relating to substance abuse treatment, enforcement, prevention, and education. In addition, the Coordinator chairs both the Drug Abuse Prevention and Education Advisory Council, which also serves as Iowa's Drug and Violent Crime Policy Board, and the Narcotics Enforcement Advisory Council.

Other programs of the office include the Iowa SAFE (Substance Abuse Free Environment) Communities Program, a community mobilization prevention effort, and the Partnership for a Drug-Free Iowa, a State alliance of the Partnership for a Drug-Free America media prevention campaign.

Iowa's FY 1992 strategy included a wide variety of anticipated projects in 16 program purpose areas. While multi-jurisdictional drug law enforcement task forces were emphasized and promoted within the State, prevention, treatment, and system improvement were also sought. During the reporting period, Iowa's grant of \$5,069,000 was allocated to 13 purpose areas. The breakdown was as follows:

1. Demand Reduction Education	\$ 202,455
2. Multi-jurisdictional Task Forces	1,910,022
3. Pharmaceutical Diversion	138,159
7. Apprehension	6,000
8. Prosecution	362,700

9. Financial Conspiracy	336,987
10. Court Delay Reduction	32,656
11. Intensive Supervision	75,000
13. Substance Abuse Treatment	356,801
15. Drug Technology and Information Systems	1,441,169
18. Domestic Violence	108,896
20. Jail Capacity Management	103,558
21. Urban Enforcement	59,470

Iowa was required to pass through to local jurisdictions a minimum of 41% of available program dollars. The State more than exceeded this requirement as 75% was passed through to local projects. This percentage has remained consistent throughout the history of the grant program in Iowa.

A significant amount of resources has been invested in multi-jurisdictional drug task forces. The number of and funding for task forces has grown steadily over the six years of the grant program. In 1987, two task forces were funded with \$92,065, and in 1992, 23 task forces were funded with \$1,892,489. Fifty-eight of Iowa's 99 counties were involved in task forces in 1992, with over 200 participating agencies. All local task forces coordinate with State and Federal agencies.

The Governor's Alliance further supported the multi-jurisdictional task force concept by funding local prosecutorial support for task force projects through the Comprehensive Career Criminal and Drug Prosecution Support Program, Prosecuting Attorneys Training Council, Iowa Department of Justice.

Task force projects were required to collect and report standardized performance indicators. Also, the Governor's Alliance sponsored quarterly meetings of task force representatives. These activities are described further in the Formula Grant Program activities section. The first "Multi-jurisdictional Drug Enforcement Task Forces" publication was distributed during the reporting period. This 12-page publication describes the role of task forces in combatting drugs in Iowa.

Major improvements in coordination were made during the reporting period. The Governor's Alliance on Substance Abuse and the Division of Substance Abuse and Health Promotion, Iowa Department of Public Health, jointly published the 1992 Iowa Substance Abuse Report. The report served as the Coordinator's Annual Report and the FY 1993 application for Formula Grant funds, and satisfied the legislative requirements of the Division of Substance Abuse and Health Promotion in developing an annual plan. In 1993, the departments of Corrections and Education will join in the publication. The joint report provided an overview of the substance abuse problem in Iowa, the efforts and resources dedicated to reduce the harms which result from the State's substance abuse problem and a summary of programs identified for emphasis. A major portion of the report included the Iowa Substance Abuse Data Indicators, a series of databases which describe a variety of alcohol and other substance abuse indicators. The indicators provide information on the status of substance abuse prevention and treatment needs of Iowa's population, as well as historical trend data of relevance to examine the efforts to reduce the use and prevalence of alcohol and other drugs in the State.

The indicators were developed and selected by the Drug Abuse Prevention and Education Advisory Council. The collection of the indicators from various State departments is conducted by the Division of Criminal and Juvenile Justice Planning, Iowa Department of Human Rights, pursuant to a contract for technical assistance and evaluation services funded by the Formula Grant Program. The collection and compilation of the data began in 1991 and is anticipated to continue. The indicators are discussed further in the evaluation section of the report.

## **KANSAS**

During the period of July 1, 1992 through June 30, 1993, Kansas maintained a multifaceted approach to the drug abuse problem by providing funding for prevention, interdiction, prosecution, and treatment. In FY 1993, the State of Kansas funded BJA Program Areas 1, 2, 3, 7a, 10, 13, 16, and 21.

Program Area 1 contains demand reduction education programs (DARE) in which law enforcement officers participate. The DARE program in Kansas occupies 23% of the grant monies from BJA. The program has provided drug abuse education to 68,242 of the 445,390 students in Kansas.

BJA Program Area 2 is composed of multi-jurisdictional task force programs that integrate Federal, State, and/or local drug law enforcement agencies and prosecutors for the purpose of enhancing interagency coordination and intelligence and facilitating multi-jurisdictional investigations. In Kansas, 28 grant subgrantees have received \$1,798,478 for this purpose.

Programs designed to target domestic sources of controlled and illegal substances, such as precursor chemicals, diverted pharmaceutical, clandestine laboratories, and cannabis cultivations make up Program Area 3. This Program Area was satisfied with a grant to the Kansas Bureau of Investigation (KBI) laboratory. With funds from the grant, additional equipment was given to the laboratory to help reduce turnaround time. As a result, there has been a 25% increase in the number of drug samples analyzed annually. The KBI Narcotics Strike Force has also seen an increase in raids, interdiction, and seizures.

To improve 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 is the goal of Program Area 7a. BJA grant funds have been given to many projects that satisfy this Program Area. The Kansas City, Kansas Neighborhood Crime Unit and the Drug Intelligence/Support Unit held 205 meetings with complex managers and had 1,043 door-to-door visits with residents. The Topeka S.C.A.T.'s (Street Crime Action Team) goals are street-level drug interdiction and suppression and gang identification, suppression, and prevention. The Wichita S.C.A.T., which focuses on street-level drug dealing and gang crimes, has seized 123 firearms this year. The number of citizen complaints about gang activity and street level drug dealers has decreased.

Program Area 10 includes operations which improve the operational effectiveness of the court process by expanding prosecutorial, defense, and judicial resources and implementing court delay reduction programs. Funds have been spent on special drug prosecutors and the training to implement sound criminal defense practices under sentencing guidelines for drug and other cases.

Providing programs which identify and meet the treatment needs of adult and juvenile drug-dependent and alcohol-dependent offenders is the goal of Program Area 13. The Kansas Department of Corrections Alcohol and Drug Addiction Primary Treatment (ADAPT) program admitted 10,558 clients in FY 1993, and 9,039 of them successfully completed the program. The Kansas Department of Corrections, Division of Community and Field Services admitted 786 clients in FY 1993, and 611 of them successfully completed the program. Kansas also has Day Reporting Centers which provide enhanced supervision for substance abusers engaged in the recovery process.

Innovative programs which demonstrate new approaches to enforcement, prosecution, and adjudication of drug offenses and other serious crimes are included under Program Area 16. In Kansas, additional investigators have been added to Drug Enforcement Units. Narcotics units and computerized intelligence files have been established. Line officers have been given drug interdiction and legal risk management training. Also, a Case Management Prevention and Intervention Program has been created for low income women of childbearing age and pregnant and parenting women currently drug involved or at high risk for drug involvement.

Program Area 21 is composed of programs whose primary goal is to strengthen urban enforcement and prosecution efforts targeted at street drug sales. In Kansas, an effort has been made to increase urban enforcement and prosecution of street drug sales.

Coordination between State agencies has been accomplished through several committees. The Governor's Interagency Coordinating Committee on Substance Abuse is composed of representatives from 22 State agencies. The Kansas Family Initiative is the first statewide parent training and empowering program in the nation. A group of State agencies shares monies to train trainers, advertise, and coordinate this program. The Governor's Conference on Alcohol and Other Drug Abuse was held in October 1992. This conference allowed State agencies to share plans and resources.

## ***KENTUCKY***

Each year through the Drug Control and System Improvement Program, the Justice Cabinet establishes objectives for addressing criminal justice system concerns. Education and prevention/treatment are examined to the extent that those systems interface with the criminal justice system. The success of past efforts have assisted in establishing goals and objectives for the future. This annual report reflects the result of those efforts with a summary of Formula-funded projects for the 1992-3 fiscal year reporting period.

During preparation of the 1992 plan, a drug control and system improvement survey polled all criminal justice agencies. The survey revealed that respondents were more concerned with drug education programs than with strengthening enforcement activities. Therefore, specific problems addressed in the 1992 statewide plan included a continuum of services to address drug availability, drug education and attitudes, and marijuana production.

The 1992 strategy identified statewide funding priorities for six specific areas: enforcement/prosecution, corrections/treatment, adjudication management, education/prevention, administration and systems. The process focused on supply and demand reduction. Kentucky's initiatives also considered the priorities of the National Drug Control Strategy: enforcement, eradication, and drug testing. Twelve of the 21 purpose areas were identified for the 1992-93 fiscal year. Eight purpose areas were funded within the fiscal year reporting period.

Projects proposed for the 1992-93 fiscal year that were not funded during the reporting period include a drug-free school zone project, a pilot adjudication management project, a continuing jail testing and treatment project, an asset forfeiture unit enhancement, and a criminal history project. However, two of those have been funded in subsequent funding cycles. One was awarded, but the subgrantee was not able to implement the project. In addition, a project to upgrade a statewide intelligence system became a funding priority within the reporting period using resources generated by projects that were not funded.

New trends, directions, and programs incorporated in the plan included expanded criminal history records information, regionalized criminal justice planning and expanded testing and treatment of incarcerated offenders. For the period reported herein, criminal history records enhancement projects have been funded but are not complete for annual reporting. Regionalized planning efforts have been very successful in the areas of the state where implemented. The best use of resources available has occurred in those areas.

The Justice Cabinet continued criminal justice planning in the Area Development Districts (ADDs) with administrative funds. Each ADD representative serves as the liaison between the Cabinet and the agencies of the region he or she represents for all criminal justice planning initiatives. The emphasis is on regionalized services for the communities of the Area Development Districts. The plan continues to enable involvement in the Federal grant programs for many local jurisdictions not otherwise eligible because of a lack of matching resources.

Projects implemented in the reporting year reflect the Justice Cabinet's fulfillment of recommendations, for which the Justice Cabinet was responsible, in the 1991 Kentucky Drug-Free Commission report. Many cooperative measures have been initiated as a result of this coordinated effort. The underlying theme in Kentucky's 1992 plan, as in subsequent plans, was cooperation and coordination. The importance of the role of local agencies to that of the state can be measured in our effectiveness toward reducing the demand and supply of drugs in the Commonwealth. To the extent that State and local governments have been willing to commit to eliminating the problem, every level of government continues to enjoy success. Many of the problems identified by the criminal justice community have been addressed with these projects. Unfortunately, each and every idea cannot be implemented. However, with the goals and objectives established in past strategies, many significant improvements have been made.

## ***LOUISIANA***

The Annual Report of July 1, 1992 through June 30, 1993 summarizes the activities of 11 program areas funded under the Drug Control and System Improvement Formula Grant Program. The major categories of the projects funded are Demand Reduction (DARE), Narcotics Apprehension and Reduction, Narcotics and Violent Offender Prosecution, Crime Lab Upgrade, Asset Forfeiture, Court Delay, Criminal Records Improvement, Intensive Incarceration/Detention and Alternatives to Incarceration, and innovative violent crime efforts (Homicide/Armed Robbery Task Force, Property Crime, Street Gang Reduction). The activities will be reported and summarized by BJA Purpose Area and Program, and include all grant projects which were active during the 12-month period requested.

The activities reported reflect the goals of the State in the latest BJA Formula Grant Strategy. Those goals are listed below.

### **Apprehension**

- Improve efforts to control drug trafficking through increased arrests, prosecution, and conviction of drug offenders.
- Provide resources for personnel, overtime, equipment, and confidential funds for law enforcement programs in their anti-drug efforts.
- Provide law enforcement personnel with specialized training in the field of drug law enforcement.
- Improve cooperation and coordination among law enforcement and criminal justice agencies in the war on drugs through multi-jurisdictional efforts.
- Improve efforts to conduct multi-jurisdictional investigations and prosecution.
- Support law enforcement by providing an intelligence system for collecting, analyzing, and disseminating information on drug traffickers and offenders in the State for case development.
- Support new and innovative apprehension efforts aimed at intensive street-level projects, gang-related projects, and violent crime projects.

### **Prosecution/Adjudication**

- Increase the number of major drug offender prosecution efforts and the number of prosecutors assigned to drug cases.
- Continue to provide training for prosecutors assigned to narcotics cases.
- Continue to assist courts in their delay reduction efforts in handling increasing drug caseloads.
- Continue to upgrade crime laboratories in the State for more efficient and rapid processing of drug cases.

### **Asset Forfeiture**

- Continue efforts aimed at using the new Asset Forfeiture statutes in the State to bankrupt drug dealers/traffickers and remove the profits from drug trafficking.
- Encourage cooperation between law enforcement and criminal justice agencies in fully utilizing the asset forfeiture statute.

### **Demand Reduction**

- Use law enforcement to reduce the public's demand for drugs.
- Continue to work with law enforcement and school districts to implement and continue the DARE programs across the State.
- Provide training for approximately 100 officers who wish to become DARE certified.

### **Intensive Supervision/Pretrial Detention**

- Promote the adoption and continuation of programs designed to monitor and supervise defendants on pretrial release.
- Promote and continue programs designed to intensify supervision of those offenders on probation/parole who are at high risk with regard to drug abuse/use.

### **Intensive Incarceration/Treatment**

- Continue to support and promote adoption of treatment/rehabilitation programs aimed at substance abuse offenders both in State and local prisons.

### **Information Systems**

- Provide the State of Louisiana criminal justice planners with better data for strategic and operational planning.
- Improve drug data and drug-related violent crime and serious offender data.
- Enhance and improve Computerized Criminal History Records.
- Support, enhance, and expand the Uniform Crime Reporting System in Louisiana.



## **MAINE**

The guiding principles underlying the State of Maine's Drug Control and System Improvement Strategy are those of integration and unification at all levels of law enforcement, including prosecutorial as well as investigative agencies. No longer can any one investigative or prosecutorial agency operate independently in efforts to interdict and eradicate the crime confronting the citizens of the State of Maine. Drug smuggling cartels and drug traffickers are well organized, coordinated, and integrated, often on a regional, national, or even international basis. If Maine is to be successful in its efforts to interdict and finally eradicate drug smuggling, drug trafficking, and other crimes within its boundaries, a cohesive and integrated working law enforcement partnership of Federal, State, and local prosecutorial and investigative agencies must be developed, funded, and coordinated.

From a statewide perspective, cocaine trafficking cases must constitute a top priority. This priority is based not only on the addictive nature of the substance itself, resulting in a physically and psychologically destructive potential, but also because of its key role in motivating derivative crime such as burglaries, robberies, and thefts which are perpetrated in order to obtain funds to support cocaine use.

A statewide strategy must address each of the four levels of drug use criminality: users, street level retail dealers, statewide wholesale distribution organizations, and national and international production and smuggling cartels. In addition to the need for an integrated approach to Maine's drug trafficking and drug abuse problems, Maine must also address the other types of criminal activities in order to provide the necessary treatment for those offenders.

The objective of investigation and prosecution efforts is to immobilize drug trafficking organizations by incarcerating their members, seizing their drugs, obtaining drug-related asset forfeitures, and deporting alien traffickers. A successful investigation and prosecution strategy reduces drug trafficking and abuse as well as related criminal activities, such as money laundering, tax evasion and corruption.

Without exception, law enforcement authorities in those areas of the State not covered by drug task forces have repeatedly urged the formation of additional units to deal with the increasing drug problems in their counties. Surveys of State, county, and local law enforcement agencies have indicated that task force expansion is their top priority. As previously indicated, the success of these units has been high, especially in light of the unstable financial commitments available in the past.

The expertise necessary to combat drug trafficking resides in a diverse collection of Federal, State, county, and local departments and agencies within the State of Maine. Each of these brings a unique combination of skills, knowledge and experience to the fight against drug trafficking and abuse. For most of these organizations, however, drug law enforcement is only one of many missions to be performed. The Maine Drug Enforcement Advisory Board (M.D.E.A.) was created by the Maine Intergovernmental Drug Enforcement Act of 1987. The M.D.E.A. serves as the lead agency in the fight against drug trafficking and abuse in Maine and provides the administrative structure for coordination and control of multi-agency task force efforts. The existence of the Agency has resulted in the establishment of uniform operating policies and procedures across regional task forces and ensures coordination of investigatory activities. The M.D.E.A. expanded its operations in FY 1993.

The success of Maine's battle against those who produce, transport, and traffic illicit drugs is highly dependent upon the ability of Maine law enforcement agencies to collect, analyze and interpret drug-related data. Drug information serves two principal purposes. First, it provides the foundation for identification of both the problems facing drug agencies and the opportunities which exist to positively impact these problems. Secondly, it serves as the principal means of measuring the impact of drug enforcement activities. The thrust of Maine's Drug Control and System Improvement Strategy is to support the continued development and refinement of drug-related information systems by the various components of the Maine criminal justice process.

Intelligence has played an increasingly important role in drug law enforcement in recent years and will continue to do so. Reliable and timely intelligence allows law enforcement resources to be applied more effectively and efficiently. In view of budgetary considerations and the limited resources available to law enforcement in combating the drug problem, expanded and improved intelligence collection, analysis, and dissemination may offer one of the best hopes for future success.

Drug intelligence has contributed to many enforcement successes against the drug trade. The primary measure of success within the intelligence area is effective eradication, interdiction, investigation, and prosecution, and other action resulting from gathering, analyzing, and disseminating timely and accurate information. Intelligence success is also gauged by the ability to anticipate and predict significant changes in drug production, trafficking, and distribution schemes so as to alert law enforcement agencies in time for them to counter these moves. The resiliency and resources of major trafficking organizations make this type of intelligence capability critical to law enforcement effectiveness.

The availability of resources to act on intelligence that has been gathered and analyzed is sometimes limited and constrains its effective use. Therefore, simply gathering more intelligence is not the answer; better and more selective intelligence is required. In this regard, intelligence collectors and users must coordinate their efforts to ensure that intelligence needs are fully understood and that information collected can be used by the law enforcement community.

The primary objective of the drug interdiction strategy is to reduce the amount of illegal drugs entering the State of Maine by targeting the transportation link between drug supply and demand. Specifically, interdiction focuses on detecting, identifying and intercepting shipments of illegal drugs as they move from their departure point in source locations, along smuggling routes, to our land, sea, and air borders. Once shipments are intercepted, the violators are arrested, and the drugs, conveyances and other assets are seized.

In October, 1988, the Maine Criminal Justice Academy, in coordination with the Maine Department of Education, Division of Alcohol and Drug Education Services, sponsored a Drug Abuse Resistance Education (DARE) Officer training program. Thirty nine local, county and State law enforcement officers were trained by the Los Angeles Police Department to provide DARE programs throughout the State.

Since that initial program, training programs have been conducted to expand or maintain DARE programs statewide. This has been accomplished through coordination with and cooperation of the Virginia State Police DARE training program. It appears that DARE and other demand reduction activities conducted by police officers will continue to grow, along with a need to train officers to continue present programs.

In the last two years, there has been an increased interest in community crime prevention activities within Maine's police agencies. As the result of needs of the law enforcement community, the Maine Criminal Justice Academy has expanded its program to offer specialized crime prevention training. These programs have and will continue to provide formal training to law enforcement practitioners, enhancing their capabilities to implement, maintain, and expand community crime prevention programs.

Families, school systems, work sites, and city and State welfare departments are negatively impacted by the high frequency of substance use and abuse. Substance abuse in combination with criminal activity disrupts family systems, causing adolescent and childhood development problems. As a direct consequence, school classes are disrupted by problem behavior and poor learning ability. Poor job performance affects the strength of local work sites' productivity or leads to termination which may place a family on public assistance resources. Drug testing of selective violators and participants in certain treatment and correctional programs is an established practice within Maine. However, testing program expansion is necessary to achieve user accountability and derive the full benefit of testing results in judicial and treatment decision making.

Alliances between community residents and the police are essential for making neighborhoods safe and drug-free. Efforts within law enforcement need to use proactive techniques as well as problem solving activities. Law enforcement agencies can act as catalysts for developing and sustaining a coordinated network of services for neighborhoods.

## **MARYLAND**

The annual report for Maryland covers activities during FY 1993, July 1, 1992 to June 30, 1993, and specifically responds to the question, "But for the Formula Grant Program funding, what would not be in place or not have been accomplished in this State?"

The Governor's Drug and Alcohol Abuse Commission is Maryland's substance abuse policy and coordinating body and is the State agency charged with administering the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program. An annual plan for reducing and preventing illegal drug-related activities and drug and alcohol abuse in Maryland is produced by the Commission, which outlines the nature and extent of the drug and alcohol abuse problem in the State and effective strategies to impact the problem. The Byrne Memorial Program is used to support these strategies in the State's criminal justice system.

The current nature and extent of the State's drug problem indicates that Maryland's greatest drug control challenge will come from habitual users and economically and socially vulnerable populations that include, among others, school drop-outs, aliens and transients such as migrant workers, and out-of-state drug entrepreneurs. The State, with the support of the Federal government, must sustain the momentum of its anti-drug efforts. To this purpose, a number of strategies have been developed using the Federal grant funds administered by the Commission. These strategies include:

- bringing law enforcement together with other criminal justice agencies as well as prevention, treatment, and education services so that collaborative approaches can be developed focusing on demand reduction through prevention
- advocating the focus of more resources on the problems of underage drinking and drug impaired drivers
- making police operations more efficient by improving and expanding the use of management and criminal intelligence information systems
- providing law enforcement officers and prosecutors with resources to innovatively disrupt drug trafficking and immobilize criminals
- furnishing judicial officers with the kind and quality of information needed to make the most appropriate pretrial release and sentencing decisions

The Byrne Memorial Formula Grant Program as well as discretionary grants from the Bureau of Justice Assistance are used to implement these strategies. In essence, if it were not for the Formula Grant Program, the availability of valid statewide drug information and research capabilities, statewide drug law enforcement coordination, drug intelligence data, and programs directed at the treatment of drug offenders would not be a reality.

Valid data and information is the key to developing effective programs which can implement Maryland's drug control strategies. To this purpose, the Commission has funded with Formula Grant funds the Center for

Substance Abuse Research (CESAR) at the University of Maryland, College Park. The Center performs as an information center so that accurate and valid data about statewide drug use can be collected and relayed to State and local government, policy makers, service providers, and other researchers throughout the State. Furthermore, CESAR staff participates annually with the Criminal Intelligence Unit of the Maryland State Police (MSP) and Commission staff to jointly collect and process data in order to prepare a report on the nature and extent of the drug problem in Maryland.

Prior to the availability of the Formula Grant Program, the various drug control operational responsibilities were scattered throughout the MSP, and coordination was non-existent among the various other State and local enforcement agencies. Funded with formula grants beginning in 1991, the Bureau of Drug Enforcement was established to provide direction and focus to the State's drug control efforts. One of the units in this Bureau is the State Office of Drug Enforcement Coordination (SOSDEC) which has representatives covering the range of agencies, State and local, involved in drug control efforts. Today, through the use of enhanced statewide procedures for better cooperation, fostered by the establishment of SOSDEC and supported with Formula Grant funds, the situation is much improved. SOSDEC has unified and focused Maryland's drug law enforcement effort in a manner that truly exemplifies the concept of cooperation, coordination, and the sharing of resources. Success of this program is noted by the fact that the Bureau of Drug Enforcement is included in the MSP's State budget for FY 1994.

One of Maryland law enforcement's most notable shortcomings in 1987 pertained to drug-related intelligence and its analysis. Few agencies had staff designated to develop and analyze such intelligence. MSP, with a statewide drug law enforcement mandate, had only one drug analyst who was often totally occupied simply in providing operational support for a single investigation. There was no appreciation of the need for intelligence, both for case making and for strategic planning.

Using Formula Grant funds from the Commission, the MSP organized the Criminal Intelligence Division. The Division currently has nine full-time analysts and a number of programs designed to support the intelligence needs of Maryland's large and varied drug control community. The high quality of the work product of this Division has been noted over the past two years. Three MSP analysts received national awards for their intelligence products--one in 1992 and two in 1993; and one of these analysts also had excerpts from his work product quoted in the Congressional Record--Senate, dated October 19, 1993. Grant funds were provided for three years through June 30, 1993 when this Division was funded in the MSP's FY 1994 State budget.

The Commission recently awarded formula grants to the Maryland Department of Public Safety and Correctional Services totalling \$2,300,000, including State matching funds, in order to initiate a "Drug Court" program in Baltimore City. The projects supported by these grants are designed to provide a continuum of offender management services that include client identification soon after arrest, a procedure to provide in-depth assessments, recommendations for treatment needs and security/public safety requirements, and referral to comprehensive substance abuse treatment within the criminal justice system. The Formula Grants will specifically support an intensive diversion program for pre-trial arrestees in Baltimore City who have a history of substance abuse and who meet the eligibility criteria for the program. Without the Formula Grant funds, the ability to bring together so many local and State agencies that by necessity must be a part of a drug court model would not be possible.

Finally, the Commission promotes interagency cooperation and develops partnerships that result in efficient and innovative ways to reduce drug and alcohol abuse and heighten public awareness of the many issues involved in substance abuse. The commission devotes many resources to developing strategies, supporting programs, and engaging in initiatives intended to have a long-term and far-reaching effect.

For example, one successful partnership coordinated by the Commission is the continuing success of the statewide anti-drug and education campaign "Partnership for a Drug-Free Maryland," a public-private alliance of advertising professionals. Launched in 1991, Maryland's campaign is the nation's largest and is lauded by the

Partnership for a Drug-Free America as the best organized and managed. Maryland's campaign is presented as a model for other states to emulate.

Emphasis is placed on media messages that communicate the importance of strong families and family values; the importance of educational achievement and aspirations for children; and the importance of strong community anti-drug norms and community ownership for solutions to substance abuse problems. Studies conducted by independent researchers indicate that the Maryland campaign has increased public awareness of drug-related issues and has helped to foster increased anti-drug attitudes.

Another example of interagency cooperation and effective partnerships is the formation of the Maryland Fetal Alcohol Syndrome/Fetal Alcohol Effect Coalition. This coalition is working toward heightening awareness of fetal alcohol syndrome, establishing a clearinghouse of information, and supporting legislation that requires a health message warning sign on the dangers of alcohol to the fetus at points-of-purchase.

The Commission's partnership and coalition-building activities have also extended into the areas of crime and violence. A community collaboration summit called "What Works in Mobilizing Communities to Fight Crime and Drugs" was organized and sponsored by the Commission, the Alcohol and Drug Abuse Administration, and the Maryland Community Crime Prevention Institute. More than 120 representatives from State, county, and local organizations came together to discuss ideas and plans for the future. Community groups highlighted major successes as well as the challenges they face continuously in their fight against alcohol and drug abuse and crime. Innovative strategies and effective tactics were shared. Needs, problems, solutions, and ways government can assist citizens on the community level were discussed. Proceedings were published and serve as a resource for groups.

Finally, the Commission also administers the Governor's portion of the Federal funds available to the states under the Drug-Free Schools and Communities Act of 1986. Grants provided by the Commission have funded a number of community-based programs focused on high-risk youth. One of the more unique collaborations using the DFSCA money and the Edward Byrne Memorial block grant program is the implementation of community policing initiatives. The Commission has funded community policing projects with the Edward Byrne Memorial Formula Grant funds, complemented with DFSCA funded projects aimed at high-risk youth in the same community.

As a result of the Commission's efforts, nearly all State Departments and agencies have developed appropriate drug abuse prevention or control missions. In addition, the Commission has encouraged and supported over thirty-three multi-agency partnerships which are designed to make more effective and efficient the use of limited State and Federal resources.

## ***MASSACHUSETTS***

In compliance with the U.S. Bureau of Justice Assistance regulations, this is the first annual report on the use of Anti-Drug Abuse and System Improvement Act Formula Grant funds for the period July 1, 1992 to June 30, 1993. It describes the goals, programs, and results of the programs funded by the Massachusetts Committee on Criminal Justice. It also describes collaborative and coordinating activities of the Committee.

The Massachusetts Committee on Criminal Justice aims to create and sustain an environment which encourages discussion, debate, and exploration of criminal justice issues. The mission will be realized by inviting criminal justice agency heads, practitioners, educators, community leaders, and concerned citizens to participate in symposia; by funding and supporting demonstration projects; and by collecting and disseminating data on the implementation and effectiveness of criminal justice initiatives.

## Goals

Programs funded by the BJA Formula Grant Program in FY 1993 were based upon goals in four areas of criminal justice: law enforcement, treatment, prevention, and systems modernization and improvement.

The goals for law enforcement were as follows:

- enhance the quality of prosecution, investigation, and the administration of law enforcement agencies
- reduce the availability of illicit controlled substances
- disrupt and de-stabilize street gangs and other criminal organizations
- reduce the rising number of domestic violence incidents
- reduce the amount of drug-related violence

The goals for treatment were to accomplish the following:

- develop model incarceration programs for young criminals with substance abuse problems
- reduce the number of incarcerated substance abusers through treatment and education
- introduce drug treatment and urinalysis testing at all levels of the criminal justice system
- decrease the number of casual drug users through education and treatment

The goals for prevention were as follows:

- reduce young people's demand for drugs
- establish model drug and violence prevention programs
- educate law enforcement officers in prevention programs
- ensure the survival of the DARE program

The goals for modernization and improvement were as follows:

- develop a strategy for improvement of criminal record systems in the Commonwealth
- develop a case-flow management system in the courts
- expand and update the Automated Fingerprint Information System to allow fingerprint verification of all offenders in the criminal justice system
- upgrade management information systems for the State Police and local agencies

These goals were used to design BJA-funded programs and to evaluate results and impacts.

## Purpose Areas Funded

To achieve these goals, projects in 14 of the 21 authorized purpose areas were funded: demand reduction, multi-jurisdictional task forces, pharmaceutical diversion, community crime prevention, improvement of law enforcement, improvement of the court process, treatment for incarcerated offenders, treatment for juveniles, correctional industries, victim witness programs, systems improvement, innovative programs, domestic violence, and user accountability.

## Results

These projects resulted in significant achievements in each of the four areas targeted by the goals.

### Law Enforcement

- Funded projects arrested more than 16,000 offenders for drug and violent crimes;
- More than 14,000 firearms used in crime were seized during drug and related arrests;
- Nearly \$2,000,000 in currency and \$3,000,000 in assets were forfeited by offenders; and
- Arrest rates for violating domestic violence court protection orders increased 100 percent.

### Treatment

- More than 1,600 offenders in custody received substance abuse treatment;
- Over 1,000 youth participated in treatment programs; and
- A collaborative project with the Massachusetts Trial Court was begun to demonstrate drug testing procedures in the Courts.

### Prevention

- More than 300,000 children received DARE instruction;
- Two-thirds of the police departments had DARE certified officers;
- Three-fourths of the schools in Massachusetts had DARE programs;
- The Commonwealth received DARE state certification; and
- More than 600 youth participated in public speaking programs against drug use.

### Systems Improvement

- Expansion of the AFIS fingerprint system reduced backlog and turnaround time for offender identification;
- Criminal history disposition records are now updated by direct electronic connection with the Office of the Commissioner of Probation;
- Trial Court notification to the Registry of Motor Vehicles has been automated for suspension of licenses of drug offenders; and
- The development of a post-conviction tracking database with contributions from Correction, Sheriffs, Parole, and Probation has been initiated.

### **Coordination**

Committee projects are coordinated with a number of organizations. The Committee co-directs and oversees the Law Enforcement Working Group and the Chelsea's Weed and Seed Steering Committee.

The Committee has membership on the following: Governor's Urban Task Force; Criminal Justice Training Council Policy Board; Governor's Task Force on Hate Crimes; Victim Witness Assistance Board; Lt. Governor's Domestic Violence Commission Working Group; Massachusetts Crime Prevention Officers Association; and Task Force in Improvement of Criminal History Records.

The Committee also has collaborative projects with the following: Massachusetts Chiefs of Police Association; Massachusetts District Attorneys Association; Massachusetts Sheriffs Association; Massachusetts Department of Public Health; and Massachusetts Department of Education.

## ***MICHIGAN***

Drug abuse remains one of the top problems facing the State of Michigan. Dangerous trends developed as drug dealers expanded their urban base to medium and smaller sized cities and towns along the State's interstate highway system and then to rural areas. A number of these areas are experiencing unprecedented drug-related violence and increasing murder rates. These areas are also experiencing an increasing number of drug arrests of non-residents from urban areas. Federal Anti-Drug Abuse Act funds provided to Michigan from the Bureau of Justice Assistance are critical for criminal justice efforts to reduce the impact of substance abuse.

Michigan's drug strategy focused on all components of the criminal justice system. Of the 21 purpose areas under the Anti-Drug Abuse Act, Michigan selected seven for funding. The purpose areas funded are demand

reduction education, multi-jurisdictional task forces, community crime prevention, career criminal prosecution, effectiveness of the court process, treatment in prisons and jails, and urban street enforcement. Of the \$38,060,891 combined Federal and matching funds awarded during State fiscal years 1992 and 1993, 1.11 percent was directed to drug reduction education; 46.03 percent to multi-jurisdictional task forces; 5.09 percent to community crime prevention; 8.6 percent to prosecution; 11.29 percent to courts; 8.32 percent to treatment; and 19.56 percent to urban street enforcement. Seventy percent of the total funds were distributed to local governmental jurisdictions. Michigan spent 3.2 percent of the funds on administration, placing it among the states which spent the least for such costs.

This report describes project performance, expenditures and impact on the State drug strategy. Michigan's BJA discretionary grant projects are also discussed. In many cases, the Federal dollars were used to enhance existing State and local funding. A number of projects are continuation programs from the previous year, so that performance statistics are cumulative; activity such as investigations which began in the previous grant year resulted in performance, such as arrests, for this report.

Accomplishments with these funds are as follows:

- 9,008 arrests among multi-jurisdictional drug teams
- 19,012 laboratory cases opened for evidence analysis
- 83 officers trained in Basic Narcotics School
- 135 officers trained in Advanced Narcotics School
- 238 officers trained in Raid Entry School
- 121% increase in intelligence reports supplied to Statewide Information System
- Drug seizures with street values: 24,634 grams of cocaine (street value \$2,709,740); 2,823 grams of crack (\$310,530); 798 pounds of marijuana (\$798,000); and 5,460 grams of opiates (\$1,638,000); and 4,193 marijuana plants destroyed (street value \$4,193,000) for a total value of drugs seized at \$9.6 million
- 107 police officers attended DARE officer training during the reporting period
- 432 total number of grant and non-grant DARE certified officers
- 150,215 children received DARE core curriculum
- Arrests by multi-jurisdictional drug task forces increased 31%, and major conspiracy arrests increased by 85%
- 221 drug houses shut down in community crime prevention target neighborhoods
- 68,276 residential contacts by community crime prevention officers
- 80% of urban street enforcement projects reported positive effect on neighborhood improvement and quality of life
- 155 Federal FY 1991 grant projects: 27 multi-jurisdictional; 14 urban street enforcement; 15 crime prevention; 18 treatment; 18 prosecution; 12 adjudication; and 59 DARE projects, 1 funded by ADAA and 58 by DFSCA Governor's Discretionary Fund
- 168 Federal FY 1992 grant projects: 25 multi-jurisdictional; 13 urban street enforcement; 15 crime prevention; 18 treatment; 13 prosecution; 11 adjudication; and 74 DARE, 1 funded by ADAA and 73 by DFSCA Governor's Discretionary Fund
- At least 7,881 project documents processed annually, including fiscal, program, and contract-related documents
- Nearly 3,400 phone contacts annually with project personnel and others providing technical assistance and monitoring information
- 7,138 offenders applied for treatment
- 51,299 total units of treatment/educational service to offenders
- 65.7% of offenders completed treatment program
- 19,566 adjudication cases filed
- 54% average decrease in court disposition time
- 298 offenders involved in court diversion program



- 3,665 offenders charged who met criteria for drug offense prosecution
- 1,231 offenders convicted of the most serious charge filed against them

With the financial assistance from the Bureau of Justice Assistance, Michigan has been able to pursue effectively an integrated strategy which coordinates all components of the criminal justice system to reduce drugs and crime and assist in improving the quality of life for its citizens.

## **MINNESOTA**

Minnesota historically has approached the issues of drugs, crime, and violence with the underlying principal of the necessity to build and maintain healthy communities. Drugs, crime, and violence all have adverse effects on our citizens, regardless of where they reside.

As we work to impact the behaviors that create unhealthy communities, we must not only think of our efforts as originating from the government to the people but more broadly, from the people in cooperation with the government. This report reflects efforts of prevention, treatment, and criminal justice with emphasis on building relationships with all our citizens.

We have worked diligently to develop processes and procedures that are more easily understood and accessible, and that ask for citizens' participation and feedback. The Bureau of Justice Assistance Formula Grant Program has been the major catalyst for interaction and cooperation between the citizenry of Minnesota and all levels of government. The collaboration between the private sector and local, State, and Federal government has required coordination in arenas where such cooperation has never met with such a high degree of success. New relationships have been developed and older associations strengthened, with emphasis being placed on the citizens in the neighborhoods who finally are receiving the focus and support necessary to effect change.

Throughout our process we have worked to build solid, affirming connections among the requesting organizations, the positive program initiatives that have achieved success, and the actual communities in need of assistance. For instance, to accommodate our grantees, we operate our subgrants in conjunction with their fiscal years. For this reason, the following report reflects the period of January 1, 1992 through June 30, 1993 and covers appropriations for federal fiscal years 1990 through 1992.

### **Drug Prevention Efforts in Minnesota**

Drug use in Minnesota transcends economic, geographic, and racial boundaries as it causes ruin, heartbreak, and tragedy. The cost is staggering, both in financial and human terms. Yet, Minnesota still has the initiative and the ability to respond vigorously and effectively to problems created by drug use without compromising due process and fairness.

The goals of our drug prevention campaign are as follows:

- Reduce the number of people who try drugs
- Delay the onset of drug experimentation for those who do try drugs until they are as mature as possible
- Create an environment that will encourage drug-free living
- Sensitize people to the signals and dangers of drug abuse so that treatment intervention occurs as early as possible for those in need

Minnesota must continue to expand its integrated, community-wide prevention programs so that every citizen gets a clear and consistent message from many sources that drug use is unhealthy, uncool, unproductive, and

unacceptable. This message is delivered by parents, siblings, peers, neighbors, employers, schools, churches and synagogues, law enforcement, the print and electronic media, and society at large. We believe prevention programs are the agents of change.

Minnesota currently spends approximately 35 percent of its BJA appropriation on prevention. Examples of these efforts are:

- **Block Clubs:** Crime and drug prevention must include all stakeholders within a specific neighborhood, including residents, whether homeowners or renters, non-profit organizations, law enforcement agencies, businesses, religious groups, schools, government agencies, and absentee landlords. These efforts to identify and resolve their common problems through block clubs have proven to be successful.
- **Community Oriented Policing:** Through our funding, training and technical assistance efforts, law enforcement agencies work with other city services and community residents to improve the quality of life in neighborhoods and communities.
- **TEAMS (Teaching Early Acceptable Methods of Socialization):** This is one of the more innovative projects operated by the Minneapolis Youth Diversion Program. It is a sex offender prevention program designed to intervene with children ages 6 to 12 who are displaying sexually aggressive behavior in the school setting. Objectives are two-fold: to reduce or eliminate sexually inappropriate behaviors among project participants and to improve the understanding of teachers and other school personnel of effective responses to sexually aggressive children.

#### Treatment Programs in Minnesota

The goals of our drug treatment program are to:

- Intervene in the progression of the chemical dependency
- Educate and assist the patient in changing self-destructive behaviors
- Develop within the patient the commitment to carry out a plan to abstain from drug use

Minnesota must continue its efforts to ensure that cost-effective, comprehensive and appropriate treatment programs are available to all citizens regardless of their ability to pay for the treatment. Treatment also must be available and accessible immediately after someone chemically dependent is willing to enter treatment. Treatment providers need to improve their effectiveness by developing cultural, gender-specific and individualized programs. Researchers in the field of chemical abuse treatment need to disseminate actively their findings to providers so that the gap is narrowed between what studies find to be effective treatment and what is being actually offered.

Approximately 25% of our BJA appropriation is spent on treatment programs. Examples of these efforts are:

- **Model Child Protection/Probation Enhancement:** The Department of Human Services contracts with Hennepin County and Ramsey County to provide family-based intensive services to offenders on probation, parole and supervised release who have committed an offense involving chemical abuse and who are primary caretakers of children under twelve. The contracted services aid parents in gaining and maintaining sobriety, completing the conditions of probation or parole, and eliminating or preventing the need for protective services for children at risk.

- **Assessment of Offenders:** The Minnesota Department of Corrections (DOC) created this pilot project to address the need for a drug assessment process within court services. The criminal justice system must have the ability to respond quickly to the special needs of the offender population. The focus of this project is drug testing, which allows a cost-effective and efficient method for identifying chemical use.

### Criminal Justice System Improvement in Minnesota

Minnesota has taken a comprehensive approach to the criminal justice system and the intense pressures upon it through the increased enforcement of all laws regarding drugs and crime. The energetic enforcement of laws prohibiting the manufacture, distribution and possession of drugs through prosecution and punishment is a necessary component of a strong and effective anti-drug program.

The impacts of increased interdiction create a need for additional attention to all other aspects of the correctional system. We are interested in providing support for the most cost-effective projects in programs that complement and supplement the traditional institutions of correction.

Approximately 40% of our BJA appropriation is spent on Criminal Justice. Examples of these efforts are as follows:

- **Sentencing to Serve (STS):** This community service sanction provides Minnesota judges with sentencing options for non-dangerous offenders. STS was created to respond to concerns about crowded jail populations and unproductive jail terms. The program's primary purpose is to provide supervised, non-paid community improvement work activities either as an alternative or in combination with jail time, to vacate correctional space for the more dangerous offender. The project is operated jointly by the Department of Corrections and the Department of Natural Resources.
- **Intensive Community Supervision:** Overall, this program operates to punish the offender, protect public safety, facilitate employment of the offender during the intensive community supervision, and require payment of restitution ordered by the court to compensate victims. This program aids reentry to the community, reducing prison crowding by diverting incoming low-risk offenders, often through Intensive Supervised Release (ISR). The main function of ISR is intensive surveillance of offenders who are on supervised release and identified as higher risks to public safety. Offenders may be placed on electronic surveillance.
- **Multi-Jurisdictional Narcotics Task Force:** Local, State, and Federal agencies work together to utilize drug enforcement resources to improve coordination and intelligence in multi-jurisdictional investigations. This cooperation results in increased ability to identify and arrest violators of narcotics laws. The exchange of information among participating agencies greatly enhances overall investigatory procedures.

### Minnesota's Coordinated Funding Procedure

The ODPVP has worked diligently with other State agencies that receive Federal and State funds for reducing drug use and preventing violence to establish innovative ways to distribute the funds most effectively, in order to impact the citizens of Minnesota. Many of these dollars are committed to community-based efforts. In order to maximize our limited resources, promote coordination, and reduce fragmentation, Minnesota has centralized the funding streams and simplified access by creating a Community Prevention and Intervention Funding Process.

The Community Prevention and Intervention Funding Process integrates funds from a variety of State and Federal grant programs addressing community crime, drug and violence prevention activities. While this new

funding process has facilitated access for communities and allowed for increased statewide coordination of funds, the process still requires an intense evaluation process and further refinement. An informative evaluation effort will assist future policy decisions as well as improve the operational mechanism for meeting additional funding requests.

Providing training and technical assistance to community groups, law enforcement agencies, and citizen organizations throughout Minnesota is a priority for our staff, in cooperation with other State agencies. We are working closely together to identify funding for these efforts. One particular project that illustrates the opportunities we are trying to create involves the development of a training institute with a consortium of Minnesota police chiefs to advance the concept of community policing.

With the valuable support from the Bureau of Justice Assistance and the commitment of local, State, and Federal agencies to improve peoples' lives through anti-drug and violence programs for prevention, treatment and interdiction, healthy and vibrant communities will succeed in Minnesota.

## **MISSISSIPPI**

The Annual Report covering the Period July 1, 1992 through June 30, 1993, summarizes the activities funded under the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program.

During the past year, Mississippi attempted to address comprehensively crime problems confronting the state's criminal justice system. It addressed issues from crime prevention to corrections and focused on improving or implementing programs for crime prevention, detection and apprehension, prosecution, adjudication and corrections. Special emphasis was placed on programs designed to increase the capability of law enforcement and prosecution to deal with persons violating drug laws, through the creation of the multi-jurisdictional task force units. Today, there are 19 narcotics units and two street sales enforcement units operating in the state. In 1987, there were only two. These units continue to be very effective in investigating illegal drug activity, especially with mobile drug traffickers. This increase in the number of such units can be traced directly to funds received under the Anti-Drug Abuse Act.

A Drug Prosecution Enforcement Unit was established within the Office of the Attorney General. The unit helped with asset forfeiture cases, and gave technical and legal advice to local drug enforcement agencies. Assistance was also provided to state and local agencies in crime analysis, correctional drug treatment, information systems, crime prevention, and victim and witness programs. Criminal justice personnel also received more and improved training in their respective areas.

Evaluation efforts are ongoing. For the past three years, Mississippi State University's Social Science Research Center has been gathering data on the main focus of Mississippi's Drug Control Strategy, multi-jurisdictional task force units. Of the 19 units operating in Mississippi, only eight of the task forces were included in the evaluation plan. Task forces representing rural and urban areas, varying organizational structures and different years of operation were selected for study.

The proposed study is an outcome evaluation of the task forces. The questions that the evaluation will attempt to answer include the following: (1) Do drug task forces decrease the supply of drugs in the target areas? (2) Do drug task forces decrease the number of drug-related crimes in target areas? (3) How much property is seized from drug dealers? and (4) How have task force activities affected residents' perceptions in terms of drug-related crime, violent crime, and fear of crime?

During year IV, the evaluator will conduct extensive analyses of data obtained over the four year period. The objective of the analyses will be to identify problem areas cited by respondents in the task force jurisdictions.

The results of the analyses will be forwarded to the respective task forces so that changes in their operations may be made to make them more effective or to give them positive feedback regarding their performance over the years.

## **MISSOURI**

From July 1, 1992 to June 30, 1993, there were 88 Narcotics Control Assistance Program (NCAP) projects funded to include multi-jurisdictional drug task forces, undercover operations, crime laboratory upgrade programs, DARE programs, career criminal prosecution, community oriented policing, and case reporting programs. The interdiction programs being implemented in the metropolitan areas target transit systems, hotels, motels, Federal Express, UPS, and highway interdiction. Large quantities of illegal drugs, currency, and weapons are being seized as a result of the coordinated effort among the St. Louis, Kansas City, and Springfield, Missouri Police Departments.

The DARE program continues to be a successful demand reduction program. During the report period, the Missouri State Highway Patrol received funding from the NCAP program, the Missouri Department of Elementary and Secondary Education, and the Missouri Department of Mental Health to supplement the Missouri State DARE Training Center. During this reporting period, 67,637 fifth and sixth grade students throughout Missouri received DARE instruction in 963 elementary schools.

There have been many workshops and meetings held throughout the past year to gather input from law enforcement agencies regarding the NCAP program. The Department of Public Safety held the fourth Narcotics Enforcement Conference in April of 1993 with over 125 officers throughout the state in attendance. An advisory/review committee was selected to review 1993 NCAP applications and make funding decisions. HIV Legislation was introduced and passed to comply with Section 1804. The improvement of the criminal history records project is well underway with inter-agency coordination between the Department of Public Safety, Criminal Records Advisory Committee, Missouri State Highway Patrol, Missouri Courts Administrator's Office, Missouri Office of Prosecution Services, Missouri Police Chiefs Association, and Missouri Sheriff's Association.

During the report period, the Department of Public Safety implemented the Rural Area Multi-Jurisdictional Task Force (RAM-JET) Program. This program makes drug enforcement assistance available to every rural area in the State of Missouri. The State has been divided into seven RAM-JET team areas in which there are at least two existing task forces to administer the RAM-JET program.

In order to have an impact on the drug problem, a variety of programs must be considered throughout the state. These programs cannot be implemented through block grant funding alone. Therefore, many agencies compete for discretionary funding to implement innovative programs.

On-going evaluation of each program is performed through site visits and review of project reports and financial reports throughout the year. A formal evaluation of the multi-jurisdictional drug task force programs throughout the state has been completed. The most recent evaluation is being conducted to measure the impact of community-oriented policing. This report will be submitted to BJA upon completion. The Department of Public Safety will continue to select programs to be evaluated.

State agencies are funded to implement a variety of programs to include drug treatment, intensive supervision of juveniles, support of regional crime laboratories and alternative sentencing programs. In the past year, efforts to coordinate activities for the Missouri State DARE Training Center have been successful. During the next year, resources will be joined to fund the Division of Alcohol and Drug Abuse C-STAR program which is a model treatment program demonstrating how probation and parole and alcohol abuse treatment systems can work together. This program will be outpatient treatment targeting inner city St. Louis, Missouri. The

Department of Public Safety will continue to work towards coordination and cooperation in developing a totally comprehensive state drug strategy.

## **MONTANA**

The mission of the Montana Board of Crime Control (MBCC) is to "Promote public safety by strengthening the coordination and performance of both the criminal and juvenile justice systems and by increasing citizen and public official support and involvement in those systems." The Drug Strategy is implemented with this mission at its core, the standard against which our intentions and actions are measured.

Drugs, alcohol and violence influence the spectrum of social and justice issues addressed through the Anti-Drug Formula Grant Program. Much like the National Drug Strategy, we seek to expand capacities, improve capabilities and ensure accountability throughout the hierarchy of prevention, treatment, enforcement, and corrections. In the 1992 project year, programs in each of these four categories were implemented or continued.

1992 also found MBCC investing resources to contemplate the outcomes of the Formula Grant Program, identifying trends, measuring successes and re-ordering priorities as a result of that assessment process. Notable assessment/evaluation activities accomplished as a result of the Formula Grant Program include:

- A five year study of multi-jurisdictional task force activity. From this analysis, we learned that the anticipated threat from clandestine laboratories did not materialize; that enforcement has had a dramatic effect on the availability, and therefore on the declining use of cocaine; and that marijuana has been and continues to be the primary target of enforcement operations in Montana. Although its price has increased, marijuana continues to be the first choice of casual users and street sellers.

This data will serve to drive Montana's supply reduction strategy for 1994 and beyond as we refine program objectives and focus enforcement initiatives. These measurements, gathered for the BJA State Reporting and Evaluation Program, have proved useful on many fronts. The analysis of trends, geographic activity, seizures and forfeitures reveals consequences to other systems: courts, probation and parole, and corrections.

- The Montana Youth Risk Behavior Survey, administered during the 1992 school year, measured the attitudes and behaviors of 12,000 students on topics such as drug/alcohol use, suicide, risky sexual behavior and violence. This biennial report is modeled upon, and therefore may be compared to, the National Youth Risk Behavior Survey administered by the Center for Disease Control.

This important tool allows us to measure current conditions, look back to 1991, and anticipate emerging or continuing circumstances that put Montana at risk. Our "ruralness" gives weight to concern for the numbers of youth who drink and drive or ride with drinking drivers, considering the distances young people customarily drive and the lack of transportation alternatives. The prevention component of the 1994 strategy will reflect this issue.

The State Department of Corrections and Human Services reports that alcohol has continued to be the primary drug of use at admission to treatment for patients of all ages, consistent from 1989-1991 at 5,500 admissions. Marijuana falls a distant second, also consistent over the same time at 900-1,000 admissions. It is estimated that 85-90% of men incarcerated are substance abusers, primarily of alcohol, followed by marijuana and then poly-drug use. These data speak well to efforts to delay early experimentation with alcohol and marijuana through broad-based substance abuse prevention projects as addressed through the Strategy.

- The attention Montana devotes to youthful offenders is further supported by *Crime in Montana/1992 Annual Report*. In 1992, Drug Offenses appeared for the first time on the list of the ten most frequent referrals to Youth Court for male juveniles--a disturbing statistic. That same study revealed that Montana's referrals for female delinquents is as high, if not higher, than the national average. At this point, we are concentrating efforts on the prevention end of the spectrum, encouraging communities to develop projects that respond to research-based "Risk and Resiliency" factors. Outcome-based assessment will assist in measuring our success with this population and drive amendments to the Strategy as trends are identified.

From 1988 through 1992, grant supported DARE projects grew from 13 to over 35 project sites. Eleven of them have already become self-supporting through local initiatives; we anticipate another five to join those ranks in the next year. Beyond the prevention outcomes, these projects are emerging as initial community policing efforts in the rural areas. We continue to be concerned, however, about the capacity of small communities to sustain projects such as DARE which are heavily dependent upon law enforcement personnel. Developing a long-term funding base is a priority, both at the local and State level.

*The Financing of Montana's Justice System: An Overview of Organization and Trends* (David Olson, 1993) concluded that "...since 1977 per-capita justice expenditures have remained relatively stable in Montana and have even decreased to some degree." During 1990, the per-capita expenditure for local law enforcement in Montana was 67% lower than the national average. Factoring in the diseconomy of scale of service delivery in rural areas, it is apparent that Montana must consistently seek out methods of addressing Drug Strategy priorities that encourage innovation and collaboration by local enforcement and human service providers. The communities must embrace a sense of mutual responsibility for supply and demand reduction initiatives to assure long-range outcomes. To encourage this, capacity building and self-reliance has been, and will continue to be a prominent theme for Montana's Drug Strategy.

## **NEBRASKA**

Nebraska is primarily an agricultural state consisting of 93 counties, with a large portion of its population residing in the metropolitan areas located in the eastern part of the state. Central and western Nebraska are sparsely populated. There are 302 law enforcement agencies in Nebraska, and of these, only three have over 100 sworn officers. The three agencies include the Nebraska State Patrol, and two police departments which are located in cities with populations over 150,000. The size of other county and city law enforcement agencies across the state are representative of their jurisdictional populations with 233 agencies consisting of 1 to 5 persons; 50 agencies consisting of 6 to 15 persons; and 16 agencies consisting of 16 to 99 persons.

Prior to the availability of the Federal anti-drug abuse funds, limited drug control efforts were focused in the metropolitan cities by local law enforcement and on a statewide basis by the Nebraska State Patrol. Many times those efforts were fragmented in large part due to the jurisdictional problem and insufficient resources. Without a coordinated drug enforcement effort, there was a lack of knowledge about the drug activities in the State, as well as some duplication of efforts by law enforcement in their investigations. In addition, there was no coordinated method or central repository for the intelligence on such activities. The Federal anti-drug abuse funds were used to address these as well as other problems within the criminal justice system.

To promote cooperation and coordination of efforts in the detection and apprehension of drug offenders, multi-jurisdictional task forces were formed. In 1987, there were four multi-jurisdictional task forces funded. Two of these task forces consisted of only one county involving the sheriff's department and police department, an arrangement not representing the most efficient use of the federal funds. One original task force consisted of the sheriff's departments and police departments of four counties as well as the Nebraska State Patrol. This task force paved the way for the development of other task forces across the state. In 1990, this type of task force

concept expanded into nine task forces encompassing 80 of Nebraska's 93 counties. Today the membership of each task force varies from one to twenty-two counties. Of the nine task forces, 1992 federal funds were awarded to two urban task forces and six rural task forces.

The two urban task forces are housed at an off-site location. Investigators from Federal, State, and local law enforcement agencies and prosecutors' offices comprise the task forces. The Federal agencies involved include the FBI, DEA, INS, IRS, ATF, U.S. Marshal's Office, and the U.S. Attorney's Office. Each agency housed at the off-site operates under the respective agency's guidelines and develops its own cases. Information is shared daily, both formally and informally. If another agency has information, a joint investigation is initiated. The Lincoln/Lancaster task force consists of ten agencies and is divided into four units of operation: (1) the street enforcement unit; (2) the undercover operations unit; (3) the major case unit; and (4) the intelligence case unit. The METRO Task Force has 85 Federal, State, and local law enforcement officers and prosecutors housed at an off-site. The State of Iowa funds two sheriff's deputies to investigate drug activities in Pottawattame County, which is across the Missouri River from Omaha. These deputies serve as an extension of the METRO Task Force and are involved in the coordination of efforts and the exchange of information with the task force.

Several other entities/projects are directly involved with the METRO Task Force. One such project is the Organized Crime Narcotics Trafficking Enforcement (OCN) project funded by Bureau of Justice Assistance discretionary funds. The project is also housed at the METRO Task Force off-site. Many of the task force cases become OCN cases and include the same investigators, which enhances coordination greatly. Many of the OCN cases have led to other states and resulted in spin-off cases for the task force.

In addition, part of the Omaha Police Department Gang Unit is also located in the METRO Task Force off-site. This unit is a major enhancement to the operation of the task force. This is especially true since Omaha is a Weed and Seed site. The METRO Task Force was already operational at the time Federal funds were received for Weed and Seed. Therefore, efforts for Weed and Seed were focused on other aspects of the program, such as community-oriented policing, neighborhood revitalization, and the implementation of needed programs at the community level.

Task forces are governed by an advisory board consisting of representatives from each law enforcement agency. Some of the task forces also have an executive committee consisting of several of the advisory board members. The executive committees oversee the development of policies and procedures, expenditures and other administrative duties. Advisory boards oversee the investigative activities and are advised of the administrative issues. Each task force has a coordinator who oversees and coordinates daily investigative activities. The advisory board, investigators and other task force representatives meet monthly to review administrative issues and current investigations and share information.

To further enhance coordination on a statewide basis, the Nebraska Crime Commission conducts a meeting for all task force coordinators twice a year. Information regarding current legislation at the Federal and State level, changes and/or review of grant guidelines, changes in any reporting procedures, and any other relevant information is provided. In addition, each task force provides information as to the activities occurring within their area, types of drugs in the area and any problems the task force may be experiencing. In addition, all task force investigators meet on a quarterly basis to share intelligence information about drug activities and those individuals involved in such activities.

To address the need for training of law enforcement in the area of drugs and drug activity, the Nebraska Law Enforcement Training Center received funds in 1987 to develop and implement such training. A four-tiered training program consisting of basic, intermediate, and advanced drug enforcement training has been developed and implemented. Due to the lack of resources of rural law enforcement agencies, two-day regional training sessions are provided on various topics such as drug identification, search and seizure, warrants, informants, etc. In addition, the Training Center provides training on specialized topics such as Survival Spanish for law



enforcement, Interview and Interrogation for Drug Enforcement, conspiracy, etc. Training is a continual process due to the turnover in law enforcement personnel and the continued sophistication of drug trafficking.

Prior to the existence of the task forces, not only was there a "turf" battle between many of the law enforcement agencies, but communication between prosecutors and law enforcement was not always existent. To make the task forces effective, it was and is necessary to have the prosecutors involved. However, prosecutors have many obstacles preventing them from actively being involved in the task forces. Prosecutorial agencies do not have sufficient resources and in many cases do not have experience in handling drug cases. The prosecutorial agencies also experience a high turnover rate partially due to elections. Approximately one-third of all county attorneys are newly elected in any given election year. There are 87 elected county attorneys, of which 85% are part-time county attorneys. As a result, local prosecutors do not have the resources available or experience to prosecute drug cases. To address these problems, the Nebraska Attorney General's Drug Prosecution Unit (DPU) was formed. The DPU consists of four Assistant Attorney Generals who provide any type of assistance the local prosecutor requests. This assistance may include research, filing of cases, assistance in case development, or actual prosecution of the case. In addition, the DPU handles all drug cases which are appealed to the Nebraska Supreme Court and provides training to both law enforcement and prosecutors. DPU attorneys also provide assistance to the multi-jurisdictional task forces in investigations.

Nebraska's indigent defense system is organized at the county level. There are approximately 22 public defender offices in 93 counties. The precise number of offices is unknown because smaller counties are continually changing their systems, and there is no State level agency which monitors these changes. Each county has an ad hoc assigned counsel program wherein judges appoint attorneys on a case-by-case basis and pay them an hourly rate. Counties have experienced significant fiscal impact as a result of the increased drug arrests across the State by the multi-jurisdictional task forces. To ensure a balance in the adjudication process is maintained, funds have been awarded to the Nebraska Court Administrators Office to train public defenders and to conduct a study of Nebraska's Indigent Defense System. The study is due to be completed by the end of November, 1993 and will identify needs in Nebraska's Indigent Defense System. A 36 member Advisory Board has overseen the study. A contract was negotiated with the Spangenberg Group of West Newton, Maine.

Detection, apprehension, and prosecution of drug offenders has been very successful. This can be demonstrated by the fact that admissions to the state prison system have increased by 25% over the past four years. Such an increase has added to the prison overcrowding problem. Not only did the number of individuals coming into the prison increase, but so did the length of sentences; from 12 months minimum to 27 months maximum in 1985 to 22.1 months minimum to 45.3 months maximum in 1991. Legislative Bill 504, passed in 1986, requires that all adult offenders committed to the Department of Correctional Services (DCS) for drug offenses complete substance abuse treatment prior to eligibility for parole. In response to this requirement, DCS proposed a multifaceted drug and alcohol treatment effort through ongoing education and therapy groups, chemical dependency assessments, and random urinalysis testing. Federal grant funds were awarded for this project.

To address the substance abuse problems of juveniles, DCS developed the Youth Drug Assessment and Educational Program. This project provides chemical dependency assessments, education, and pre-treatment planning for youth committed to the DCS or for those who are undergoing court-ordered evaluations. Prior to these projects, programs specifically designed to address substance abuse did not exist.

The assessments have provided some interesting information, such as:

- One-hundred percent of adults assessed have been using various substances, including alcohol, for a number of years;
- Adult inmate assessments conducted in 1991 indicate that 75% were potential alcoholics, 58% were potential drug addicts, and 78% were actively involved in substance abuse at the time of arrest;

- Data collected for juvenile males at the Youth Development Center indicate that 100% are academically disabled, 26% are unwed fathers, 13% have used IV drugs, 34% have admitted to sharing needles, 31% have attempted suicide, and 60% admit to having been abused. All have committed a criminal act. Approximately 33% will end up in the adult prison.

There are other areas which need to be addressed and current efforts which need to be expanded, such as alternatives to incarceration, treatment of offenders, youth and violence, etc. However, both State and Federal funds are limited. In 1992, one project had to return a portion of the Federal award due to lack of sufficient matching funds. In 1993, one project did not apply for Federal funds, and two others had to limit their requests due to lack of sufficient matching funds.

In spite of this, the projects funded under the Edward Byrne Memorial State and Local Law Enforcement Assistance in Nebraska have been very successful. These funds have been the catalyst for the coordination of efforts and the cooperation of all involved agencies at both the State and local levels, one of the most important aspects of the Federal funds. To enhance efforts at the State level, Nebraska established the Inter-agency Drug Coordinating Team (IDCT) consisting of representatives from the Nebraska Crime Commission, Department of Education, Department of Public Institutions, the Nebraska State Patrol, the Department of Health, the Nebraska National Guard, the University of Nebraska, etc. IDCT meets monthly to share information about current activities, availability of funds, problems, etc.

As a result of the federally funded projects, citizens have become more aware of the drug problems in our State. While many problems relating to substance abuse still exist, Nebraska has made a significant effort to have an impact on the problem of illegal drug activity and will continue to strive to make Nebraska drug-free.

## **NEVADA**

In past years, the State of Nevada has identified all 21 purpose areas. This was a shot gun approach not defining or targeting a specific State plan. In 1993, the program focused on seven purpose areas. This year, 1994, realizing a \$410,000 funding cut, it is our strategy to recognize three areas. Those three areas are:

- Drug Abuse Resistance Education (DARE) Programs
- Multi-jurisdictional Task Forces
- Criminal Justice Records Improvement

The focus of the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program is changing. This change is caused by administration direction at the Federal level as well as a natural evolution. The emphasis and demands of the Brady Bill must be considered, as well as upcoming child abuse legislation. Both of these important pieces of legislation will place a demand on the States and our local jurisdiction criminal information systems. The recent assessment of our criminal history repository and statewide criminal information systems provides a blueprint for improvement. A three year plan identifying State and local needs is in a final phase of development.

DARE programs have had a tremendous positive impact on children throughout Nevada. Children look forward with anticipation to getting involved in this outstanding prevention program. There have been recent negative reports regarding DARE and its lack of impact. However, actually experiencing the children's enthusiasm, the relationship and respect they develop with their DARE officer, and their learning experiences does not substantiate the negative report. We support this program and will continue to encourage all elementary and junior high schools throughout the State to provide this prevention program.

The multi-jurisdictional task forces continue their efforts to combat the war on drugs and violent crime. Combining resources from the State and local level has been, and continues to be, a sound management tool.

Nevada is not unlike any other State. Our gang problem is increasing. Violent crime, including child abuse, is at an epidemic level. Drugs are prevalent. Substance abuse addiction even affects the unborn. The problems in today's society are so overwhelming, resources must be combined. Slowly, this combination of efforts is coming about. The multi-jurisdictional task forces have aided in this effort. Enforcement, education, prevention, and treatment entities are rapidly realizing that they must communicate and work with one another to obtain any results. We will continue, through this program, to assist and support the Commission on Substance Abuse Education, Prevention, Enforcement, and Treatment which serves as the primary liaison to State and local entities as well as the Legislature.

The Department of Motor Vehicles and Public Safety, which is the administering agency for the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program, has experienced a major reorganization. This change has provided additional resources to the Commission. It is our goal for the 1994 funding year to evolve, as needed, to strengthen this program and to integrate our skills and knowledge where it will impact the social problems of substance abuse and violent crime.

## ***NEW HAMPSHIRE***

The year ending June 30, 1993 saw several major events in the use of Federal funds for fighting drugs and violent crime.

First, we were able to establish the Statewide Multi-jurisdictional Drug Task Force (DTF). This program has been in existence since 1986 and has proven to be the single most effective tool we have in the enforcement of drug-related statutes. Its success has resulted in the virtual elimination of one officer or part-time drug enforcement operations in individual police departments. No individual grants are given to police agencies for separate drug units. Grants are only given for the support of the DTF, which saw the development of three regionalized operations in 1992-93. The importance of a multi-jurisdictional unit cannot be underscored; it has proven inordinately successful for this State.

Important as well has been the introduction of DARE to New Hampshire. In an effort to coordinate its expansion, a Governor's Advisory Commission on DARE was established last year. Rather than fund a variety of DARE programs across the State, the decision was made this year to centralize our funding for DARE in the Commission, thereby creating a more efficient and economical approach to the several funding sources supporting this program.

Another important project implemented partially by Edward Byrne funding has been the creation of an Interbranch Substance Abuse Council (ISAC). ISAC has representation of all three branches of government. While its main focus has been to examine the impact of substance abuse on the courts, a beneficial outcome has been the *de facto* creation of a Criminal Justice Planning Commission, which will continue to act in the future regardless of Federal funding.

Finally, a new program established this past year was a residential treatment program for the drug-dependent offender under Formula Grant funding, and an accelerated programming and training program operating under a discretionary corrections options grant.

None of these four concepts would have been possible without the Byrne funding. The money provided the vehicle for a new type of drug enforcement and demand reduction for the State, and a new planning process and creative treatment program for the drug dependent offender.

## ***NEW JERSEY***

New Jersey, through its unique, integrated law enforcement system, has developed one of the nation's most aggressive and well-coordinated drug enforcement programs. This program, based on the elements of the Comprehensive Drug Reform Act, is outlined in the Attorney General's 1993 *Statewide Narcotics Action Plan* (SNAP II), a strategy that defines explicit directives and guidelines for all State, county, and local law enforcement agencies concerning all aspects of modern drug enforcement.

The Action Plan calls for the mobilization of New Jersey's enforcement resources to identify, investigate, prosecute, convict, and incarcerate all narcotics criminals, in particular repeat offenders, large scale distributors, organized trafficking networks, manufacturers, and those who distribute to juveniles or employ juveniles in distribution schemes. Of equal importance, the Action Plan directs all law enforcement to cooperate with public and private organizations for the purpose of developing and implementing education, prevention, and public awareness programs to reduce the demand for illicit substances, especially among our youth.

Enforcement, courts, corrections, prevention, and treatment programs were made possible with the assistance of Federal funds. In many instances, the benefits derived from these programs go well beyond law enforcement functions. Significant achievements have been accomplished in the areas of systemic improvements, communication, coordination, and quality of life.

A fundamental component of the State's overall drug control strategy is the county narcotics task force network. With the assistance of Federal funding, New Jersey maintains an extremely effective county multi-jurisdictional narcotics task force system. Each of New Jersey's 21 counties has an established multi-jurisdictional task force that operates under the county prosecutor and comprises the county prosecutor's office, county sheriff's office and local law enforcement personnel. The federally funded Statewide Narcotics Action Plan (SNAP) Coordination Squad assists county task forces in formulating their individual narcotics strategies and also monitors compliance with directives contained in the Action Plan. Each task force focuses on the narcotics crimes within its unique geographical area of jurisdiction and conducts and coordinates countywide law enforcement demand reduction programs. In many instances, the task forces work in conjunction with State and Federal law enforcement agencies.

In 1992, a total of 5,434 drug offenders were arrested and charged as a result of task force activities. These concrete and visible efforts at the local level have led to increased community support for law enforcement and involvement in drug control activities. The valuable training and experience gained by municipal officers participating on county task forces is shared with fellow officers. Communication networks between these various local and county agencies are strengthened, working relationships are much improved, and overall communication and coordination among law enforcement agencies is enhanced.

To augment the task force program, a community policing initiative has been added. New Jersey is encouraged by the positive indicators of this Police/Community Partnership Program. To date, programs have been implemented in seven cities throughout New Jersey. Each program involves a multi-agency, multi-disciplinary approach to urban crime and violence. This type of comprehensive, integrated effort is key to reducing the drug activity and violent crime so prevalent in urban areas.

While each of the seven Police/Community Partnership programs has been structured to impact specific problems plaguing that city's target neighborhood, all of the programs incorporate the same four basic

components: the Violent Offender Removal Program which concentrates on identifying and apprehending violent criminals and members of street gangs; the Community Oriented Policing Program that employs innovative techniques to foster relationships between police officers and community members; the Safe Haven/Community Centers which offer youth positive alternatives to street life and involvement in gang activity; and Neighborhood Revitalization that concentrates on addressing the social and economic problems in the target community.

Although the programs have been operating for a relatively short period of time, positive results are being reported. The most significant is the continuously increasing degree of community interest and involvement in the program. By comprehensively addressing a multitude of problems, the quality of life for residents of the target areas is steadily improving. A critical element of this successful urban initiative is the communities' cooperation with law enforcement as they reclaim their neighborhoods. With continued Federal funding, this program will be expanded to additional urban areas.

Many of the concepts of our Police/Community Partnership program are contained in the model drug-free housing initiative at the Seth Boyden Housing Complex in Newark, New Jersey. This project is a comprehensive approach involving enhanced police presence, education, prevention, and community/tenant participation. Many different departments in State government--Law and Public Safety, Education, Health, Community Affairs, and Corrections--are working with the Tenants' Association, the Housing Authority, and HUD to reduce crime and improve the quality of life for residents of the complex.

Federal grant funds also have been instrumental in assisting New Jersey's courts to recover from the deluge of drug cases caused by record numbers of drug-related arrests. Since 1987, a significant portion of our block grant funds has been dedicated to address the mounting volume of drug cases and backlog of criminal cases pending disposition.

As part of a statewide plan of action, special drug courts were established in which 20 judges were assigned a backlog of cases. Federal grant funds were used to provide the needed prosecutorial, defense, and court staff to support the additional judges. "Judicial units," comprised of a judge along with a team of prosecutors, public defenders, and court support staff, have since been established to handle designated caseloads. The success of this program resulted in the institutionalization of procedures which improved the efficiency and effectiveness of overall court case processing. Moreover, case management techniques found to be successful in certain counties were selected as a standard for statewide implementation.

Innovative programs that combine adjudicatory and treatment components also have been initiated through grant funding. In addition to ensuring proper screening of defendants for sentencing purposes and rehabilitative services, these programs employ early and differentiated case management techniques. Because of the success these programs have demonstrated in processing drug cases, their philosophy and procedures have been expanded to other areas and are being adopted for use with other types of criminal cases.

Federal funds have been used to support various adult and juvenile substance abuse treatment programs within New Jersey's correctional facilities. Programs such as MAP (Mutual Agreement Program), BRIDGE (Beginning Recovery Involving Dedication, Gratitude, and Effort), and PIER (Persons Incarcerated Entering Recovery), have resulted in significant numbers of inmates and parolees receiving necessary treatment services. Participants have gained a better understanding of themselves and their chemical dependence through these programs, thus decreasing the probability of future drug use and criminal behavior.

New Jersey's Bias Crime Initiative is a specific example of an innovative approach to addressing a serious crime problem. Through the efforts of the Commission to Deter Criminal Activity and the Division of Criminal Justice Office of Bias Crime and Community Relations, young people are being educated in the effects of biased attitudes and incidents. The program is another reflection of the expansion of cooperative efforts between the law enforcement and education communities.

Federal block grant funds are essential to the implementation of our State's narcotics enforcement plans and are critical for the continuation of aggressive enforcement efforts. New Jersey uses its Federal funds to support programs and extend necessary resources within all areas of the criminal justice system. Many individual programs started with Federal money have led to more efficient and effective methods of addressing drug and violent crime issues and have since been institutionalized statewide. Block grant funds enable us to greatly enhance existing programs and to develop and implement new and creative programs in areas of critical need.

This sampling of programs, made possible with Federal block grant funds, demonstrates New Jersey's accomplishments in achieving serious inroads in combatting drugs and violent crime through a balance of law enforcement and demand reduction activities. While meaningful, successful partnerships have been established among law enforcement, educational institutions, and communities, the war against drugs and serious crime is lengthy, and the need for long-range comprehensive programs continues. Federal assistance has been and will continue to be critical to these endeavors. Combatting drugs and violent crime must remain a priority for all levels of government -- local, State, and Federal.

## ***NEW MEXICO***

From July 1, 1992 to June 30, 1993, the Department of Public Safety awarded funding under 13 of the 21 approved program areas. The following provides an assessment of program activities funded under the Drug Control and System Improvement Formula Grant Program during this period.

The major goal of the Drug Abuse Resistance Education (DARE) Program is to provide school-based education programs aimed at drug abuse prevention and involving law enforcement personnel. In 1992, \$642,924 was used to fund 17 individual DARE projects as well as training for new DARE officers throughout the State. In 1993, 23 individual projects were funded with awards totalling \$680,000. The program has provided curriculum instruction for approximately 44,386 school students. The curriculum is taught in all but one of the 88 school districts in the State. In addition, the Federal Law Enforcement Training Center, the Bureau of Indian Affairs and the New Mexico State DARE Coordinator have collaborated in providing training for Native American DARE officers from all over the United States.

New Mexico has 11 multi-jurisdictional task forces whose goal is to promote the cooperation and coordination among Federal, State, and/or local drug law enforcement agencies and prosecutors for the purpose of enhancing inter-agency coordination and intelligence and facilitating multi-jurisdictional investigations. A total of 1,164 investigations were initiated, resulting in 1,083 arrests for drug-related crimes. The task forces also acquired over \$214,714 in forfeited/seized cash, 141 forfeited/seized vehicles, and 69 seized weapons. The task forces have improved the level of cooperation and success due to the sharing of personnel and equipment. In addition, the training of drug law enforcement officers throughout the State has received increased attention by the task forces themselves. Most task forces used Federal funding to send their agents to training provided by the DEA and other experts in the field of drug interdiction.

The major goal of the Pharmaceutical Diversion Program was to target the domestic sources of controlled substances. The major goal of the New Mexico Board of Pharmacy's project was to provide one specially trained drug inspector dedicated solely to the early detection of outlets that are diverting legal drugs into illegal operations. Because of this project, 62 suspected forgeries involving at least 17 individuals were discovered. One major pharmacy audit which involved Medicaid fraud and large quantities of drugs which were unaccounted for was uncovered. The New Mexico Board of Pharmacy continues to work in cooperation with law enforcement agencies once illegal diversion has been substantiated.

The area of Community Crime Prevention was represented by three programs in 1992 and one program in 1993. The major goal of this program was to implement community and neighborhood projects which involve citizens

jointly with law enforcement officials to take on the responsibility of ensuring the safety of their homes, work places and neighborhoods. The Community Crime Prevention activities have included projects in the following areas: Neighborhood Watch Program, Security Surveys, Neighborhood Cleanups, Senior Citizen Safety Programs, Operation ID, Citizen Patrols, Public Education, and Safety Programs.

The goals of the six Integrated Criminal Apprehension Programs in 1992 and the one ICAP in 1993 were: to improve law enforcement agencies' field operations through increased use of information derived from analysis; to refine law enforcement agencies' managerial capabilities to deliver services, direct resources and deal with serious crime; and to make patrol officers primarily responsible for the preliminary investigation of violent crimes. Due to the program, 416 investigations, which resulted in 210 arrests, were initiated. The program was also responsible for the confiscation of 583.43 kilograms of cocaine, 861.5 pounds of cultivated marijuana, and over 250 rocks of crack cocaine, among other drugs. Forfeited/seized assets totaling over \$341,600, 41 seized vehicles and 42 weapons were acquired through the program. The program was responsible for the development of a Special Response Team to deal with gang violence, and 29 repeat offenders were arrested, 114 felony warrants were served, 361 domestic violence calls were responded to, and 78 arrests on domestic violence charges were made. A Gang Intelligence System which serves law enforcement agencies within the State's largest metropolitan area was developed.

In 1992, the Department of Public Safety awarded \$70,000 to one Individual Career Criminal Prosecution Project located in the Third Judicial District to disrupt foreseeable patterns of serious criminal activity through effective prosecution and case management. The program's major achievements were a conviction rate of 77%, 121 offenders charged with targeted crimes for which the majority pled guilty, a 35% incarceration rate for those who were convicted with an average sentence length of 41.8 months, and seizures which included 12 guns, \$125,985 in cash, 1 mobile home, and 10 vehicles. Projects such as this prevent a lopsided effect from occurring within different components of the criminal justice system. When law enforcement is enhanced, the areas of prosecution and adjudication are also affected, and a priority of New Mexico's strategy has been to strike a balance among the projects it funds.

The major goal of the Court System Improvement Program was to improve the operational effectiveness of the court process by expanding defender and judicial resources. Another goal was to implement court delay reduction programs to promote effective and efficient case processing. The same two projects were awarded funding in 1992 and 1993. Their major achievements were to file 1,466 cases, maintaining the average case processing time of 5.6 months from filing to trial, to serve and refer 71 offenders to mental health, substance abuse, family counseling, vocational training, and therapeutic community projects.

The four Intensive Supervision Probation/Parole (ISPP) Projects in New Mexico attempt to provide a cost-effective sentencing/placement option which satisfies punishment, public safety and treatment objectives. The projects' caseloads ranged from 25 to 254 per quarter. One of the projects reported an 89% success rate based on clients who remained free of drugs and/or alcohol. This project in particular targets repeat DUI offenders and views alcohol as the "drug of choice" among its population and as the "target drug" of their program. One of the projects reported savings of over \$20,000 per quarter in incarceration costs due to the utilization of ISPP alternatives.

Two projects addressed Program Area 13, Treatment for Offenders. The major goal of this program was to provide counseling and treatment to incarcerated juvenile offenders who are drug- or alcohol-dependent. One of the projects provided a total of 90 treatment slots while another project accommodated an average caseload of 58 juvenile offenders per quarter. One project provided out-patient drug treatment to 185 clients and methadone treatment to 89 clients. Both projects reported successful urinalysis rates between 60% - 80%. Finally, one project reported providing the following treatment modes and/or support services: life skills, vocational training, wilderness programs, GED programs, self-help groups, therapeutic communities, substance abuse counseling, and community-based drug treatment.

The major goal of the Innovative Programs area is to fund projects which demonstrate new and innovative approaches to battling the problem created by drugs and serious crimes. Five projects were funded in 1992 including a treatment program for juvenile offenders on probation, a special drug prosecution program, a drug recognition project for law enforcement, a special bomb team to respond to violent crimes involving explosive devices, and a Drug Use Forecasting (DUF) project in New Mexico's largest metropolitan area. In 1993, a total of three projects were funded including a continuation of the treatment program for juvenile offenders on probation and the continuation of two special drug prosecution programs.

The Domestic and Family Violence Programs in the State were to fund projects which improve the criminal justice system's response to domestic and family violence, especially when substance abuse appears to exacerbate the problem. Four projects were funded in 1992. The projects ranged from early intervention during the restraining order process, to public service campaigns to increase the reporting of domestic violence incidents to law enforcement agencies, to projects which actually provide direct treatment to victims and perpetrators. Among the funded projects were two Indian pueblos, one small community where the prevalence of domestic violence was high, and the judicial district which encompasses the State's largest metropolitan area. In 1993, three new judicial districts were funded in addition to the initial judicial district, and a new Indian tribe was funded as well. These projects are in direct support of strategy initiatives which relate to victims of crime, and especially victims of substance abusing offenders. Projects such as these provide counseling and treatment to an offender's family while the offender also receives treatment. Early intervention in the process appears to make a real difference in the rate of repeat offenses.

The major goal of the Drug Control Evaluation Programs was to fund evaluation and research projects directed at State drug control activities. In 1993, two projects were awarded funding under this area, but they have not begun as of yet. One will be a continuation of the DUF program which has been, up to now, funded under program area 16, and the other will be a research project on the correlation between domestic violence and substance abuse.

The Urban Street Enforcement and Prosecution Program's goal was to implement specialized prosecution units to target criminals involved in the sale, manufacturing, distribution, and trafficking of drugs. In 1992, one individual drug prosecution project operated by the Second Judicial District was funded. The major achievements of this project were an indictment rate of 68%, an average of 10 petitions for forfeited assets per month and an on-duty system which provides 24-hour contact between prosecutors and law enforcement.

Youth Gang Prevention and Intervention Services are also being funded. The major goals of this project are to develop coordination of services targeting youth at-risk for gang involvement, youth actively involved with gangs, and the families of gang members; to provide leadership in the Albuquerque-Bernalillo County community in the areas of community education and awareness; and to provide primary prevention services targeting younger at-risk children and youth and their parents. During the reporting period, this program served more than 10,250 clients.

The major goals of the Organized Crime Narcotics Trafficking Enforcement Program have centered on establishing a multi-agency response to shared major drug crimes throughout a regional area. Under this project, a formal mechanism has been established whereby investigative and prosecutorial resources can be allocated, focused, and managed against targeted offenses and offenders at the middle to upper conspiratorial levels. Most investigations target long term organized criminal conspiracies. Through a system of shared enforcement management and resources, this project has served to limit severely the ability of several major narcotics organizations to traffic and distribute narcotics in New Mexico; to establish multi-agency operational activities to combat gang violence and narcotics involvement; and to combat narcotics smuggling and the illegal importation of drugs.

Finally, New Mexico has set aside funding for a Computerized Criminal History Program, also known as a Criminal History Record Improvement Program. The goal of this program is to provide automated arrest and



conviction data to law enforcement agencies, prosecutors, courts, and other criminal justice agencies. By the end of 1993, New Mexico's criminal history records were made accessible to an increasing number of law enforcement and other key criminal justice agencies throughout the State.

## ***NEW YORK***

Drug trafficking continues to be a major problem throughout New York State, with New York City serving as a primary East Coast drug importation and distribution center. The drug epidemic affects every facet of daily life for many New Yorkers. Some New York City neighborhoods have been totally consumed by the drug epidemic and related violence. However, the most dramatic change in drug trafficking trends over the last year has occurred in areas outside of the New York City metropolitan area.

Upstate New Yorkers are increasingly threatened by the rapid escalation of drug crime and violence in their communities. Drug trafficking organizations have expanded their operations to lucrative upstate markets. The former "big city problem" has now encroached on, and is changing the way of life in suburban and rural communities. The pristine nature of these communities is being lost to street-level dealers who have introduced drugs, gangs, and guns into fertile and profitable markets.

The magnitude and seriousness of New York's drug problem severely burdens State and local resource levels. Although index crimes reported by the police in 1992 showed a six percent reduction statewide, upstate communities reported a four percent increase in violent crime. In some neighborhoods, the public's safety has been seriously undermined. Criminal justice agencies in these communities are often unable to meet the challenges presented by drug abuse and the rapidly spreading cloud of violence.

New York State spends over \$1.1 billion annually to fight drug abuse and violent crime. Although this total includes Federal anti-drug funding, it does not include costs incurred by counties and localities for police, prosecution, probation, and incarceration services. While the State's Federal formula award represents only two percent of State and local drug control expenditures, it has supported important initiatives which have plugged service gaps, permitted the testing of new strategies, and improved interagency coordination and effectiveness.

In 1989, the Anti-Drug Abuse Council (ADAC) was established by Governor Cuomo to organize and coordinate the many agencies and services targeting drug use and drug-related crime. State officials from criminal justice, social services, education, health, mental health, veteran's affairs, and alcohol and substance abuse services annually assess and prioritize emerging needs and issues in relation to the State's drug control strategy. The Council is also responsible for coordinating the three Federal formula grants awarded to New York for law enforcement, prevention, and treatment purposes. The additional leverage created by the funding coupled with the Council's coordinating efforts have helped to remove territorial boundaries and administrative barriers that previously impeded the implementation of anti-drug initiatives.

New York State's drug control strategy is a dynamic, balanced, and comprehensive plan. It addresses the coordination of State and local efforts as well as the need to enhance resources allocated to critical program areas such as law enforcement, prosecution, adjudication, and corrections. Based on the strategy, Federal funds have been used to fill critical gaps, such as offender treatment, and to demonstrate the viability of innovative approaches to control drug availability and use.

Since 1987, the strategy has evolved to reflect changes in trends, patterns, and needs. The strategy has been expanded to include drug prevention through education efforts, enhanced treatment modalities, and treatment diversion. The current spending plan includes an allocation of funds dedicated to the development and establishment of youth anti-violence initiatives. Programs now are being developed to address youth-related violence occurring in the home, school, and community.

As a direct result of the Byrne Memorial Formula Grant Program, New York State's criminal justice system drug control programs have been improved and enhanced in several significant ways:

- In 1992, the National Training Center Policy Advisory Board accredited New York State as a State Training Center for DARE Instructor Development.
- During the 1992-1993 school year, State-certified DARE instructors presented the DARE curricula to over 120,000 school children. Especially important is the expansion of the DARE Program to Native American children, children of migrant farm workers, and the hearing-impaired.
- The State Division of Parole adopted a comprehensive, agency-wide relapse prevention orientation. An agency-wide training program, involving relapse prevention and the addiction recovery process, was delivered to 1,341 Division staff.
- As a result of Formula Grant funding, the State's law enforcement community has forged important interagency alliances. These alliances include multi-jurisdictional task forces, shared equipment programs, and the State Police Community Narcotics Enforcement Team. These initiatives have significantly reduced jurisdictional tensions and facilitated coordinated drug investigations and arrests.
- The State Police developed a highly successful Community Narcotics Enforcement Team (CNET) Program in which State Police Investigators provide undercover assistance at the request of local and county law enforcement agencies. During the reporting period, CNET Investigators assisted 90 local agencies in conducting investigations which resulted in 813 arrests. A key element of the program is that State Police Investigators do not seek credit for the arrests or a share of the proceeds resulting from the forfeiture of seized assets.
- FY 1992 funds supported the establishment of two Points of Entry (POE) Programs in Queens and Erie counties. In a six-month time period, POE investigations resulted in 311 arrests and drug seizures valued at over \$15 million.
- The Mid-Hudson Regional Drug Enforcement Task Force uncovered and seized two cocaine processing laboratories operated by the Cali Cartel. The investigation revealed that the Cartel is utilizing unrestricted and commercially available chemicals to process the cocaine. This discovery has national implications concerning the tracking of precursor chemicals and their use in the cocaine conversion process.
- Ninety-eight municipal and county law enforcement agencies in primarily rural areas received equipment and specialized training to enhance their ability to investigate street-level drug trafficking operations. This capacity-building initiative has led to the establishment of informal task forces and improved interagency coordination.
- A Southern Tier drug enforcement task force investigation disrupted the establishment of a methamphetamine lab in a rural area and resulted in the seizure of enough chemicals to produce 165 pounds of the drug with an estimated street value of \$2 million.
- Prosecutors in larger counties became more pro-active during drug investigations by assuming a leadership role in coordinating multi-jurisdictional investigations. Their early and pro-active involvement enhances the coordination of investigations targeting major traffickers.

- The New York County District Attorney's Office continued its highly effective Enhanced Prosecution Project. During the year, the office opened 868 cases and indicted 407 individuals. Of the 389 convictions, 362 offenders were incarcerated as a result of Formula Grant support.
- New York State has greatly expanded both institutional and community-based offender counseling and treatment services. Federal and State funds have been used to build a treatment network capable of serving over 100,000 individuals daily.
- Federal funds were used to establish a Nursery Program at the Taconic Correctional Facility capable of accommodating 23 mothers and their babies. During the year, treatment and medical services were provided to 126 drug-involved mothers and their babies. This project facilitates the bonding of mother and child and promotes the development of parenting skills and a drug-free lifestyle.
- Federal funds have supported several treatment diversion demonstration projects. For example, Drug Treatment Alternatives to Prison will test the use of deferred prosecution and diversion for select non-violent felony offenders who successfully complete a prescribed drug treatment program in five counties of the State.
- Federal funds used in a community-based anti-crime demonstration program have brought the police and the community together to create a strong anti-drug offense in 13 sites statewide. These programs have led to improved communication between police and community residents, the identification of public safety needs, and the implementation of a broad range of activities designed to better meet community needs.

The outcomes of the systemwide innovative initiatives supported with FY 1992 funds are impressive. Enhancements range from more coordinated law enforcement investigations and interdiction efforts to expanded defense services, offender treatment, and community reintegration programs. As is evident nationwide, however, the drug epidemic continues to flourish. The successful initiatives described in this report represent milestones along the long journey to a drug-free America.

## ***NORTH CAROLINA***

During the past five years, North Carolina has continued to experience moderate growth in both its population and economy. This growth has occurred as a result of new business and industrial investment in the State and a significant increase in tourism and retirement relocations. Currently, North Carolina's unemployment rate is the lowest of the ten most populous states in the nation. Migration of young people between the ages of 18 to 25 for job, military, and educational opportunities has also continued, to some extent because of the above demographic and socioeconomic trends. While this population growth and economic expansion has been very beneficial to North Carolina, it has also increased the property at risk for crime opportunities and the population at risk for drug abuse and criminal behavior.

Traditionally, North Carolina has recorded relatively high violent crime rates, but very low property crime rates, when compared to the nation as a whole. The violent crime rates were high because of the high incidence of aggravated assault, which occurred primarily between family members, friends, or acquaintances. This pattern also was found for homicides in North Carolina; as recently as 1990 only about 8% occurred between strangers and were categorized as felonies, that is, with the offender in the act of committing another crime as well, such as rape, robbery, or burglary. In 70% of the homicides, the victim was related to, or at least knew the offender. Our relatively high rate of violent crime has typically been the result of people who know each other, resorting

to violence to resolve interpersonal conflicts, as opposed to the stereotypical "violent street crime" with the predatory stranger perpetrating wanton violence.

In the past few years, this pattern has changed dramatically. In 1991, the number of reported murders increased by almost 10% over the number reported in 1990. The increase can be explained by the increase in "felony" and "stranger" type murders. In 1991, 18% of all murders were categorized as felonies, and in 17% of the homicides, the victim was a stranger to the offender. In 1990, the proportions were 8% and 11% respectively.

This change in the nature of the most serious violent crime has accompanied a substantial increase in the number of reported robberies in North Carolina. In 1988 there were 6,954 reported robberies in North Carolina. In 1992, there were 12,612 reported robberies, an increase of over 80%. Nationally, the increase in robberies during the same period of time was only an estimated 25%.

As North Carolina has become a more industrialized and urbanized state, its reported property crime rate has also risen dramatically as economic expansion has produced more commercial establishments and more primary and secondary residences that are targets for property offenders. As a result, North Carolina's crime rate has increased, relative to the other 49 states, such that in 1991 it was ranked 17th, whereas in 1977 it was ranked 40th. The burglary rate in North Carolina was 18% below the national average in 1977; but in 1991 it was 35% above the national average.

The impact of this on reported crime and the criminal justice system is enhanced by the dramatic rise in releases from prison and parole admissions due to prison overcrowding. There also has been a substantial increase in the number of inmates returning to prison after being released. For example, in 1984 there were approximately 1,900 inmates released from prison who returned to prison within one year. By 1990, that number had increased by 128% with over 4,500 inmates being released only to be reincarcerated within one year.

New sentencing laws enacted during the 1993 Session of the General Assembly will change how offenders are sentenced in North Carolina. The new laws, primarily based on concepts developed by the North Carolina Sentencing and Policy Advisory Commission, create a system of structured sentencing in North Carolina coupled with a comprehensive community corrections plan.

The new laws will replace the current Fair Sentencing Act and will apply to crimes committed on or after January 1, 1995. The laws are intended to restore front-end control and rational planning to the criminal justice system. They are based on the following principles:

- Sentencing policies should be consistent and certain. Offenders convicted of similar offenses, who have similar records, should generally receive similar sentences.
- Sentencing policies should ensure that sentencing is carried out. The sentence length imposed by the judge should bear a close and consistent relationship to the sentence length actually served.
- Sentencing policies should set resource priorities. Prisons and jails should be reserved for violent and repeat offenders, and community-based programs should be used for non-violent offenders with little or no prior record.
- Sentencing policies should be supported by adequate prison, jail, and community resources.

The North Carolina Sentencing and Policy Advisory Commission has received support and assistance from the North Carolina Governor's Crime Commission. The Sentencing Reform Initiative was precipitated in part by the tremendous increase in admissions to prison at a time when prison capacity was not allowed to increase, due to lawsuits and a legislatively imposed "cap" on prison population. The increase in admissions was exacerbated

by the work of the multi-jurisdictional drug task forces and their efforts to apprehend drug offenders, which resulted in an increase in the number of arrests and convictions.

The primary goals of the multi-jurisdictional task forces were to improve the capacity to arrest drug offenders, remove drugs from the local community, and enhance communication and coordination among drug enforcement agencies. However, as the task forces developed and gained experience, many realized the advantage of the asset seizure and forfeiture program as a valuable tool in narcotics investigation. Consequently, there was a shift in the focus of goals with seizure of assets of drug offenders receiving highest priority.

In determining if the task forces had reduced the availability of drugs in their jurisdictions, 63.6% of the task force commanders reported that the availability of drugs in their jurisdictions had indeed been reduced through the efforts of the drug task force. Various explanations were given for the impact of task forces on the reduced availability of drugs in their jurisdictions. Some of the most frequent responses follow:

- Heightened users' awareness of the task force, making them more cautious in purchasing and selling
- Acted as a highly visible deterrent force
- Drove the cost of drugs up and reduced their availability
- Reduced the number of open air markets in the area
- Eliminated some local drug traffickers
- Conducted effective undercover operations and infiltration tactics
- Targeted, apprehended, and prosecuted major distributors
- Reduced citizens' complaints regarding dealers and drug houses
- Eradicated marijuana plants and seized drug supplies

It is interesting to compare the types of tactics used when the drug task forces began and the most prevalent tactics used at the time of the survey. It appears that the funding allowed them to become more innovative in their methods of drug control. As previously mentioned, North Carolina has one of the fastest growing violent crime rates in the nation. Over the last five years, violent crime in North Carolina has increased 57% compared with 37% for the rest of the nation. In an effort to respond to this growing phenomenon, the Governor's Crime Commission has awarded over one million dollars to the State Bureau of Investigation to establish three Violent Career Criminal task forces. The task forces, which are made up of representatives of the U.S. Attorney's Office, the FBI, ATF, and other State and local law enforcement agencies, target those violent offenders in selected areas who use firearms. The primary aim is to bring criminals involved in weapons-related crimes to Federal court where they will receive longer prison sentences. The targets are generally suggested by local law enforcement, and the task force then decides which targets to pursue.

Eradicating the domestic marijuana crop in the State is an underlying goal of enforcement activities which have been undertaken in the State. Each year North Carolina's State and local enforcement agencies combine forces through planned activities and work towards this goal by identifying growers and land plots. A special project undertaken in 1989 and continuing through 1993 expanded these activities through special agreements with timber companies and land owners who give law enforcement agents the authority to visit and inspect regularly for illegal growing and production of marijuana.

During FY 1992, the North Carolina Governor's Crime Commission received a limited number of prevention and treatment applications. The Governor's Crime Commission realizes the importance of these strategies. The Commission's intent is to solicit a greater number of this type of application in the current and upcoming fiscal year.

North Carolina has been very active in the DARE Program. Some areas of the State do not have the financial resources to become active in this important program. The State Bureau of Investigation, which has the responsibility to train and assist local agencies involved in DARE, is working closely with the Governor's Crime

Commission to identify the areas of greatest need in the State. North Carolina has also worked diligently for legislation and projects which will create safer schools for our children.

North Carolina strongly endorses the community policing concept. We have worked to form effective crime-fighting partnerships between law enforcement and the communities they serve. Many of our community policing projects target specific areas or neighborhoods. Other jurisdictions have restructured their entire department to incorporate community policing and a problem-oriented approach. Projects which have implemented these concepts in public and Section 8 housing have been extremely effective.

Many of the projects listed throughout this report are ongoing, and the impact of the strategies on the crime situation in North Carolina is yet to be determined.

## ***NORTH DAKOTA***

The use of Edward Byrne Memorial State and Local Law Enforcement Assistance Program funds in North Dakota is overseen by the Drug and Violent Crime Policy Board. This board develops funding criteria and awards subgrants on a yearly basis. The funding cycle set by the board for North Dakota runs from January 1 through December 31.

The overall management and monitoring of these funds is handled by the Grants Management Section of the Bureau of Criminal Investigation (BCI). The BCI is located within the North Dakota Office of the Attorney General. The Grants Management Section staff consists of a Grants Manager, Grants Auditor, and part-time secretary.

The Drug and Violent Crime Policy Board has developed a mix of programming for the use of the Edward Byrne Memorial Funds. These programs include enforcement, treatment, alternatives to detention, victim assistance, domestic violence, crime prevention, and justice information system improvements. The statewide strategy has been developed to take a holistic approach to the prevention and reduction of drug use within the State.

Education programs are the building block of the statewide strategy. Funds are used to provide a DARE program in the highest populated county in the State. COUNTERACT, a program similar in scope to DARE, is used on a statewide basis. These education programs are complemented with crime prevention projects that include youth awareness, neighborhood crime watch, Adopt-a-Cop, and consumer fraud programs.

The statewide strategy focuses on enforcement of controlled substance laws. This enforcement is handled by eleven local multi-jurisdictional task forces. The efforts of these task forces are coordinated and assisted by agents from the BCI. These agents provide technical assistance, equipment, and manpower to the local operations. Funds are also provided to the State forensic laboratory to aid in reduction of analysis turnaround times.

Programs to provide treatment and corrections options are another primary focus of the statewide strategy. The program to provide treatment to drug offenders is located within the North Dakota State Penitentiary. This program provides day treatment and aftercare for individuals wishing to receive assistance.

An alternative to detention is provided by the Division of Parole and Probation. This program allows non-violent offenders the opportunity to return to the community 120 days before release. The program is designed to aid in the transition from incarceration to community life. The offenders are supervised through drug testing and home arrest.

Services for victims of violent crime and domestic violence have also been established as a primary funding area. These programs provide services such as court assistance, victim reparation filing assistance, support, shelter, protection order preparation, and advocacy. In addition, these programs focus on providing resource materials, training, and assistance to law enforcement personnel.

The development of a statewide computerized criminal justice information system has taken great strides under the Edward Byrne Memorial Program. Assistance has been provided to local agencies to acquire computers for use in managing criminal justice information. Funds have been provided to redesign and reprogram the North Dakota Criminal History Records Information System to meet the new FBI and BJA requirements for completeness and accuracy. Further improvement of this system was accomplished through a grant from the Bureau of Justice Statistics to develop an automated system to report prosecutors' data and dispositions to the centralized criminal history system.

The use of Edward Byrne Memorial funds is coordinated with other agencies receiving Federal assistance through the Drug and Violent Crime Policy Board. Members of this board include law enforcement personnel, prosecutors, corrections, treatment, and a Native American tribal representative. This coordination allows for the establishment of programming that coincides with other ongoing efforts.

The enforcement of drug laws by the task forces and BCI received additional assistance and resources from the North Dakota National Guard. Support is provided in the form of staff hours, logistics, equipment loans, assistance with surplus equipment procurement, mission support, and transportation. The BCI and local task forces were the recipients of \$335,000 worth of staff days and flying hours from the National Guard.

The overall goal of the North Dakota statewide strategy to reduce and prevent violence and drug abuse is met through this comprehensive and holistic approach. The Edward Byrne Memorial program greatly increases the resources available to North Dakota to meet this goal. Further success and development of these programs depend on the assistance provided under the grant program.

## **OHIO**

### **Introduction**

The Byrne Memorial Formula Grant Program is crucial to Ohio's criminal justice system because it allows State policymakers to try innovative programs which could not otherwise be supported. It is necessary that innovation is coordinated at the State level in order to be consistent with priorities as the State responds to rising rates of violent crime and a dangerously crowded prison system. The number of index crimes per 100,000 people increased 22% in Ohio during the period from 1985 to 1991. The State's prison system now has 39,600 prisoners in 24 facilities having a combined capacity of 22,000. This crowding was one of the primary causes of the eleven-day riot at the Southern Ohio Correctional Facility in April, 1993.

A response has been developed by the Ohio Sentencing Commission and by the Governor's Committee on Prison Crowding. The strategy is to introduce community-based corrections for non-violent third and fourth degree felons in order to impose longer sentences on violent offenders. "Truth in sentencing" is a cornerstone of the approach to violent crime. The intention is to repeal "good time" and other statutory provisions so that, for example, a three year sentence means that the offender will serve at least three years in prison. As a result, violent offenders will actually serve longer sentences than they are currently. Repeat violent offenders will serve substantially longer sentences.

To make room in the prisons for the violent offenders serving longer sentences, the strategy will introduce a presumption that non-violent third and fourth degree felons will be sentenced to community-based correctional

facilities. These offenders, most of whom were convicted for theft or drug offenses, currently comprise 75% of the persons confined in the prisons. Sixty percent of them have no prior criminal history. Furthermore, these non-violent offenders are exacerbating the disproportionate confinement of minorities in the State's prisons. Eighty-two percent of the third and fourth degree drug offenders sentenced to Ohio's prisons are African-Americans.

The central public policy issue is the effectiveness of the State's criminal justice system in making Ohio safer. Longer incapacitation for predatory offenders and more appropriate, community-based sanctions for less serious offenders are both necessary to achieve that goal. Harsher sanctions alone are not the answer. Citizen attitude surveys conducted by the Office of Criminal Justice Services (OCJS) show broad public support for this strategy.

The Byrne Formula Grant Program supports the Ohio criminal justice strategy in three ways which the State can not do on its own:

- Funding multi-jurisdictional law enforcement and prosecution projects targeting the most serious offenders.
- Funding innovative community corrections and crime prevention projects which have allowed State and local officials to "test" innovative concepts prior to investing substantial revenue funds.
- Serving as the model for a system of project evaluation which fosters project accountability while generating information on what works.

#### **Formula Grant Activities**

During the period from July 1, 1992 to June 30, 1993, Ohio funded 30 multi-jurisdictional drug task forces, three crime laboratories, three pharmaceutical diversion projects, and five multi-jurisdictional drug prosecution projects through the Formula Grant Program. These projects are designed to support enforcement against mid- and upper-level drug traffickers operating in more than one jurisdiction. It is difficult for local law enforcement agencies operating within their own jurisdictions to identify, much less develop cases against these types of offenders.

Clearly, these projects are fulfilling that role, as indicated by the following: 83% of task force arrests are for trafficking offenses; task forces seized over \$3,070,400 in criminal assets; and 40% of those traffickers convicted are sentenced to prison. Surveys and anecdotal information show that these projects are having an impact on drug trafficking and crime. State and local officials in Ohio are impressed with the results of these projects to the extent that they are being considered the models for the State's strategy for dealing with illegal trafficking in firearms and for investigating and arresting career and violent criminals.

One of the greatest weaknesses of the State's criminal justice system is the lack of reliable and accurate criminal history information. There have been a series of incidents in Ohio during the reporting period when the lack of such information has resulted in dismissal of charges against offenders who have a history of committing dangerous acts. These cases have ranged from drunk driving to rape. Byrne Formula Grant funds are the centerpiece of efforts to improve criminal history records in Ohio. Funded projects include the Prosecutors' Information System (Ohio Prosecuting Attorneys Association), the Sheriff's Jail Linkage System (Buckeye State Sheriffs Association), and the National Incident-Based Reporting System (jointly administered by the Ohio Attorney General and the Office of Criminal Justice Services).

Enforcement agencies are also supported through the Formula Grant-supported training program. During the reporting period, the four projects provided training to 12,480 law enforcement officers and community leaders. The training areas include: training for DARE instructors, specialized training for police executives, human diversity training for police officers, and training in violence reduction techniques for community leaders.



A priority of the Formula Grant Program in Ohio for the last three years has been victims' services. During the reporting period, Formula Grant funds supported 30 projects in the State. These projects served an average of 100 clients per project per quarter. Twenty-nine percent of the clients were victims of domestic violence, 5% victims of rape, 3% victims of other sexual offenses, 27% victims of violent offenses other than sexual offenses, and 36% victims of non-violent offenses.

The emerging area of emphasis in Ohio is on community corrections. Treatment, particularly in a community-based correctional setting, and prevention must be emphasized to meet the State's criminal justice goals. During the reporting period, Formula Grant funds supported 22 institutional treatment projects, 43 community-based treatment projects (including TASC), and 29 crime prevention projects. These areas will likely receive even higher priority in the future. Little data has been generated on their impact. However, these projects will be the focus of Ohio's Uniform Measures Initiative. This Initiative, designed to develop comparable data on projects statewide, will be the highest priority for OCJS during the next year.

#### **Discretionary Grant Activities**

During the reporting period, there were six BJA discretionary grants active in Ohio. The grants and their grantees are: Drug Use Forecasting, City of Cleveland; Boot Camp for Juvenile Offenders, Cuyahoga County; Combined Agencies for Narcotics Enforcement, Ohio Attorney General; Upgrading Ohio's Computerized Criminal Histories Program, Ohio Attorney General; Criminal Histories Record Improvement Project, Ohio Attorney General; and Drug Testing Throughout the Criminal Justice System, Montgomery County.

Since BJA awards discretionary grants directly to the grantees and OCJS receives neither a copy of the application nor notice of the grant award, coordination with these programs is limited. The major exceptions are the two criminal history grants to the Ohio Attorney General. Through the Criminal Justice Information Steering Committee, the Ohio Attorney General is working closely with the Ohio Supreme Court and the Office of Criminal Justice Services to coordinate the upgrade of Ohio's criminal histories records systems.

#### **Evaluation Results**

OCJS evaluates funded projects through the Office's quarterly project performance program and through grants given to outside evaluators. Outside evaluators are used for outcome evaluations of projects which show particular merit or which are responsive to State criminal justice priorities. During the reporting period, two such evaluations were funded, both at Kent State University. One is an evaluation of victims' services in northeastern Ohio. The second is an evaluation of community policing projects in the same area of the State. At this time, neither study is complete, although both appear to be developing findings which will impact State policy and possibly even statutory changes.

The quarterly performance reports are the cornerstone of the top priority of OCJS during the coming year. The Uniform Measures Initiative is an effort to develop comparable data for all projects in Ohio funded through Federal Formula Grant funds or by State criminal justice subsidies. State and local policymakers, practitioners and academic researchers will develop common definitions of key indicators and uniform procedures for data collection. The goal is to develop information which meets the needs of policymakers in deciding what works.

#### **Coordination with Other Federal Grants**

The Ohio Department of Alcohol and Drug Addiction Services (ODADAS) and the Ohio Department of Education administer Federal funds for drug use education, prevention, and treatment. ODADAS and OCJS have jointly funded six Treatment Alternatives to Street Crime (TASC) projects as well as one male and one female therapeutic community drug treatment program in the State prison system.

Coordination with the Department of Education has been less extensive. The Department of Education and OCJS did fund training for DARE officers, and we have launched a joint venture to provide youth violence prevention training to Ohio educators. This training will take the form of two regional conferences where successful violence prevention models will be demonstrated.

## **OKLAHOMA**

Oklahoma's FY 1994 strategy is currently undergoing development. Our public hearing is set for September 24, 1993 at which time a decision will be made on priority areas for funding.

There were ninety-seven projects funded from July 1, 1992 to June 30, 1993. These projects were spread over fifteen program areas, totalling a Federal dollar amount of \$5,602,000. Local units of government received 60% of these monies. The State totaled 13,768 drug arrests and 4,481 convictions. A lack of reliable data makes it difficult to present an accurate picture of drug-related incidents in the state. However, the data available indicate that marijuana and cocaine are the most widely used drugs in the State. Much of the marijuana is produced in Oklahoma, and cocaine has emerged due to importation into the State.

A problem hindering the effort to combat organized narcotics distribution in Oklahoma is that the State's geography is composed of large rural areas. These areas are often used for production and distribution of controlled substances.

We continue to develop of our Criminal History Records Improvement (CHRI) and Immigration and Naturalization Service (INS) mandate plans. The CHRI plan is to be a five-year plan which will incorporate the needs of all State and local agencies. We are still awaiting approval of this plan from the Bureau of Justice Assistance.

The Oklahoma State Bureau of Investigation, the lead agency in the development and implementation of the CHRI plan, together with the Department of Corrections boot camp and female offender regimented treatment program, received discretionary grants which will compliment their State plans.

The Department of Corrections is attempting to help treat the increasing number of both male and female drug offenders, saving prison bed space for more violent and repeat offenders.

To address evaluation, the District Attorneys Council (DAC) staff are working work with the Statistical Analysis Center (SAC) in coordination assessment projects which are a part of the BJA State Reporting and Evaluation Program. DAC and the SAC are currently collecting data for an assessment of the multi-jurisdictional task forces and the DARE program.

Efforts in administering the State's drug enforcement program include initiating contact with other State agencies responsible for anti-drug abuse funds, establishing the Drug Control and Violent Crime Policy Board, scheduling a public hearing to invite testimony from State and local officials to determine the extent of drug and violent crime problems facing the criminal justice community, and collecting data on drug trafficking and violent crime in Oklahoma.

In Oklahoma, the Department of Mental Health and Substance Abuse Services is responsible for treatment services. The Department of Education and the Governor's office administer discretionary money for prevention and educational programs for at-risk youth. The District Attorneys Council has consulted with these departments in an effort to coordinate the resources of all three entities for the anti-drug abuse program. Both the Department of Education and the Department of Mental Health and Substance Abuse Services are represented on the Drug Control and Violent Crime Policy Board.

In order to promote collaboration, the Drug and Violent Crime Policy Board has worked with the Attorney General's Drug and Alcohol Policy Board to develop one comprehensive substance abuse plan for the State. Further, members from agencies across the State involved in addressing drug and alcohol issues met on November 4-6, 1992 to draft a State plan.

The Cleveland County Sheriff Department's Juvenile Support Education program has been highlighted as a model program. This program diverts juvenile offenders from continued involvement with drugs, gangs, and crime and provides appropriate educational opportunities. The concept combines law enforcement and education in an effort to address the needs of high risk adolescents. They noted dramatic success of their drug education efforts.

## **OREGON**

### **Multi-jurisdictional Task Forces**

Efforts of seven narcotics task forces resulted in the arrest of 1,730 persons for drug offenses, removal of substantial quantities of drugs and forfeiture of \$1.6 million in assets. The Oregon State Police's cooperative anti-gang project resulted in the arrest of 145 documented gang members. It also initiated community anti-gang efforts such as graffiti paint-outs. The work of both projects demonstrated that police can avert violent crime. The anti-gang project made police aware that gang members need drug treatment, places to live, and jobs. Without these services young people will continue to join gangs and engage in violent acts. This awareness resulted in the initiation of a resource directory which enables police officers to help gang members obtain services.

### **Community Crime Prevention and Control Programs**

The greatest effect of community crime prevention projects was the awareness instilled in citizens who participated that they have the power to impact drug use and violent crime.

### **Programs Designed to Provide Additional Public Correctional Resources and Improve the Corrections System**

Expanded services to juvenile offenders reduced drug use and crime among juveniles. Program monitoring conducted by the Criminal Justice Services Division helped project managers understand the necessity of setting goals and maintaining records to determine whether goals were being met.

The Prison Population Forecasting project enabled the State to determine the impact on the inmate population of proposed changes in criminal penalties. Based on the information produced by this project, the State was able to reduce prison population by 500 ADP without creating a threat to public safety.

The Felony Probation and Parole Revocation Study documented the reasons for revocations and developed revocation guidelines for the courts and the Board of Parole. The Guidelines resulted in fewer decisions to revoke parole and provide uniform treatment to offenders. The study showed that 16 percent of revocations were for technical violations with no criminal acts. The most common technical violation was drug use. Eighty-four percent of revocations were for criminal behavior with or without conviction. Drug offenses accounted for the largest percentage of criminal law violations without conviction. Property offenses accounted for the largest percentage of criminal law violations with conviction. Seventy percent of the offenders were sent to prison without any prior community-based sanction.

### **Identify and Meet the Treatment Needs of Adult Drug and Alcohol Dependent Offenders**

Projects provide drug treatment for offenders at various stages: pretrial, probation, jail, prison, and parole. Reports indicate that drug treatment can reduce criminal activity. Further, when intervention was early in the criminal justice process, and treatment and intensive supervision lasted at least 12 months, offender re-arrest rates were lower and offenders remained drug-free longer.

### Improve Criminal Justice Information Systems

Plans were developed for a new law enforcement information system which will allow criminal justice agencies to access each other's data bases for information on prison inmates, parolees, warrants, and motor vehicle records. The new system will allow criminal justice researchers to obtain necessary data.

The Oregon State Police (OSP) developed a DNA database of 2,400 samples. OSP conducted searches in 13 cases but found no matches, enabling OSP to rule out certain persons and concentrate on other suspects.

### Improve the Response to Domestic and Family Violence

Fifty pre-school children who were abused or were at risk of abuse received early intervention services. Although research shows that abused children are likely to experience delays in development, all the children were within normal range.

## **PENNSYLVANIA**

The Federal Drug Control and System Improvement (DCSI) grant funds administered by the Pennsylvania Commission on Crime and Delinquency (PCCD) provide vital money to State and local governmental agencies to assist them in implementing projects with a high probability of improving the Commonwealth's criminal justice system. Throughout the past seven years, PCCD has employed a planning process that relies heavily upon the input received from its Commission members, representatives of State and local government, and representatives of professional associations.

Pennsylvania's FY 1992 and FY 1993 *Drug Control and System Improvement Strategy* were developed in accordance with State law [Act 117 of 1976, 72 P.S. §4615 (1990 Supp.)], which mandates that all Federal funds be appropriated by the General Assembly. The PCCD, as the designated administering agency for DCSI funds, worked in close coordination with the Governor's Drug Policy Council and the Governor's Budget Office to formulate these strategies.

The DCSI strategy describes the Governor's PENNFREE Program, which allocated \$90 million in new State funds to the Commonwealth's drug problem over a two-year period (1990-1991). These funds were used to support new project activity in the areas of drug abuse prevention and education, treatment, and law enforcement. The Commission examined the impact of PENNFREE, set priorities and allocated the 1992 DCSI funds at its December 10, 1991 meeting. As part of this strategy development process, the Commission closely reviewed the comprehensive method for setting priorities that had been employed in allocating FY 1991 DCSI funds and recognized that initiatives to implement these priorities were still underway. During both the FY 1991 and FY 1992 planning processes, the Commission carefully examined the amount of funding that had been targeted over prior years directly against drugs and determined that there were other areas within the criminal justice system that required immediate attention and support. As a result, the Commission continued to designate the following program areas as priorities for the allocation of the FY 1992 DCSI funds that were available to support local initiatives: Intermediate Punishment Programs; Criminal Justice Training; Community Policing; Child Abuse Prosecution; and Comprehensive Victim Services. It is important to stress that as the Commission moved beyond the direct support of specific drug apprehension and prosecution efforts, it did so with a full awareness that drugs are often identified as a cause of the problems that were to be addressed by these other program areas.

During the 1992-1993 reporting period, projects that received second- and third-year continuation funding continued to fall under two major categories: (1) county corrections projects that were implemented during 1991 and 1992 that emphasized reduction of jail crowding and the provision of needed treatment and supervision services to drug-dependent offenders and (2) State initiatives which had been implemented during this same period under the General Appropriations Act of the Commonwealth's 1991-1992 and 1992-1993 budgets. These

State projects included major enforcement activities by the Pennsylvania State Police and Office of the Attorney General; State corrections initiatives by the Pennsylvania Board of Probation and Parole and the Department of Corrections; regional police assistance by the Department of Community Affairs; provision of alternatives to institutional placement for juveniles by the Department of Public Welfare; and a statewide juvenile probation drug and alcohol initiative by the Juvenile Court Judges' Commission.

Then, at its September 15, 1992 meeting, the Commission designated priority program areas for the expenditure of approximately \$6 million that would be available during FY 1993 to support implementation of new local criminal justice initiatives. The Commission's decisions were based upon three different information-gathering activities: the Drug Control and System Improvement Forum; the solicitation of written input from Forum attendees; and a survey of existing program activities within the PCCD.

As a result of this process, the Commission approved the following local priority program areas and allocations for the use of the funds that were projected to be available:

- Juvenile Justice Initiatives (\$1,800,000). Juvenile justice was identified as the major area of need. It was recognized that there are several sources of funding that focus on juvenile issues, so that close coordination should be maintained with the Governor's Drug Policy Council to ensure that the maximum benefit was achieved.
- Community Policing (\$755,000). Community Policing involves significant changes in the police mission and the police departments' operational and management philosophies. The transition is evolutionary, not instantaneous. Agencies were to be cautioned not to view community policing as merely the institution of a particular program (e.g., foot patrols, knock-on-door programs, etc.). A very clear distinction would be made between adding programs and changing the philosophy of policing.
- Community-Based Criminal Justice Efforts (\$200,000). This area responded to the desire to give communities the opportunity to attack crime and revitalize their neighborhoods. Communities would be able to identify those casual factors which they believe are creating an environment for crime. Focus would be placed on the development of a team approach that recognized the importance of both panel and civil code enforcement in the fight to eliminate narcotics and other criminal activity.
- New and Expanded Automation Efforts (\$250,000). The need for timely and accurate information continued to be recognized as critical for the management of criminal justice activities.
- Training (\$100,000). This area would continue to provide needed training opportunities for all components of the criminal justice system. PCCD's training effort at the time was supported by an annual allocation of \$350,000. An additional \$100,000 in FY 1993 funds would permit PCCD to aggressively continue its training efforts.
- Child Abuse Prosecution (\$250,000). Interest in this area continued to grow as district attorneys attempted to focus their limited resources on this complex issue. All potential subgrantees would be encouraged to address the issue of providing special assistance to victims of child abuse while they are being processed through the criminal justice system.
- Comprehensive Victim Services (\$250,000). Funding would continue to focus on support of demonstration projects that address the following areas: victims and corrections initiatives; services for alcohol/drug dependent victims; early intervention; program efficiency; and research initiatives.

- Intermediate Punishment (\$1,850,000). Crowding problems experienced by county jails and the lack of adequate treatment and supervision services for criminal offenders continued to require attention. Funding supported eligible programs that demonstrate commitment by the county and have the ability to impact the county's jail crowding situation.

In compliance with the mandatory pass-through requirement, the remaining funds could support either new State agency or local agency initiatives. The following new State agency projects were developed by the Governor's Office in consultation with PCCD:

- One Department of Corrections Project. An "Institutional Parenting Program" (\$450,000) that will establish at both State female correctional institutions a coordinated, comprehensive range of programs and services that will attempt to break the cycle of generational neglect/abuse, criminal behavior, and substance abuse.
- Two Office of Attorney General Projects. The first, "Combatting Drug-Gang Activity" (\$600,000), will establish a unit to target drug-gang activities in the Commonwealth. The second, "Criminal History Records Audits" (\$258,000), will provide the capability to conduct the required audits of repositories within the State that store criminal history record information.
- Two Department of Health Projects. The "A Chance for Tomorrow, Too" (\$34,000) will provide the South East Secure Unit with the capability to equip the mentally retarded juvenile offender who is returning to the community with the necessary knowledge, attitude, and skills to function without the use of alcohol. The second will support the implementation of approximately seven county-level Treatment Alternatives to Street Crime (TASC) operations (\$480,000).
- Two Department of Public Welfare Projects. Both the "Female Secure Unit" (\$512,047) and the "Community Re-Entry Program for Secure Care Youth" (\$466,703) are designed to provide selected secure care youth with a transitional living program in order to maximize their chances for successful community reintegration.
- One Department of Community Affairs Project. This project will provide support for the formation of three regional police agencies in Pennsylvania (\$150,000).

Interagency coordination efforts continue to be stressed. Cooperative work is being accomplished between such agencies as the Department of Health's Office of Drug and Alcohol Programs (treatment), the Department of Education (prevention/education), the PCCD (criminal justice), and the Governor's Drug Policy Council.

The PCCD realizes the importance of monitoring the effectiveness and efficiency of programs in order to ensure that Federal funds are achieving the impact desired and that citizens are receiving a fair return on their investment of State and local dollars.

The Drug Control and System Improvement efforts described for this reporting period are the result of a comprehensive planning process. Emphasis was and is placed on those programs that will positively impact the overall criminal justice system, and not on those that will merely provide temporary solutions to deep-seated problems.

## **PUERTO RICO**

In 1988, initiatives were developed in Puerto Rico to fight drugs and the high rate of crime, supported by funds provided through the State and Local Law Enforcement Assistance Act of 1986 and the Drug Abuse Act of 1988. With these funds, new programs have been established and existing programs have been improved and expanded. In the different priority areas within the strategy it has been possible to acquire equipment, recruit and train personnel, and develop information systems. These needs would not have been satisfied had it not been for the Federal funds granted through the above-mentioned legislation.

The initiatives developed under the Formula Grant had the following results. These are presented below by program area.

### **1. Improvement of the Investigation and Prosecution of White-Collar Crime, Organized Crime, Public Corruption Crimes, and Fraud Against the Government.**

The initiatives developed under this program area have strengthened organizational and operational levels through the acquisition of personnel and specialized equipment. This has allowed law enforcement to improve operations, with a 70% rate of effectiveness in achieving goals and objectives. During FY 1991-92, the investigation of some 432 cases related to organized crime, drugs, corruption, and fraud were successfully concluded. As a result, more than 4,000 charges were filed against more than 178 people. Among the most effective, the Division of Organized Crime stands out. This division, in addition to having carried out several extraditions of fugitives arrested outside of Puerto Rico, managed to submit more than 3,000 charges, indict 102 people, and attain a total of 232 convictions.

The most important activities and achievements in this program area were the following:

- During FY 1992-93, the Interpol Caribbean and Central American Telecommunications Network devoted to fighting organized crime, drug trafficking, and other criminal activities received a total of 11,982 messages, re-transmitted a total of 11,192 messages, and transmitted a total of 1,363 messages between the Network's member countries. These transmissions were conducted through the Teletex and Fax systems.
- As part of its objectives, the Network provided technical assistance during FY 1992-93 to the following countries: Costa Rica, St. Vincent, Belize, Mexico, and Bermuda.
- Personnel for the Telecommunications Network participated in the following training sessions during FY 1992-93: criminal investigations training at the Puerto Rico Police Academy; training in the use and handling of the NCIC (National Crime Information Center) and NLETS (National Law Enforcement Telecommunications System) systems; and network training for programming the M440 system, used in telecommunications.
- In addition, a series of training sessions and professional training seminars were conducted to enhance personnel investigative analysis skills. Some topics covered included: money laundering, organized crime law, presenting of exhibits and documents in evidence, special independent prosecutor law, probative and criminal law, extradition and criminal case law, perception in investigation, use and handling of firearms, search and seizure and civil rights, and undercover techniques.
- As of June 1983, seven organizations engaged in the dealing of controlled substances were under investigation, and there were 10 confidential informants who were supplying information about said organizations.

- During FY 1992-93, the Organized Crime Division received 32 investigations which, together with the 63 that were pending from the prior year, made a total of 95 investigations. Of these, 26 (27%) were concluded. Some 26 cases were submitted in Court with 4,076 charges. In 4,050 (99%) of these, probable cause was found for the crime charged. According to the data, the Organized Crime Division showed an increase of 136% or 15 cases, in the number of investigations concluded compared with the prior fiscal year.
- An organization engaged in drug trafficking in the Bayamon area was dismantled. As a result of this operation, 28 charges were filed against 8 people.

## **2. Financial Investigative Programs Which Target the Identification of Money Laundering Operations and Assets Obtained through Illegal Drug Trafficking.**

Under this program area, a series of activities have been developed directed at the investigation and confiscation of assets acquired through drug trafficking and other illegal activities. These initiatives have been conducted in coordination with State agencies such as the Puerto Rico Police, the Department of Justice and the Special Investigations Bureau. In addition, there has been participation by Federal agencies such as Customs and the D.E.A.

Impact on the drug control strategy perhaps may not be measurable in the short term, due to the magnitude of this problem. However, there has been successful penetration into the problem, indicated by the increase in the number of properties forfeited in the last two years. In 1991, more than 2,000 properties were confiscated, including vehicles, weapons, airplanes, and other items with an approximate value of \$4.6 million. In 1992, more than 3,000 properties were confiscated, with an approximate value of \$6 million.

One of the initiatives developed under this program, the Strengthening of the Forfeiture Division of the Department of Justice, managed to conclude 83% of the cases under its investigation during FY 1992-93. In addition, in terms of collections, it achieved the sum of \$1,107,015. Of this total, \$636,392.00 (57%) were collections from cases won in opposition.

During FY 1992-93, in 16 (55%) of the 29 cases investigated by the Forfeiture Section of the NIE, confiscation was recommended. Eighteen properties and 72 motor vehicles (including yachts and boats) were confiscated, in addition to cash and jewelry. Confiscations carried out during the year were estimated at more than \$10,000,000.00.

The Forfeiture Division of the Department of Justice resolved 1,255 cases, or 83% of cases, twice the expected number (40%).

## **3. Improving the Operational Effectiveness of the Court Process.**

This program is in its second year of operation with an 80% rate of effectiveness in meeting its goals and objectives. Its impact on the Court Justice system, at this stage, can not be specified exactly. The only project that has been developed under this program, Specialized Courtrooms for Controlled Substances and Other Related Crimes, despite maintaining a case resolution rate of 80.7%, requires some channels of internal coordination to permit an increase in the resolution rate to 85% and, in turn, a decrease in the average case resolution time.

## **4. Programs Designed to Provide Additional Public Correctional Resources and Improve the Corrections System.**

The impact of this program area enters one of the priority areas of the Puerto Rico Government, to strengthen the corrections system and provide better services for the penal population. This program operates with a rate



of effectiveness between 75% and 80% in achieving its goals and objectives. More than 500 adult inmates have experienced its impact through rehabilitation and treatment programs and other services that allow the inmate to develop new skills and improve self-esteem.

Through the Inmate Treatment Program, a total of 219 inmates with addiction problems were provided with group therapy, individual therapy, recreational/occupational therapy, medical services and nursing, and academic services.

More than 300 abusive inmates addicted to drugs and/or alcohol were placed in psychosocial treatment programs directed at effecting changes in their behavior and thought patterns. A positive effect of this project has been the return of some of its graduates, who have returned to the outside community, in search of further help or counselling.

Another initiative developed under this program with an impact on both the adult and juvenile penal population is the Controlled Substances Detection program. The program has operated with 100% effectiveness in achieving the goal of samples to be taken. It has an annual average of more than 30,000 samples. The results of the samples taken allow inmates who have tested positive to drug use to be referred to rehabilitation programs.

During FY 1992-93, biopsychosocial services were provided to 979 youths in Juvenile Institutions. Through the implementation of the extended integrated program system of the Industrial Schools of Ponce and Cabo Rojo, a series of educational, recreational, cultural, therapeutic, wage labor, and non-wage labor activities were fostered to provide services to participants. This represented an increase in the number of hours during which the minors were participating in these types of activities, gradually reducing leisure time.

#### **5. Providing Prison Industry Projects Designed to Train and Place Inmates in a Realistic Working Environment.**

Under this program, only one project has been developed to implement a printing shop in the State Penitentiary. It began in April 1993 and is currently at the stage of identifying equipment to be acquired.

#### **6. Providing Programs which Identify and Meet the Treatment Needs of Adult and Juvenile Drug-Dependent and Alcohol-Dependent Offenders.**

Through this program area more than 600 minors annually have been affected over the last three years. Its most positive aspect is the ability to work with a minor at an early stage in his life, allowing rehabilitation and direction toward other productive activities. The initiatives developed under this program have made a great contribution to the strategy of the Government. These have operated at an 85% performance rate in achieving their goals and objectives. It is worth noting that one of the most effective ones is the Minor Deviation Program of the Department of Justice. Through this program, which provides special care for minors with drug problems, certain minors have been diverted from the formal court prosecution system. Those in the program have not become recidivists. The project annually sees an average of 500 minors, managing to divert an average of 400 (80%). During FY 1992-93, a total of 389 minors were successfully placed in deviation programs, 56% more than what had been foreseen.

In the character modification area, the Character Formation Institute managed to get 88 of its youths to complete its 6-month program, representing only 38% of the 229 youths admitted. The percentage of youths who completed the program is less than the 60% expected in this area for FY 1992-93. Nevertheless, this program exposed 100% of the young participants to work experiences aimed at creating positive attitudes. More than 60% of the participants achieved positive modification.

## **7. Developing programs to improve drug control technology and the Criminal Justice Information System.**

One of the positive effects of this program area has been the development of new information systems in diverse areas of the Criminal Justice System. Its contribution to the achievement of strategies can be measured in terms of the streamlining by these systems in the handling of information that facilitates the work of the prosecutorial personnel, judges, police, and others within the system. Projects under this program are still in the phase of acquiring equipment and identifying a program format. The level of performance, in terms of the achievement of the goals and objectives, is approximately between 50% and 60%.

Nevertheless, several projects have been developed whose impact on the system has been and will be of greater benefit. One of these is the Criminal Justice Information System, implemented in all twelve prosecutor's offices in Puerto Rico, allowing access for all prosecutorial and investigative personnel. In addition, it has been installed in the judicial centers, at the Puerto Rico Police Department, the Corrections Administration, and the Parole Board. Use of this system by personnel fluctuates between 90% and 95%, which is indicative of its importance.

A computerized system for the handling of cases by the prosecutors of the Investigation and Criminal Prosecution Units of the Department of Justice is also being developed. This system attempts to increase the effectiveness and efficiency of the prosecutor in prosecuting criminal cases by allowing better organization and increased preparation for each case, together with greater case follow-up, and more effective processing of case information for decision making, and prioritizing.

The area of drug control technology has been strengthened with specialized personnel and equipment. A regional laboratory has been established in Arecibo, and the courtrooms that specialize in controlled substances cases have been provided with expert personnel.

During FY 1992-93, expert personnel were assigned to the Ponce, Arecibo, and Aguadilla regional laboratories for the analysis of controlled substances cases. The acquisition of this personnel fostered more effective analysis and increased the availability of technicians to appear in court.

## **8. Improving the Criminal and Juvenile Justice Systems' Response to Domestic and Family Violence.**

Under this program area, a performance level of between 75% and 80% has been achieved in meeting goals and objectives, strengthening the areas of investigation and prosecution of matters related to child abuse. Its impact in this sector of the Criminal Justice System has allowed for the filing of more than 300 cases of child abuse including felony sex crimes.

The number of children abused annually, some of whom are murdered, is constantly on the rise. One of the projects developed under this program, the State Center for Child Protection, has had an impact on this problem.

During FY 1992-93, out of a total of 133 victims who were received, 24 (18%) had to be placed in shelters. Through the investigation achieved through this project, 18% of minors' lives were saved.

## ***RHODE ISLAND***

In October 1992, the Office of the Auditor General released a report on the results of its audit of the Drug Control and Systems Improvement Forraula Grant Program administered by the Governor's Justice Commission for the year ended June 30, 1991. The report disclosed a material weakness in internal control -- one person had the responsibility of managing cash and recording transactions. In addition, the report disclosed that Federal funds used on a confidential basis for a multi-jurisdictional drug task force were maintained and controlled in an imprest checking account by this same individual.

Subsequent to the release of this report, information was compiled by the newly appointed Executive Director of the Governor's Justice Commission which indicates that these confidential funds were being used inappropriately. As a result, we have conducted a special review of all imprest accounts from 1987-1993 with the assistance of personnel from the Bureau of Audits.

We have reviewed expenditures made from the following programs during the period 1987-1993:

- Drug Control and Systems Improvement Formula Grant Program
- Justice Assistance Act
- Juvenile Justice and Delinquency Prevention Act
- Neighborhood Crime Prevention Act

Our review included such tests of the accounting records and such auditing procedures as we considered necessary under the circumstances, including tests of representative charges to these grants.

#### Summary of Questioned Expenditures

Our review has revealed the existence of a number of improprieties by an employee of the Governor's Justice Commission. These are summarized below.

- Unauthorized overtime payments. We found that the Supervisor of Management Services at the GJC was paid over \$117,000 in unauthorized overtime during the period from July 1990 to April 1993. These payments were made outside of the State payroll system and were neither authorized by his superiors at the GJC nor disclosed to the State Controller, State Auditors, or other State officials. These monies were drawn from Federal drug control grants and were ostensibly to be used for undercover drug investigations.
- Control of imprest checking accounts. The Supervisor of Management Services maintained and controlled nine separate imprest checking accounts. Funds for these accounts came from Federal and local (matching) monies. Expenditures were to be made to or for the benefit of various State and municipal law enforcement agencies. We found that seven of these accounts were in the name of the Supervisor of Management Services, and bank statements were mailed to his home address. An eighth account was in the name of "Justice Services," but the Supervisor was the signatory, and his home address was listed on the related bank statements.

Our review disclosed that over \$5.4 million was expended from these checking accounts during the 1987-1993 period, largely for purchases of equipment, overtime payments to local police, purchases of evidence, and other drug investigation costs.

- Payments to relative. Our review noted payments by check totaling \$81,112 during the July 1989 - April 1993 period to Practical Business Services, apparently for performing various clerical and secretarial duties. These checks were signed by the Supervisor of Management Services and were endorsed either by the business or personally by an individual whom the Supervisor identified as his wife.
- Internal Revenue Service reports. Payments to municipal police officers for overtime on narcotics investigations were, in some instances, paid directly to the police officers, who were told that payment of applicable income taxes was their responsibility. However, the required income tax reports for payments to outside contractors (Federal Form 1099) were not filed with Federal and State tax officials. This violates Federal and State income tax reporting requirements.

- **Commingling of funds.** Our review determined that the Supervisor of Management Services commingled Federal and State funds into a checking account also used for "Justice Services," his personal consulting business. Federal regulations generally prohibit commingling funds from one source with funds from other sources. Although the GJC's internal accounting system did provide accountability for each project for which funds had been awarded, and we were able to verify cash drawdowns deposited into the account, monies should be separately maintained to prevent the potential for misappropriation of funds.

Our review disclosed that over \$16,000 from this account was loaned to other programs. We found another instance in which \$38,172 requested for the Juvenile Justice and Delinquency Prevention grant was diverted to a narcotics control account. This violates the Federal regulation that "funds specifically budgeted and/or received for one project may not be used to support another."

## ***SOUTH CAROLINA***

South Carolina funded programs in 13 of 21 authorized program areas. This represents a total of 147 grants awarded (two later withdrawn) in 45 of South Carolina's 46 counties. While the State is required to filter down 40.96% of the Formula Grant total to local jurisdictions, it actually sent 84.69% to them. In addition to the FY 1992 grants, there was one funded with FY 1991 funds carried over which is not included in the following data.

Multi-jurisdictional task forces received 11% of the funds. The DARE program received 25% of the funds. Four percent of the funds went toward programming and administration costs. Combatting street sales received 19% of the grant money. Criminal justice records improvement was allocated 13% of the funds. Three percent of the funds were allocated to treatment in prisons. One-tenth of a percent of the funds was directed at enhancing forensic labs. Twelve percent of the funds were allocated to improving criminal justice operations. Community oriented policing received 2% of the funds. Seven percent of the money went towards funding public defenders. A total of 3% of the grant money was used to improve the correctional system, sex abuse investigations, drug control evaluations, and alternatives to detention.

Education, prevention, treatment, and law enforcement are significant components of the South Carolina Formula Grant Program. This has been true since the beginning of the Edward Byrne Memorial State and local Law Enforcement Assistance Formula Grant Program in 1989.

## ***SOUTH DAKOTA***

Drug abuse is a community-wide problem pervading all social and economic lines and invading all elements of our society. It has been repeatedly emphasized that efforts that focus on reducing the supply side of drugs will be in vain, unless more is accomplished to reduce the demand side for drugs. The drug problem is too big to be handled by law enforcement alone. The drug problem requires coordination of not only local, State, and Federal law enforcement agencies, but also education and treatment agencies to increase preventive educational efforts in our schools and increase community-wide action.

### **Multi-jurisdictional Drug Task Force Program**

The goal of the Multi-jurisdictional Drug Task Force Program is to enhance through jointly managed operations the ability of city, county, State, and Federal criminal justice agencies to remove targeted drug traffickers and conspirators through investigation, arrest, and prosecution.

The South Dakota Attorney General's Task Force on Drugs is presently funding twelve multi-jurisdictional drug task forces, covering 46 counties, which is over two-thirds of the State. Twenty-one additional full-time drug

investigators are working in the State since the initiation of this program, and the strategy is to hire more investigators in response to local needs, if resources permit.

The program has provided the mechanism to develop successful cases against multi-jurisdictional drug-related offenses, which require unique, time-consuming investigative techniques and with which coordination and cooperation among agencies is essential. Through cooperation and the sharing of personnel and equipment, together with specific training programs, the important matter of meeting local and regional needs has been addressed in a positive manner.

#### **State Drug Prosecution Program**

The State Drug Prosecution Program is designed to enhance the ability of State and local criminal justice agencies to successfully investigate and prosecute multi-jurisdictional narcotic traffickers. The goal of the program is to fill gaps in prosecutions at the local level and develop new strategies and guidelines to increase the deterrent value of criminal prosecutions.

The program, now with four full-time drug prosecutors, created a specialized unit responsible solely for prosecuting drug cases and coordinating seizure and forfeiture proceedings on a statewide basis. This specialized unit contributes to South Dakota's ability to force convicted drug dealers to testify against their sources of supply. The unit also provides investigative assistance in handling wiretaps and investigative grand juries.

During FY 1992, the program charged 124 drug dealers and users and convicted 121 offenders. One individual was acquitted and 2 were granted State immunity. The program also successfully forfeited \$68,904.72 in assets and \$155,184.44 in conveyances.

#### **Canine Drug Detection and Apprehension Program**

This program, implemented by the State Highway Patrol, uses narcotic detection canines in roadside interdiction efforts to apprehend couriers or importers moving illegal drugs and substances into or through South Dakota.

#### **Statewide Corrections Comprehensive Substance Abuse Treatment Program**

It is estimated that over 85% of the population within the State's correctional facilities have substance abuse problems. The overall goal of the Statewide Corrections Comprehensive Substance Abuse Treatment Program is to expand and enhance current programming to provide a continuum of services which will more adequately match each juvenile and adult client with appropriate supervision, control, and chemical dependency services. The program is an accredited program of assessment, treatment, therapies, and aftercare.

In July 1988, the State's correctional facilities had only six chemical dependency counselors. Today, there are 21 serving the populations of the correctional facilities. This program has been successful in addressing the problem to better meet the needs of chemically dependent inmates, increasing the chances of rehabilitation and reducing the rate of recidivism.

For the time period beginning July 1, 1992 and ending June 30, 1993, 869 inmates were provided detailed substance abuse assessments. Ten inmates were identified as requiring Substance Abuse Prevention Education. Eight-hundred-fifty-six inmates required Self-Help Programs, 440 required Counseling Services, and 489 individuals received Aftercare Services. Three-hundred-seventy-two inmates have completed the relapse prevention component which follows the primary treatment component.

#### **Work Release Housing Program**

As the prison population continues to rise, alternatives to incarceration programs must be developed. This program was initiated in response to the serious shortage of work release housing and the lack of work release opportunities for the State's female inmates.

The program has provided an alternative to incarceration for selected offenders, thereby vacating critical prison space while also providing much needed work release opportunities for the State's female inmates. Working in conjunction with other prison programs, this program also significantly enhances the State's ability to reintegrate successfully more offenders into the community, reducing the State's recidivism rate.

For the period from June 1, 1992 through June 30, 1993, 86 individuals were approved for work release. Of these 86 persons, 49 inmates and 9 parolees were placed in the program. Forty-four inmates were male, and 5 were female. Eight parolees were male, and one parolee was female.

One of the objectives of this program is to allow the inmate to contribute to the costs of his/her incarceration. For the given time period \$82,896.44 was contributed by inmates and parolees.

#### **Intensive Supervision Parole Program**

Problems with substance abuse seldom end at the prison walls. Drugs and alcohol are a problem for most parolees. For this reason, the Intensive Supervision Parole Program was developed to provide a much higher level of supervision and programming for parolees than regular parole offers. During FY 1993, a total of 243 inmates were supervised in this program. Approximately 85% of the individuals in this program received urinalysis tests for drugs. All individuals had breathalyzer tests at least once a month during this reporting period. Approximately 12% had positive blood or urine tests. Twenty-five of those testing positive were returned to the institution.

#### **Chemical Diversion Parole Program**

The goal of this program is to provide Parole Services with options to be used as alternatives to returning parolees to the correctional facility from which they were paroled. By improving coordination between local treatment facilities, social, health, and other available agencies, Parole Services can better assist those drug dependent persons who need such services.

This program to a large degree successfully integrates offenders back into the mainstream of life, reducing recidivism, and thus easing the numbers in overcrowded correctional facilities. An important component of this program is the combination of custodial care at an intensive level with outpatient treatment.

For the time period beginning July 1, 1992 and ending June 30, 1993, approximately 65 individuals received services through the Chemical Diversion Parole Program. Of these, 47 clients received detailed substance abuse assessments.

Objective-based community plans are completed with each parolee when he/she begins parole. These plans are updated on a monthly basis and reflect problem areas and progress made by the parolee. Many community resources are used in the development of these plans. These resources include, but are not limited to, half-way houses, treatment facilities, private certified treatment providers, Alcoholics Anonymous, Narcotics Anonymous, Men Against Violence, domestic violence programs, parenting programs, Job Services, vocational programs, employers, Department of Social Services, church programs, and Gamblers Anonymous. Fourteen parolees received educational programming in budgeting, resume writing, image improvement, life skills, and other areas. Sixty-five individuals were enrolled in aftercare or follow-up programs with 42 of the 65 completing such programs.

#### **Yankton Trusty Unit Chemical Dependency Treatment Project**

The overall goal of this project is to provide primary and secondary treatment services to those trusties who have been diagnosed as chemically dependent and are in need of treatment and support services prior to becoming eligible for parole. Diagnostic tests indicate that 100% of the trusties placed in the Yankton Trusty Unit are chemically dependent. The individuals placed in this unit are non-violent offenders.

The Department of Corrections developed a contract to purchase 75 treatment and relapse prevention slots from an accredited alcohol and drug services provider in the Yankton area, the Lewis and Clark Alcohol and Drug Program. The Lewis and Clark Program then conducts DSM III-R chemical dependency assessments on all trustees referred for treatment. During the time period beginning July 1, 1992 and ending June 30, 1993, 80 individuals were assessed. Of the 80 individuals entering treatment, 75 completed the treatment program. Thirty-one reported no prior treatment.

Participation in various other treatment components offered through the Yankton Trusty Unit Chemical Dependency Treatment Unit is shown below:

- forty-five clients have participated in support services;
- seventy-five clients have participated in intensive short-term treatment services;
- seventy-five individuals attended AA meetings;
- seventy-five trustees have completed relapse prevention services; and
- fifty-eight trustees were referred for aftercare services.

#### Short Term Juvenile Intensive Treatment Program

The demand for inpatient drug treatment by juveniles unable to pay for such treatment has historically exceeded the available resources. This program is designed to provide adjudicated juveniles the opportunity to obtain primary and secondary chemical dependency treatment during their stay at the State Training School at Plankinton. This program allows those juveniles in need of treatment, but unable to obtain these services in the private or public sector, to receive structured treatment prior to release. Unless such treatment is provided, a return to active drug use by the dependent juvenile is inevitable.

During the time period beginning July 1, 1992 and ending June 30, 1993, a total of 139 DSM III-R assessments were completed on juveniles who entered the State Training School. One-hundred and twenty-four were male, and 15 were female. Of those juveniles assessed, 57% had a psychoactive substance dependence diagnosis.

- 181 juveniles were identified as requiring substance abuse education.
- 117 juveniles were identified as requiring self-help programs.
- 117 juveniles were identified as requiring counseling services.
- 77 juveniles were identified as requiring aftercare services.
- 117 juveniles were involved in voluntary AA/NA meetings.
- 4 individuals were referred to the Adolescent Inpatient Inhalant Abuse Program at Our Home, Inc. at Huron.

#### Custer Youth Forestry Camp Chemical Dependency Treatment Project

The goal of this project is to enhance the chemical dependency services to guarantee the availability of primary treatment services for those juveniles diagnosed with a dependency. This is accomplished by increasing the networking capabilities of the Chemical Dependency Program and developing and operating a primary treatment component for those individuals who are ineligible to access existing primary treatment within existing community-based programs.

For the time period beginning July 1, 1992 and ending June 30, 1993, all juveniles admitted to the Youth Forestry Camp received a DSM III-R chemical dependency assessment. The assessment is reviewed with the client and is updated if a change in diagnosis is made. A total of 76 assessments were completed for the given time period.

During this reporting period, 40 adolescent males at the Youth Forestry Camp were enrolled in in-house intensive outpatient treatment. Of these 40 individuals, 38 successfully completed the program. All adolescent males who enter the Youth Forestry Camp are enrolled in the alcohol/drug prevention education program. This program also includes an AIDS educational component. For the given time period, 105 individuals were enrolled

in this program component. Thirty-seven individuals were referred to community-based programming for aftercare services, and 40 individuals were involved in self-help programs.

#### **Lamont Youth Development Center Substance Abuse Treatment Program**

The goal of this program is to expand the chemical dependency services at the Lamont Youth Development Center to guarantee the availability of primary and secondary treatment options for adolescent females diagnosed with a chemical dependency. Statistics indicate that 60% to 70% of the center's yearly clientele have significant problems with chemicals. One of the project's foremost treatment goals is to assist delinquent juvenile females to develop into healthy, functioning, young women.

For the time period beginning July 1, 1992 and ending June 30, 1993, 41 adjudicated juveniles were provided detailed substance abuse assessment. Of these 41, 28 were found to be chemically dependent, and 2 were chemically abusive. Twenty-eight juvenile females completed the treatment program.

One-hundred percent of the program participants were tested for drug usage during their stay in the program. During the given time period, there were no positive tests confirmed.

As well as participating in the primary treatment program, 30 girls attended AA/NA meetings at the Lamont Youth Development Center. Twenty girls were placed in in-house aftercare following successful treatment, and an additional 9 girls were discharged from the facility following treatment and were referred to community-based agencies for aftercare services.

#### **In-jail Chemical Dependency Treatment Program**

New projects were initiated during FY 1991 within the two largest county jails in the State. The overall goal of the projects is to enhance the rehabilitative potential of chemically dependent individuals, through the provision of services designed to develop lifestyles free of the inappropriate use of chemicals.

#### **Minnehaha County In-Jail Chemical Dependency Treatment Program**

For the time period beginning January 1, 1992 and ending December 31, 1992, the Minnehaha County In-Jail Chemical Dependency Treatment Program completed 289 DSM III-R assessments. The following depicts a breakdown of involvement in various treatment components of the In-Jail Treatment Program for the given time period:

- 180 inmates completed prevention education programs.
- 180 inmates completed primary out-patient treatment.
- 34 inmates were placed on work release through this program.
- 180 inmates were placed in chemical dependency support groups.
- 180 inmates received services in self-help programs.
- 180 inmates received individual and/or group counseling.
- 180 inmates were referred for aftercare services.
- 80 urinalysis or blood tests for illegal substances were performed.
- 7 inmates tested positive for drugs or alcohol.

#### **Pennington County In-Jail Chemical Dependency Treatment Program**

For the time period beginning March 1, 1992 and ending February 28, 1993, the Pennington County In-Jail Chemical Dependency Treatment Program completed 729 DSM III-R assessments. Following the assessments, those identified as needing the services of the program entered into various components of the In-Jail Treatment Program. A breakdown of involvement in individual programs follows:

- 376 inmates received services in self-help programs.
- 110 inmates were referred for aftercare services.
- 131 inmates were placed in aftercare chemical dependency support groups.



- 108 inmates completed prevention education programs.
- 71 inmates completed primary outpatient treatment.
- 111 urinalysis or blood tests for illegal substances were performed.
- 0 inmates tested positive for drug usage.

#### **Drug Abuse Resistance Education (DARE) Project**

In 1987, the Office of the Attorney General instituted the DARE Project in South Dakota as a means to educate school age children to recognize the dangers of drug use and to resist both the subtle and the direct pressures on them to experiment with drugs.

Project DARE is a substance use prevention education program designed to equip elementary school children with skills for resisting peer pressure to experiment with tobacco, drugs, and alcohol. This unique program uses uniformed law enforcement officers to teach formal curriculum to students in a classroom setting. For the 1993 school year, there were 172 Certified Project DARE Instructors teaching the DARE curriculum in 180 schools in South Dakota. A total of 8,927 students were reached through these efforts.

#### **Youth-At-Risk Program**

Through this program, the Office of the Governor has increased awareness in South Dakota of its youth-at-risk, coordinated State government programs serving young people, and will be able to effect long-term changes by investing in programs for youth-at-risk. The purpose of the program is to provide leadership and management to empower State agencies, local agencies, communities, families, and individuals to meet their unique needs in many areas including: prevention and early intervention; alcohol and substance abuse prevention and treatment; transitional services which support and maintain gains achieved during treatment; and community-based alternatives to detention and incarceration.

#### **Domestic Violence Project**

This program provides a combination of State and Federal funds to non-profit agencies across the State to establish or maintain regularly publicized crisis telephone services, referral services, and shelters that are immediately available by telephone or in person to victims of domestic or sexual abuse, and to establish or maintain prevention and education programs in the community to reduce discriminatory attitudes and practices toward victims of domestic and sexual abuse. Agencies provide victims with such services as: advocacy concerning criminal justice proceedings, social services, housing, medical services, jobs, and safety issues; support groups; individual counseling or support; children's programs; transitional housing; prevention and education; and referrals.

#### **Law-Related Education (LRE) Program for Adjudicated Youth**

This pilot program seeks to decrease significantly the recidivism rate of adjudicated youth in a countywide school district. The program additionally seeks to supplement the drug prevention program by incorporating law-related drug prevention curriculum and training into the K-12 curriculum. The model to decrease recidivism is developed with strong attention to programming for low-ability readers, integration into the community, and active hands-on materials designed to involve high-risk youth. Strategies within the model are aimed at students, staff, parents, agencies, and juvenile court services.

The Attorney General's Task Force on Drugs State Program Office is currently in the process of developing a profile of students involved with the LRE project. Initial findings indicate that 80% of the students involved in this project were male. The average age of involvement was 15 years. Eighty-five percent were white, 13% were American Indian, and 3% were Black. Only 45% of those students involved in LRE live with both natural parents.

#### **Juvenile Transitional Care Program**

This program was a first for South Dakota in the area of juvenile transitional care. While there existed within the State limited resources for inpatient treatment for juvenile substance abuse, there were far too few options

available for transitional care and aftercare follow-up service for youth. Juveniles who successfully complete treatment too often have a poor prognosis for continued abstinence if they return to a dysfunctional family and the old community environment where there is a serious gap in available transitional care. This program provides young people with the professional guidance, counseling, and therapy needed to continue in the recovery process while developing a responsible lifestyle.

#### **Black Hills Special Services Cooperative**

- Twenty individuals were enrolled in the project.
- Thirteen were male, and seven were female.
- Nineteen individuals were American Indian and one was White.
- The average age of a program participant was 15.75 years.
- Nine individuals completed the program.
- One individual was re-admitted to a treatment facility one year after discharge.
- Sixteen individuals were involved in work-related activities. Those not involved were full-time students.
- Two individuals were arrested while in the program.
- Two individuals were arrested within one year of release from the program.

#### **Our Home, Inc.**

- Eighty individuals were enrolled in the project.
- Seventeen individuals completed the project.
- Four individuals were re-admitted to the project.
- Two individuals were arrested while in the program.

#### **Threshold Youth Services**

- Twenty-seven individuals were enrolled in the project.
- Nine were male, and eighteen were female.
- Sixteen individuals were White, and ten were American Indian.
- Twenty-four of these individuals have committed crimes.
- Thirteen individuals have completed the program. The remaining 14 are still in placement.
- Two individuals were re-admitted to a treatment facility.
- Two individuals were arrested while in the program.
- Three individuals were arrested within one year of release from the program.

The projects/programs described above were all initiated through funding provided by the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program. With the possible exception of the Statewide Drug Prosecution Program, it is highly doubtful that any of the projects/programs would have been established without the availability of funding provided through the Formula Grant Program.

## ***TENNESSEE***

Tennessee crime statistics reported to the Department of Justice from 1987 to 1991 show a 26% increase in violent crimes and an 11% increase in property crimes. Comparatively, crime statistics for the southeast United States show a 32% increase in violent crimes, and a 19% increase in property crimes for the same period. These statistics reflect, we believe, the positive contribution that our management of the Bureau of Justice Assistance program has made in Tennessee. Interestingly, the Tennessee Department of Correction reported an insignificant increase in the overall admissions for felony offenses while the number of commitments for drug offenses increased by approximately 400%. It appears that our focus on the apprehension of drug offenders

through programs such as the multi-jurisdictional drug task forces has contributed to curtailing crime growth rates in Tennessee.

Judicial District Drug Task Forces in Tennessee made 5,230 felony drug arrests in FY 1992-93. This resulted in the seizure of assets that involved 1,043 vehicles, \$2,562,745 in currency, and \$994,000 in real property. This was accomplished despite a 30% decrease in drug arrests when compared to 1992, due to the targeting of major drug traffickers rather than street level dealers.

We have statistical evidence which indicates drug use by juveniles in our four most populated metropolitan statistical areas is down by an average of 20% in the 14-17 year-old population.

Surveys conducted by the Knoxville Metropolitan Drug Council and the Nashville Office of Drug Policy verify that drug use is down in local high schools in these metro areas. In addition, the Chattanooga Public Housing Authority has surveyed juveniles living in public housing and likewise observes a trend of declining drug use.

The Community Policing Programs operating in Chattanooga, Knoxville, Memphis, and Nashville have made a positive impact on their communities' efforts to reduce criminal activity.

The Chattanooga Police Department reported a 21% reduction in Part I and II crimes for 1992. The Knoxville Police Department reported a 2% reduction in reported crimes while Memphis and Nashville reported only single digit increases for the same period.

State law enforcement agencies have served as models for local agencies in areas of cooperation and coordination. For example, the Governor's Marijuana Eradication Task Force has consistently placed Tennessee in the top three states in the country in marijuana eradication. The task force is composed of representatives from the Tennessee Bureau of Investigation, the Department of Safety, the Alcohol Beverage Commission, the Tennessee Wildlife Resources Agency, and the National Guard.

Bureau of Justice Assistance funding allowed the Department of Safety to provide legal counsel in vehicle forfeiture hearings for State and local law enforcement agencies seeking to remove assets from drug traffickers. Likewise, the Tennessee Bureau of Investigation is providing forensic services to drug task forces which was made possible by the Bureau's funding.

The Tennessee Department of Correction is providing drug treatment programs for offenders residing in rural areas when they are remanded to the custody of the Department.

The statistics prove what we already perceive, that new levels of State and local cooperation have guaranteed the success of our various programs dealing with drug use and the spread of violent crime. We continue to review our current programs and seek new approaches to maintain the progress already visible in Tennessee.

## **TEXAS**

No other Texas law enforcement program has had more far-reaching effects than the Texas Narcotics Control Program (TNCP). This cooperative multi-agency drug law enforcement initiative created in December 1987 is designed to respond to both the rural manufacturing and smuggling of drugs and their urban sale and distribution.

It has had an immediate impact. Since its inception, over 68,000 individuals have been detected and arrested for drug law violations. Illegal drugs worth over \$2 billion in street value have been removed from Texas

communities. Cash, vehicles, jewelry, and weapons valued in excess of \$95 million have been confiscated from drug offenders.

The backbone of the program is a statewide network of 50 multi-agency task forces that fill the significant void between the efforts of State and local law enforcement agencies. Resources of equipment, personnel, and evidence-purchasing ability are combined to provide a truly comprehensive initiative. Because of the complexity of Texas drug trafficking and the size and population distribution of the State, the multi-agency task force concept is essential. Illegal drug smugglers are highly mobile and recognize no jurisdictional boundaries. Law enforcement must not recognize them either.

This multi-agency task force concept has been especially beneficial to rural law enforcement. Because of the State's economic slump, rural Texas counties have a tax base insufficient to fund even mandated public safety services. A great number of Texas counties are protected solely by local law enforcement agencies with severely limited personnel and equipment. Many rural areas within the State are unable to provide 24-hour protection, much less special drug-control units.

Effective drug law enforcement requires an immense amount of personnel-intensive investigative and surveillance effort, specialized equipment, and trained personnel. These are requirements that governments in less populous rural areas are hard-pressed to deliver. Yet, rural counties throughout Texas serve as the front line in the war on drugs, as these areas are the source points for the quantities of drugs smuggled into or domestically produced in the State.

The formula for distribution of funds to States established in the 1986 Anti-Drug Abuse Act allows funds to be provided on the basis of greatest need, not population or local expenditures. The Texas Narcotics Control Program provides comprehensive drug law enforcement to 220 Texas counties, many of which had no dedicated narcotics effort before the program was developed. By pooling the resources of many counties into one comprehensive effort, rural regions of Texas are able to receive the type of specialized narcotics enforcement they need.

The flexibility of the program also addresses the problem of end-user distribution in metropolitan areas. In FY 1993, all Texas cities with populations of more than 100,000 benefited from grant awards. This funding allows cities to develop programs to address their unique needs.

Task forces have proven to be the most effective use of limited resources, fostering the type of interagency cooperation and intelligence sharing that is crucial for effective drug control. Collaboration on a statewide basis has been enhanced also. Because of relationships developed through the program, task forces from diverse areas of the State work together daily. Task forces often work jointly on a case or even exchange agents for undercover investigations.

The Texas Narcotics Control Program enjoys wide support and generous sharing of personnel, equipment, and intelligence from State and Federal agencies. In the majority of the task forces, agents or supervisory personnel are assigned from the Texas Department of Public Safety, the Drug Enforcement Administration, the U.S. Border Patrol, or the Internal Revenue Service, enhancing the task force efforts and effecting the type of interagency cooperation Congress envisioned in the Omnibus Anti-Drug legislation.

Since 1987, the Texas Narcotics Control Program has provided support to the DPS crime laboratories to upgrade equipment and increase personnel, with the goals of increasing the number of drug sample examinations, reducing processing time, and enabling chemists to serve as expert witnesses at trial. Because of the successful activities of the TNCP, task forces create a greater workload for the laboratories. Enhancement of crime laboratories is a key component of the Statewide Strategy.

Recently brought on-line is the Texas Narcotics Information System (TNIS), a statewide drug information sharing system supported by the Texas DPS Narcotics Service. TNIS will enhance the numerous TNCP multi-agency investigations by avoiding costly duplication of efforts and increasing interagency communication and cooperation.

Asset forfeiture is an important tool that can seriously hamper a drug dealer's operation. There is a cooperative agreement with the District Attorney in each task force's jurisdiction that all proceeds from seized assets are to be returned to the task force to further the goals and objectives of the project. Thus, the income generated through the forfeiture of assets derived from drug trafficking offsets the continuing cost of operations.

Unfortunately, achievements are clouded by the immensity of the narcotics problem in this State. The success of Federal anti-drug initiatives in the Caribbean basin has forced drug cartels to diversify their shipment routes and has led to the increased use of Texas as a staging and transshipment area for cocaine, marijuana, and heroin.

Governor Richards appointed a Drug Policy Advisory Board to analyze thoroughly the dynamics of the narcotics and violent crime problems in the State and recommend the response that will result in the greatest impact. This advisory board includes representatives from Federal, State, and local law enforcement agencies; the U.S. and District Attorneys' Offices in Texas; the judiciary; education; and the State agency responsible for drug treatment efforts.

This country must make every effort to prevent the schoolchildren of today from becoming the drug offenders of tomorrow. A strengthened criminal justice system can provide a powerful incentive not to engage in drug activity, by ensuring swift and sure punishment for violations of drug laws. Law enforcement initiatives provide an immediate response to the problem by removing the open drug markets terrorizing neighborhoods, controlling the violent crime so closely associated with the drug trade, and thwarting the plans of the illegal drug merchants whenever possible. The combined efforts of supply- and demand-reduction programs are absolutely necessary to address both long-term and short-term goals in the war on drugs.

Federal law enforcement agencies have primary responsibility for the control of international production, interstate transshipment activities and the protection of the U.S. border. Locally, it is imperative that there be a comprehensive plan for interagency coordination and the sharing of intelligence through all levels of drug law enforcement. This strategy provides a blueprint for action in the battle against the life-threatening onslaught of illegal drugs.

## **UTAH**

The Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program has enabled Utah to respond to the most critical criminal justice problems and challenges during the last six years. A review of the programs funded between July 1, 1992 and June 30, 1993 confirmed that the programs have been useful in affecting the targeted problems. Funding for several of the programs has been taken over by the State because Federal funding was terminated, and one of the programs has received national recognition as a model program.

The major focus of the Formula Grant Program in Utah has been to target the problems associated with drugs. Substance abuse and illegal drug activity, which threaten the well-being of every citizen in our State, are recognized to be among Utah's greatest challenges. In a June 1993 poll conducted by Dan Jones & Associates, 63% of respondents ranked drugs as the most severe problem faced by Utah. The costs, in terms of economics and human suffering, are staggering.

Other criminal justice problems have surfaced in Utah during the last few years which have been addressed with the formula funds. These problems include an increase in the number and severity of juvenile offenses and gang violence, an increased number of child abuse cases, and the fact that Utah's criminal history records are

incomplete. Utah's *Drug and Violent Crime Enforcement Control Plan* documented these problems and selected programs which would target the criminal justice system problems.

### About Utah

Utah is a large state geographically and has a population of 1,770,000, according to 1991 census records. The State is unique because of the large number of children in its population. Utah leads the next closest State by 5% in the percentage of school-age children in its population, with a number 50% higher than the national average. The median age, 25.7 years, is the youngest in the nation by almost four years. Although the *Uniform Crime Reports* confirm that Utah's juvenile crime rates are below the national average, juvenile crime has increased significantly in Utah during the last decade.

According to the 1990 U.S. Census, 87% of Utah citizens live in urbanized areas (2,500 people or more)--number six in urban rankings nationwide. Population centers include Salt Lake County (population 725,956), Utah County (population 263,590), Davis County (population 187,941), and Weber County (population 158,330). As would be expected, the crime rates (offenses per 1,000 people) are usually higher in the urban counties of the state than in the rural counties. The number of arrests for drug and violent crimes are higher in the urban counties, and asset forfeitures occur more frequently in Salt Lake, Utah, Davis, and Weber Counties compared to the rural areas.

Despite legislation to control their sale, the availability of chemicals needed to manufacture methamphetamine drugs have contributed to the increase in consumption of this drug. The size of the market, ease of manufacturing, and cost to profit ratio involved have expanded this drug activity. With the exception of methamphetamine, Utah is an importer of drugs, due primarily to the state's proximity to Mexico and California where drugs are manufactured. Utah's arid climate, poor soil, and lack of cover make it difficult to grow marijuana, thus encouraging more importation.

Marijuana appears to be the most readily available drug in Utah. The DEA reports that cocaine is the drug of choice, both for consumption and transportation. Prescription drug abuse is high in Utah and continues to be one of the most difficult areas to detect, monitor, and enforce. Utah drug use surveys of adults and youth reveal that drugs are abused at similar rates in rural and urban Utah.

### Summary of Problems and Accomplishments

**Illegal Drug Activity:** Utah's accomplishments in fighting substance abuse and illegal drug activity continue to distinguish the state as a leader in the nation's war on drugs. In general, Utah youth and adults continue to use most drugs, including alcohol, tobacco, marijuana, and cocaine at rates significantly lower than the rest of the nation, and surveys show that the use of most drugs has decreased among Utahns since the early 1980s. The state's most recent 1992 household survey of Utah youth and adults age 12 and older indicates that the use of most drugs has declined since statewide data were gathered in 1989. Declines were noted for marijuana, tranquilizers, stimulants, analgesics, cocaine, and hallucinogens. These declines are particularly noteworthy because similar declines are not reflected in data for the nation as a whole, which shows fairly stable drug use.

The following summarizes some of the programs which have been funded between July 1, 1992 and June 30, 1993 (SFY 1993). The programs listed below specifically target illegal drug activities in Utah through education/prevention/treatment; enforcement; intelligence; or forensic lab support.

- Drug Abuse Resistance Education (DARE): Over 3,500 children participated in DARE presentations and 32 new DARE officers were trained at the annual two-week school.
- Multi-jurisdictional Drug Task Forces (14): Over 3,000 drug-related arrests were made, 252 weapons confiscated, and over \$8 million in illegal assets seized. The numbers of arrests, seizures, etc. have increased compared to previous years in almost every category.

- **Narcotics Enforcement/Prosecution Assistance:** Specialized narcotics-related training and prosecution was provided by one State unit and one local unit.
- **Utah Law Enforcement Intelligence Network (ULEIN):** This program is nationally recognized with over 46,000 known or suspected criminals' names entered into the ULEIN database as of June 30, 1993. In addition, over 3,000 photos of criminal suspects have been entered into this system.
- **Clandestine Lab Unit:** This unit investigated 36 reported labs during SFY 1993, seized 11 labs, and made 29 arrests.
- **Financial Crimes Unit:** This unit investigated 23 cases involving money laundering, resulting in seven search warrants, 10 seizure warrants, and one arrest warrant. Property valued at \$639,000 was seized as a result of the warrants served.
- **Drug Diversion Programs (2):** These programs provided an alternative to criminal prosecution for first-time drug offenders. Over 140 offenders chose to participate in this program which requires that they pay for their own drug treatment, addressing the critical issue of user accountability.
- **Crime Lab Support:** Funding continued to support the Cedar City Crime Lab in the southern part of the State, providing crime lab services to seven rural counties. Criminalists analyzed over 700 drug samples submitted and processed 29 requests for latent print analysis.
- **Drug Treatment for Offenders:** During SFY 1993, 577 offenders at the two state prisons participated in group treatment, 186 funded by Formula Grant monies. The positive urine samples obtained through testing indicated an average positive rate of 1.93 percent for SFY 1993 compared to a 4 percent positive rate in 1990.

**Increase in Juvenile Crime and Gang Violence:** Utah's Juvenile Court and the Division of Youth Corrections have been reporting a rising crime rate among juveniles. The Juvenile Courts alone witnessed a staggering 90 percent increase in criminal referrals during the 1980s, with just over 11,000 juveniles accounting for 18,000 criminal referrals. In 1990, almost 22,000 youths accounted for 34,000 criminal referrals. Of all arrests made in Utah, juvenile arrests increased from 30% to 36%, even though youth ages 12 to 17 represent less than 10% of the State's population.

Juveniles accounted for more than 50% of all arrests for theft, burglary, arson, and vandalism. During their teen years, four of 10 youths in Utah are referred to Juvenile Court, and three of 10 for a criminal offense. Gang members demonstrate a propensity for violence and commit an overall higher percentage of violent crimes than other criminal offenders. The programs listed below specifically target juvenile and/or gang offenders in Utah through enforcement, education/prevention, treatment, or work restitution programs.

- **Gang Enforcement Programs (2):** The Salt Lake Area Gang Project had identified 1,749 gang members and associates as of June 30, 1993. Gang-related criminal and violent activity increased from 489 cases during the first six months of 1992 to 2,060 cases during the first six months of 1993. Weber/Davis County Gang Project identified 35 gangs with 358 gang members its first year of operation. Graffiti and gang-related crimes and violence have been identified as critical gang-related problems in Weber and Davis Counties.
- **Juvenile ISP Programs (2):** Thousands of contacts were made with youth in the two programs funded, a successful way of intervening with seriously delinquent youth. One county's recidivism rate was reduced from 58 percent in the control group to 39 percent in the experimental group.

The average length of time on probation was reduced from 361 days to 226 days. The other program is also demonstrating success.

- **Youth Restitution Program:** The collection rate for restitution has increased 90 percent for the Juvenile Court statewide since this program was funded in 1990. During SFY 1993, 544 youth participated in the program, and \$42,500 was collected in restitution.

**Child Abuse:** Confirmed reports of child abuse and neglect have risen 335% during the last 10 years, with a total of 3,161 reports in 1982 compared to a total of 10,595 reports in 1992. Utah has responded to this problem by establishing a Child Abuse and Neglect Advisory Council and funding three Children's Justice Centers, neutral, child-friendly facilities that bring together agencies that must work closely in order to protect child victims of abuse. In addition, a child abuse prosecution unit, housed within the Utah Attorney General's Office, was funded with formula monies to provide assistance to Utah prosecutors and investigators who need technical or hands-on assistance with investigating and prosecuting child abuse cases. Since 1990, this unit has handled 69 cases. Seventeen convictions were obtained during the first three years, 12 of those during SFY 1993.

**Improving Utah's Criminal History Records:** A 1990 State audit revealed that Utah's criminal history information was not valid or complete. With legislative backing, the Commission on Criminal and Juvenile Justice developed a *Criminal History Record Improvement Plan* in order to address this program systematically.

Funding has been provided to the Utah department of Public Safety, the Administrative Office of the Courts and the Utah Prosecution Council in order to improve the criminal history records. Accomplishments to date include: (1) a new, more flexible repository developed to support the criminal justice community; (2) enhanced data entry screens to ensure data quality; and (3) an improved multiple part 10-printcard developed to aid the prosecutor's identification of declinations and to provide better interaction between jails and prosecution. With Federal funding, Utah has been able to improve significantly its criminal history records, and this improvement will continue to be a State priority.

Programs which are now funded through State or local sources include the pharmaceutical diversion unit, two county attorney drug prosecution units, the Utah Law Enforcement Intelligence Network, a juvenile offender diversion program, and a fugitive felony task force. Many State programs will be requesting that the 1994 Utah State Legislature assume responsibility for funding effective July 1, 1994 when their formula funding terminates. While they are worthy of such funding, the State budget may not be sufficient to cover the program costs due to a Supreme Court ruling requiring that Utah reimburse Federal retirees for income taxes they paid on their retirement benefits.

## **VERMONT**

Vermont developed its first State strategy in 1987 as a prerequisite for Formula Grant funding through the Drug Control and Systems Improvement Act. The strategy met Vermont's immediate needs and continues to do so today, remaining basically unchanged for that reason.

To put Vermont's use of grant funds into perspective, it is important to consider some facts concerning the State and grant award. Vermont is a small, rural State with only one metropolitan area. This area, greater Burlington, has a total population of less than 175,000 people. The total State population is slightly over 560,000 people, which makes the State much smaller than most major cities nationwide.

Due to this extremely small population, Vermont's tax base is also limited. Current economic trends have severely affected the State and municipalities with no projected recuperation in sight. Numerous major



employers in Vermont have closed or laid off significant numbers of employees over the past two years, contributing to budget difficulties.

Vermont's award through the Edward Byrne Memorial Grant Program ranks 49th out of the 50 states in amount of funds awarded. While the award is very small compared to most states, its effect is dramatic on Vermont's ability to combat successfully the drug and violent crime problem in the State. While small, Vermont is not immune to the types of crime routinely seen in inner cities, i.e., drug-related homicides, robberies, thefts, etc.

Formula Grant funds are used primarily for law enforcement functions in Vermont. While education and treatment have received support for years, it was not until the advent of formula grants that Vermont was able to develop a focused drug and violent crime program. Historically, law enforcement in the State has been drastically underfunded at all levels, State, county and local. Grant funds have been law enforcement's only salvation in recent years. Without this funding, Vermont could not mount a skirmish, much less a war on drugs and violent crime.

#### **Funded Areas**

##### Multi-Jurisdictional Task Force

The Vermont Drug Task Force has been an enormous success in Vermont. The Task Force brings together officers from State, county, and local agencies into one unit, supported by attorneys from both the State's Attorney's Association and the Attorney General's Office. The Task Force marks the first time Vermont law enforcement has been able to support a focused approach to drug law enforcement from the inception of a case through its successful prosecution. Major drug traffickers who previously operated without fear of law enforcement are now routinely targeted and investigated. Major violators are usually prosecuted in Federal court where a 100% conviction rate has been maintained on all Task Force cases. Two Deputy State's Attorneys assigned to the Task Force are cross-designated as Assistant U.S. Attorneys allowing for Federal prosecution to occur more easily.

Prior to grant funding availability, there were only three State Troopers assigned to drug investigations statewide. The City of Burlington had one officer dedicated to drugs, and no other city or town had a full-time investigator assigned. This lack of enforcement made Vermont an extremely desirable location for major traffickers.

Grant funding has allowed the State to provide statewide drug investigations using up to 22 full-time investigators. The quantity and quality of drug-related violations increased significantly in proportion to the officers assigned.

Prior to the availability of grant funds, prosecution of drug cases was handled by the State's Attorney's Office in the county where the offense occurred. While some counties routinely prosecuted drug cases, some saw relatively few cases prosecuted.

The grant funding has allowed the assignment of drug prosecutors to the Task Force. These attorneys are trained in drug law prosecution and have developed an expertise in that area. This system of prosecution reduces the time required to prosecute a case and has also increased the quality of cases presented due to a prosecutor's early involvement in investigations. The expertise developed by Task Force attorneys enhances all areas of drug investigation.

##### Corrections

An obvious result of increased enforcement has been an increase in defendants receiving jail sentences. Vermont's criminal justice system has become stretched to its limit due not only to increased law enforcement but also the pressure on the court system through new legislation and public pressure to incarcerate felons for longer periods of time.

Corrections responded to jail overcrowding by developing a Community Control initiative. This program allows those convicted of minor or non-violent crimes to serve their time in the community rather than at a Correctional Center. These offenders may be placed under "house arrest" or under an "intensive supervision" program. This, logically, makes available much needed bed space in the State's correctional system for serious, violent offenders.

#### Alcohol, Tobacco, and Firearms (ATF) Task Force

The grant allowed an officer to be assigned to the Bureau of Alcohol, Tobacco and Firearms (ATF) to concentrate on quick response to armed felon complaints that are referred to ATF by State and local agencies. This officer targets armed felons who have a history of domestic violence, armed career criminals and armed drug traffickers. Stiff Federal penalties are enforced on these violators in order to remove them from our communities and prevent further violent acts. This position is funded entirely through the grant.

#### Computer Aided Dispatch (CAD)

Vermont has completely automated its thirteen State Police stations and a number of local agencies through the installation of computer aided dispatching and records management systems. This statewide system replaces its outmoded predecessor that was "paper driven" and non-responsive to law enforcement needs.

The CAD system was funded entirely through Formula Grant and asset seizure funds. No State general funds were available to implement this significant upgrade. Without the grant, Vermont would have an antiquated criminal records system that does not meet current needs and is not flexible in meeting future investigative, UCR and NIBRS requirements.

#### Defender General Special Defender

The public defense system in Vermont is burdened for the same reasons discussed in the Corrections narrative. No State funding was available to assist the Defender General in providing defense services at trial for indigent defendants. The grant allows two half-time attorneys to provide defense for persons accused of drug-related violations, thereby relieving some of the pressure on the public defense system while allowing specialized expertise to be developed by these defenders.

#### Crime Laboratory/Chemist

The Vermont State Police Crime Laboratory soon found itself understaffed when the drug problem hit Vermont. An additional chemist was funded through the grant to decrease turn-around time on drug evidence. Additional funds were used to purchase state-of-the-art forensic equipment to expand the laboratory's in-house capabilities, specifically in the area of violent crime evidence collection and processing.

#### Canine Drug Detection

An additional trainer was funded through the grant to train drug detection canines. The number of canines trained in the State was doubled and nearly every department requesting a drug certified canine was able to receive the necessary training. The canines continue to prove invaluable in conducting searches for drugs and related paraphernalia.

#### DARE

The Vermont Chiefs of Police Association was able to fund a number of DARE instructor schools with grant funds. The expense of training officers, mostly out of State, was prohibiting many agencies from establishing DARE programs. The grant has allowed Vermont DARE to establish a pool of trained DARE instructors to provide this training statewide. The individual departments are now incorporating DARE into their operations planning as an ongoing program, thereby ensuring a continuation of this important prevention program in our school systems.

#### Administration of the Grant

Vermont consistently ranks in the lowest fifth percentile of states as to the percentage of the grant award spent on administrative costs. This efficiency, resulting in additional funds to be used in program areas, is

accomplished by the assignment of grant management to the Vermont State Police who provide most administrative functions as part of their regular duties.

### **Conclusion**

As noted in this summary, the Formula Grant award has allowed Vermont to establish a cohesive program focusing on drug and violent offenders statewide for the first time in history. The common goals established by the State strategy have brought all areas of the criminal justice system together in a directed effort. Communications between all State, local, and Federal agencies have increased dramatically with very few "turf" issues interfering with the investigation of crime.

The grant program has been the key element in bringing law enforcement together in Vermont. All programs receiving funding have proven to be very successful in meeting their established goals and objectives with the exception of the Interdiction Unit, which has been dissolved. None of these programs, excluding the Corrections component, would have been established without Formula Grant funding. Even though the programs routinely prove their worth, it is extremely unlikely that any will be institutionalized without Federal funds. Any decreases in Federal support of this grant will be catastrophic for Vermont. An efficient and sustained drug and violent offender program will not be possible without continued grant funding.

## ***VIRGINIA***

Planning for the use of Formula Grant funds and administering the resulting program are part of a coordinated, government-wide effort to make the best use of available resources in attempting to address the State's drug and crime problems.

Formula Grant funds have been directed not only at improving and expanding the enforcement and prosecution capabilities of the criminal justice system, but also the ability of the system to provide drug treatment to adult and juvenile offenders and to help communities develop ways to reduce and eliminate their crime and drug problems.

### **Section I: Activities Carried Out With Formula Funds**

During the reporting period, Formula Grant funds supported a total of 108 projects in virtually all functional areas of the criminal justice system, from enhancements to State and local drug enforcement and prosecution, to improved drug screening and treatment for adult and juvenile offenders, comprehensive community crime prevention, community-oriented policing, victims' services, information system improvements, and violence prevention. These projects have produced impressive results:

- over 3,000 arrests for drug offenses
- drugs seized with a "street" value of over \$21 million
- more than \$600,000 in assets seized
- drug treatment and related services for over 4,000 adult and juvenile offenders, in institutional and community-based programs
- intensive probation/parole supervision in lieu of incarceration for more than 1,600 offenders
- drug enforcement training for over 4,000 officers
- establishment of 72 new Neighborhood Watch groups and technical assistance and/or literature to 2,200 existing groups
- crime prevention technical assistance to all public housing authorities in Virginia
- correction of 1,268 code violations in target neighborhoods

- business crime prevention training provided to over 1,300 people at 31 sites
- direct services provided to 600 crime victims and 13,000 hours of training provided to victims services providers, judges, prosecutors, and law enforcement personnel

Just as important as these quantitative results are the improved cooperation and coordination which have been fostered among State and local criminal justice agencies and officials. Obvious examples are the multi-jurisdiction enforcement and regional drug prosecution efforts supported with formula funds, which have produced a high degree of cooperation and mutual support, not only among the local participating agencies but also among localities and State agencies.

Noteworthy in this context is the Department of State Police program which provides fully-equipped surveillance vans and expert help in using them to local enforcement agencies which would not otherwise have access to such equipment. Another example is the development of cooperative relationships between adult and juvenile correctional administrators and State and local mental health/substance abuse treatment agencies. Also, through crime victim services and community-oriented policing projects, formula funds have promoted the development of multi-disciplinary programming at the local level.

Additionally, the training and technical assistance supported with formula funds have improved the capabilities of personnel in a wide range of criminal justice functions, from drug treatment providers, to law enforcement officers, prosecutors, crime prevention practitioners, correctional planners, and administrators.

## **Section II: Activities Carried Out With Discretionary Funds**

Virginia-specific projects supported with discretionary grants complement and, in some cases, supplement efforts underway with Formula Grant support.

For example, the Washington, D.C. Metro Area Drug Enforcement Task Force, a multi-jurisdiction effort aimed at crack cocaine traffickers, involves five Northern Virginia localities and the Virginia Department of State Police. The latter participate in most of the multi-jurisdictional enforcement task forces throughout the State.

In Norfolk, discretionary funds are supporting the city's innovative PACE program, which uses a multi-disciplinary approach to problem solving and service delivery in 11 target neighborhoods. The city has also received Formula Grant funds for crime prevention and neighborhood crime control planning to contribute to the PACE effort.

A project to reduce the backlog in computerizing criminal history records in felony cases and make other improvements in the criminal history record system, initiated with discretionary grant funds, has been fully integrated into the State's Formula Grant-funded records improvement program. Formula Grant funds awarded to the City of Richmond are supporting projects which complement and enhance the "Weed and Seed" project recently funded with a discretionary grant. Finally, formula funds and discretionary funds are jointly supporting a State Police/Bureau of Alcohol, Tobacco, and Firearms (BATF) effort to investigate and suppress illegal trafficking in firearms.

## **Section III: Evaluation Results**

The Research Center of the Department of Criminal Justice Services is currently conducting an evaluation of the Department of Corrections' Formula Grant-funded Intensive Probation/Parole Supervision Program, with a final report due in December 1993. In 1994, the Department of Corrections' Institutional Drug Abuse Treatment program will be evaluated by the Research Center. Additionally, the State Police/BATF Firearms Investigation Task Force will be the subject of an evaluation.

#### **Section IV: Coordination With Other Federal Programs**

The Formula Grant Program, the Drug-Free Schools program, and the drug treatment block grant are managed in a coordinated way through a process established by the Governor's Special Assistant For Drug Policy. The Special Assistant chairs regular meetings of representatives of the three agencies administering these Federal funds, and other State agencies which have responsibilities related to the drug problem, in order to monitor progress, identify and resolve interagency issues and coordinate the use of all available resources.

### **WASHINGTON**

The State of Washington was able to carry out many programs with funds from the Edward Byrne Memorial State and Local Law Enforcement Formula Grant Program during the reporting period July 1, 1992 through June 30, 1993. The following summary describes some of these programs.

The goal of the 23 Regional Narcotics Task Forces is to reduce through interdiction the availability and abuse of controlled substances. The investigative resources of multiple law enforcement agencies have been combined to pursue drug traffickers. A resource pool of equipment, information, and knowledge has been created to aid in investigations and prosecutions.

The 23 task forces serve 33 of the State's 39 counties, approximately 95 percent of the State's population. One hundred thirty-one city and county police officers have been dedicated to mid-to-upper level narcotics investigation. At least \$8 of drugs are removed from distribution before they reach the streets for every dollar spent in this program. In more rural areas, drug distribution has been virtually halted for 1 to 3 months after the removal of key mid-to-upper level dealers. Even after another dealer moves in to resume supplying, street level dealing may take up to 4 months to reach its previous level.

The Task Force Coordination Operation facilitates support for the Regional Multi-jurisdictional Narcotics Task Forces. This program also monitors, assesses and reports on the activities of the regional task forces. The Multi-jurisdictional Task Force Program and the coordinator's efforts have resulted in the highest level of interagency cooperation experienced in the State of Washington. Task forces have steadily moved to targeting higher level violators. The success of the program can be attributed to the Task Force Participation Unit which provides experienced investigators and supervisors to five of the Regional Task Forces.

The Technical Support and Asset Seizure program has two sites located in Olympia and Seattle. The program provides narcotics control, investigative assistance and training to local agencies. The program also provides Federal asset seizure investigative assistance statewide by working with the Federal Drug Enforcement Administration. The program also facilitates the sharing of technical resources and information among local, State, and Federal agencies. Because of this program, \$2,600,000 were seized and are pending forfeiture, and asset seizures have reduced reliance on taxpayer revenues to fund counter-drug operations.

Regional Multi-jurisdictional Narcotics Task Forces are assisted in data collection by the Data Collection and Management Program. This program provides training, collects data, and facilitates information sharing among the various agencies involved with it.

A program known simply as Law Enforcement Training provides drug-related training to officers who become members of the task forces. The program also trains local officers so that task forces do not have to focus on street-level dealing.

Increased law enforcement capabilities have triggered the need for more support services. Funds from the grant have been used to provide equipment and forensic scientists to help eliminate the backlog of cases and reduce

turnaround time for investigations. The money has also been used to hire additional deputy prosecuting attorneys to handle the expanded caseload. These attorneys have been trained and are given sufficient time to ensure good investigations and convictions. Conversely, some of the grant provides defender assistance in drug-related cases which increases the defense attorneys' capacity to provide adequate services. This will lead to fewer appeals on drug convictions, which saves the State additional costs.

Washington has experienced improvement in its criminal history record maintenance through the Formula Grant Program. The funds have set up a more effective system that reduces under-reporting of criminal history, increases the felony disposition reporting rate and increases the use of automated technology for criminal histories and fingerprint records. The Criminal Drug Trafficking and Records Information Systems have also been enhanced. This change has improved response time and enhanced coordination among agencies by improving information collection and establishing a shared data base.

The grant has provided drug prevention and intervention services to school-aged children. Additionally, a Youth Violence Prevention and Intervention Program helps to prevent youth violence and gang involvement in drug dealing by teaching alternatives and providing other options such as jobs and recreational activities for youths. A Strategic Intervention for High-Risk Youth Program was also created. The program provides intensive education, social services, and justice system activities for high-risk youth in an impoverished neighborhood.

Legal advocacy is provided through the grant to witnesses in domestic violence court proceedings and to victims of domestic violence. This has enhanced domestic violence prevention efforts because victims are educated about their rights and legal advocacy services.

Funds from the Grant have been used in city-specific projects. These projects include bilingual and bicultural services to educate immigrants about the criminal justice system, the creation of Neighborhood Resource Officer positions, Community-Oriented Programs for Youth teaching alternatives to gang and drug involvement, and others.

The coordination of efforts and activities against drug trafficking in Washington State has occurred in large part due to the overlapping membership of the Governor's Council on Substance Abuse and the Washington Interagency Network. Both groups assist in the development of policy for the State. Peer Review and Application Review Panels are also key to coordination between agencies in Washington State. These panels review or establish the criteria to be applied against program applications or critical policy issues.

## ***WEST VIRGINIA***

In 1987, the Criminal Justice and Highway Safety Office (CJHSO) developed and implemented a statewide enhanced drug enforcement strategy in response to the Drug Law Enforcement Program, and in later years, the Edward Byrne Memorial State and Local Law Enforcement Program. Development of this strategy was required to qualify for the Federal Formula Grant dollars through the U.S. Department of Justice. The strategy is the framework by which the CJHSO and the West Virginia Drug Control Policy Board not only allot and distribute the funds each year, but also provides direction to State and local officials in addressing the drug and violent crime problem. This report provides summary information on projects receiving funding during FY 1992. In addition, this report will show how each funded project applied the strategy to address the drug and violent crime problem.

The State goal of reducing the statewide demand for drugs through school and community-based prevention programs was met through the DARE program. The 38 DARE projects sought to prevent substance abuse among school children. The West Virginia DARE Training Academy held two DARE Officer Training Sessions in which 39 new DARE officers were trained. Out of the 55 counties in West Virginia, only 20 counties do not

have the DARE program in place. DARE provides an opportunity for law enforcement agencies to teach youth how to say no to drugs and peer pressure, and to develop relationships with law enforcement.

West Virginia's investigation and apprehension goals were met through the 18 multi-jurisdictional task forces. The purpose of these programs is to reduce the use and availability of illegal drugs by immobilizing drug trafficking organizations, arresting individual drug dealers and expanding measures to increase user accountability. During the past fiscal year, in an effort to formalize all task forces, the Drug Control Policy Board had an active role in the development of the multi-jurisdictional task forces. The board met several times to develop new policies for the task forces and to design a new plan for reviewing task force grant applications. The development of task forces has been encouraged not only by the Drug Control Policy Board, but by the two U.S. Attorney's offices as well. It is the opinion of these entities that the task force approach is the best route to take. With the limited resources available to designate for drug investigation, the team approach works well for law enforcement agencies. The arrest figures compared to the conviction figures show a 65% conviction rate. Over \$6,000,000 was seized by drug task forces in 358 instances, while just over \$700,000 or 11% of seized items was actually forfeited during the reporting period.

The goal of improved crime analysis was met by nine ICAP programs. Funds were used to purchase computer hardware and software and communication links, and to provide training for users of the systems. Eight of the grants were successful in establishing or continuing the development of data systems which can store, analyze and retrieve crime data. One grantee was unable to secure funds which were necessary to make the project operational. ICAP provides a valuable tool to police agencies by requiring the integration of crime analysis, intelligence analysis and operations analysis in their decision making process. As a direct result, departments become more efficient and effective in detecting, investigating and preventing all types of crime.

A criminal justice records improvement program has also been implemented to meet the goal of improved crime analysis. The West Virginia State Police is the central repository for criminal history records. Grant funds are being used by the State Police to develop a computerized master name index. There are approximately 250,000 cards being entered into the computer system, and it is anticipated that by the end of the grant period another 250,000 names will have come into the system. When the index is complete, the names will be downloaded into a Computerized Criminal History system which is being developed by the State Police. This project and the larger criminal records improvement effort will facilitate the collection, storage, retrieval, and analysis of criminal records data. It will also enable West Virginia to comply with new Federal standards, provide information to the private sector, and conduct analysis of data for the purpose of planning.

The goal of improved crime analysis is also being met by a program to update and modernize two forensic laboratories. The goal of the program is to bring the laboratories up to the level of other fully modern laboratories through equipment upgrades, replacements and additions to facilitate the apprehension and prosecution of offenders. State of the art drug detection equipment and a computer system have been provided to the laboratories. The labs handle the analysis of approximately 6,500 cases a year. This project has also provided equipment and training necessary to analyze new drugs and drugs that are difficult to analyze, handle the increased case load, replace outdated equipment, and stay abreast of new laboratory techniques. The labs are well respected by the law enforcement community, and lab personnel provide expert testimony in the courts.

The State's treatment goals were met under the Local Offender Treatment Program. This program provides effective treatment to offenders so that they can overcome their substance abuse and end involvement in criminal activities. The program's four components are: mandatory drug and alcohol education, individual assessment, individual therapy, and group counseling. During the project period, 51 individuals participated in the drug/alcohol education program. Of the 51 participants, 92% successfully completed the program. This success is an improvement over the 88% completion rate in 1991. The program contained three support recovery groups, an individual therapy component and a family therapy aspect. A total of 138 individuals participated in some aspect of the program. This is an increase from 111 in the 1991 grant year. This program has offered the treatment option to the substance-abusing offender in an attempt to eliminate further abuse and recidivism.

The West Virginia Regional Jail and Correctional Facility Authority and the West Virginia Division of Corrections are providing drug and alcohol abuse programming to their inmates. The goal of the programs is to modify the criminal behavior of drug and alcohol abusers housed in the facilities by assisting the abusers in overcoming their dependency, and subsequently their criminality. The Division of Corrections provides substance abuse education, counseling and treatment services at each of its nine correctional institutions and for parolees across the State. Failing to deal with inmates' substance abuse ignores the relationship between their abuse and their involvement in criminal activity and also increases the likelihood of recidivism. The programs are continuing to upgrade the skills of existing treatment personnel within the corrections community, to provide additional treatment personnel within the corrections department and jails and to enhance interagency cooperation and low cost training.

The Family Violence Training Program addresses the State's desire to improve the criminal justice system's response to domestic and family violence, including spouse abuse, child abuse and elder abuse. Training is being provided to law enforcement officers, dispatchers and victim service providers via multidisciplinary training teams. To date, approximately 1,400 people have been trained during 30 training sessions around the State. The training covers applicable laws, information on the nature and prevalence of family violence and response and interview methods for dealing with victims and offenders. The training provided as a result of this project will enable participants to better handle domestic violence situations and meet the needs of the victims. It is hoped that the training will lead to an increase in the number of family violence incidents reported by law enforcement officers.

The provision of support to targeted prosecutorial agencies in hopes of a more widespread prosecution of individuals violating State and local drug laws remains a priority area which is funded as part of a multi-jurisdictional project. There are four Assistant Drug Prosecutors Programs that attempt to strengthen local prosecution efforts aimed at street drug sales. Because of increased drug activity, the success of drug task forces in detecting drug activity, and the overworked Federal system, there is a need for drug prosecution programs. This program demonstrates its success by assisting county prosecutors in handling their overload of drug cases, increasing the number of indictments and convictions, and increasing the number of drug case prosecutions in circuit court.

The Statewide Drug Prosecution Coordinator Project increases effective drug prosecution throughout the State. Funds for this project are being used to hire a coordinator and paralegal, conduct training seminars and purchase computer hardware and software. Seven training seminars have been held during the grant period. Topics covered at the seminars have included: constitutional law, prison reform, trial tactics and techniques, drug dogs, criminal procedure, toxicology, ethics, improving support staff, victims rights, and domestic violence. Attendance at these seminars ranged from 30 to 100 people. A computer system has been established to enable the Coordinator's office to communicate with other agencies. This effort has fostered cooperation between agencies. Finally, training seminars have provided current information on specialized legal issues about which criminal justice professionals must be knowledgeable to be effective.

The State's goal of improving the correctional system and its services has been met through new jail construction. The goal of the construction was to develop humane correctional and regional jail facilities in order to provide the highest levels of safety and security for staff and inmates. This project funded in part the construction of the 791 bed Mount Olive maximum security prison. The facility will offer programming and services, to include substance abuse education and treatment, which will facilitate the rehabilitation of inmates.

The prison industry program was also funded with BJA grant money. Its goal is to serve customers by producing a quality, competitively priced and fully guaranteed product, and to serve inmates by providing meaningful jobs which teach good work habits and reduce idleness. In 1993 after 3 quarters, the program grossed approximately \$1,500,000. Quality products at a competitive price and revenues are produced, and the program provides inmates with useful skills and work habits.



The Home Confinement Program is another component in improving the correctional system. The goal of the program is to provide an alternative to incarceration for persons who pose no danger to the community. There were 429 individual offenders monitored. 83.92% of monitored offenders successfully completed the period of supervision. A total of 40 additional monitoring units were purchased with grant funds and another 21 were purchased with program revenues or on behalf of participating counties. These additions brought to 186 units the total available monitoring inventory purchased since the beginning of the stateside program. The Home Confinement Program has provided a viable alternative to incarceration. The per diem for the Regional Jail system ranges from \$32 to \$42.95. Rental of home confinement monitoring equipment ranges from \$1.50 to \$4.00 per day. This program has obviously saved counties and cities money, and it has provided judges with an alternative to incarceration.

Two separate forums exist for the coordination of resources in the fight against drug trafficking. The first program is CREATE, an acronym that stands for Coordination of Rehabilitation, Education, Awareness, Treatment, and Enforcement. The organizations involved in this group include the West Virginia Department of Health, the Department of Education, the Library Commission, the West Virginia State Police, the Southeast Center for Drug-Free Schools and Communities, and the Criminal Justice and Highway Safety Office. Representatives from these groups have met monthly to combine efforts and share resources in the area of anti-drug abuse prevention, treatment and education. The mission of CREATE for a Drug-Free West Virginia is to promote the health and well-being of the citizens of West Virginia by eliminating the unhealthy or illicit use of tobacco, alcohol and other drugs among youth and adults. CREATE will provide the necessary state-level coordination and focus to facilitate and improve networking among all who are working toward the attainment of this mission.

The second program is the West Virginia Narcotics Intelligence Exchange (WVNIX). Through the efforts of both U.S. Attorney's offices in the State, an intelligence network has been developed for use by task forces in West Virginia. WVNIX provides a vehicle through which member agencies are informed of violators being investigated by other member agencies. The program also allows member agencies to coordinate intelligence and investigative status with each other and to arrive at a mutually agreed upon course of action with regard to the violator.

## ***WISCONSIN***

This report is submitted in accordance with the requirements of Sec. 522 (a) of the Omnibus Crime Control and Safe Streets Act of 1968 (As Amended). The report is structured in accordance with the format and explanation included in Chapter 5, Section 2 of the Guidance document issued by the Bureau of Justice Assistance. Prepared separately from the Annual Strategy for the first time, the Annual Report now more adequately examines areas for improvement for subsequent years and provides a base for future planning and strategy development.

Review of projects' progress has provided a framework for analysis that has demonstrated the many successes and positive changes that have occurred in the area of anti-drug law enforcement. One need only look to the effectiveness of the Speedy Trial Court for Drug cases currently operating in Milwaukee County, Wisconsin to see what is possible with dedicated efforts, cooperation between all facets of the criminal justice system and effective management. At the same time, the costs to operate at this level of efficiency are high both in terms of funding and the effort required to maintain operations.

As with many attempts to improve the criminal justice system and reduce crime, anti-drug abuse projects funded under the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program have had varied levels of success in meeting their objectives. In some cases, goals may have been set unrealistically

high or may not have been appropriate given the strategies that were to be employed. One extremely positive aspect of this report is that in its development, project goals were closely examined, and many will be changed to reflect more closely actual program operations.

The remainder of this executive summary will provide an overview of each of the ten program areas supported by grant funds under the Wisconsin Anti-Drug Abuse Strategy.

#### **Demand Reduction Education (01)**

There is only one project funded in this program area, but demand reduction education receives support from law enforcement in the twenty-nine projects funded in Program Area 02. In 1992, over 25,000 children in kindergarten through eighth grade participated in a Drug Abuse Resistance Education (DARE) program, and numerous others participated in Counter Act and other recognized anti-drug educational programs held in conjunction with educational and social organizations. Most of these programs are school-based and were initially funded under the Drug Free Schools and Communities Act.

It is considered a major success in Wisconsin that all twenty-nine of the local anti-drug task forces are active participants in DARE and similar programs. Participation is not a requirement of the grant they receive, nor did it even initially attract drug law enforcement officer participation. Rather, the drug law enforcement agencies and officers have seen a shift in their operations and recognize the importance of community education and contact in all aspects of their work. This is an important indicator of positive interaction and coordination of effort between two dissimilar governmental organizations, critical to the long-term reduction of illegal drug use.

#### **Multi-jurisdictional Task Forces (02)**

Thirty-three of the fifty-six grants awarded under this Formula Grant Program in the State of Wisconsin are operating under this program area. In addition, two prosecution projects are funded in the State's largest counties. Drug prosecution specialist positions have been established in the State Department of Justice, and special investigator positions created in the State Division of Narcotics Enforcement. All of these projects have been established to enhance the ability of law enforcement officials to mount an effective and coordinated anti-drug program.

These efforts have resulted in a significant number of persons arrested for the distribution, cultivation, and possession of controlled substances. Over 1.2 million grams of THC, 27,295 grams of cocaine, over 8,000 grams of cocaine base, and 4,800 DUs of LSD have been seized in the last year. Over \$9.7 million in assets were seized and \$730,000 forfeited, which support additional enforcement efforts. Some of these activity indicators have decreased since the last reporting period, indicating an increased level of sophistication among dealers in steps taken to avoid detection and identification. The active participation of District Attorneys and prosecution specialists in Task Force activity had a significant impact on the quality of the cases investigated and resulted in a high conviction rate of those arrested for controlled substance violations.

#### **Targeting Domestic Sources (03)**

Efforts in this program area have taken two distinct paths in this State. The first is support of a project within the State Department of Regulation and Licensing to attack one of the more complicated and potentially damaging aspects of illegal drug use and availability, drug diversion involving members of the health care profession and others with legal access to controlled substances. The second is a large and coordinated effort to locate and destroy both cultivated and uncultivated marijuana plants, which thrive in the soil and climate of Wisconsin and are easy to hide in the large agricultural and woodland areas that are characteristic of the State.

Enhancing the ability to detect and investigate illegal practices has brought the closure during this reporting period of 415 cases of drug violations involving medical professionals. Coordinated eradication efforts have

resulted in the seizure and destruction of over 50 million marijuana plants, both cultivated and wild. There is growing concern, however, that the increasing sophistication of producers will make detection efforts more difficult in the future and consume greater resources to achieve the same results. Another concern is the rapid growth of clandestine laboratories in which the new and extremely dangerous drug called methcathinone (cat) is being produced. Enforcement with respect to this drug is problematic due to the fact that the precursor chemicals are products that can be easily secured at any hardware store in the State. In addition, production of the drug from the base materials is fairly simple and requires neither elaborate equipment nor a high level of energy consumption that could aid investigators in identifying laboratory locations. Demonstrating the complexity of mounting enforcement activities directed at this product is that producers can set up a "lab" in a motor home and change locations at will. Response strategies, which will inevitably consume a tremendous amount of local and State agency resources, are currently under development.

#### **Community and Neighborhood (04)**

Four projects are funded in this area. Two of these projects operate within the State's second largest community and are intended to support and coordinate their efforts with other State, local, and Federal anti-drug programs. The other two projects support "tip lines" that are available both at the State and local levels for citizens to report drug-related activity.

The statewide "tip line" has received over 3,000 calls. In total, over seventy-five local communities have "tip lines" people can call to provide anonymous information concerning illegal behavior--most of which is related to illegal drugs.

It is important to remember that the number of specific projects funded in this category is not an indicator of the overall involvement of the criminal justice system in activities directed at neighborhood or community programs. As with Program Area 01, virtually all of the anti-drug task forces are actively involved in neighborhood and community events and are spending a greater amount of time and effort each year to these critical activities.

#### **Operational Effectiveness of the Court Process (10)**

Perhaps the best documented of the successful anti-drug programs funded in Wisconsin is the Speedy Trial Drug Court in Milwaukee County. This project has been able to maintain a consistently impressive performance record and has realized the goal of a speedy trial for drug-related cases, creating a sense of pride and accomplishment within the criminal justice system. More importantly, drug offenders in Milwaukee know what to expect when they are detected and apprehended, and the citizens of the county know that the system is capable and deserves their support. This confidence in the system is expected to enhance all aspects of drug law enforcement in the county, providing a model for the rest of the State.

The second project funded in this program area is within the State Department of Justice and provides specialized prosecution services to State and local agencies. These services enable the State to provide training and technical assistance to local prosecutors in the specific nuances of drug prosecution. They also allow the State to act as a special prosecutor in especially complex cases and provide legal advice to State and local drug enforcement agents in order to implement the most effective methods to handle investigations.

#### **Improve the Corrections System (11)**

Programs designed to improve drug treatment in the correctional setting and to enhance the successful reintegration of offenders with drug use/abuse histories address a critical need within the criminal justice system. The number of inmates with drug and alcohol problems has increased dramatically as has the number of persons incarcerated for drug-related crimes. These offenders are a major cause of overcrowding within the correctional system.

The two projects funded through this program are operated by the State Department of Corrections and seek to affect both of the problem areas discussed above by preparing offenders for their release with an expectation that drug abuse will not cause them to return to the system. The projects have achieved a degree of success, but it has proven to be extremely difficult to meet the goals as originally established. Although these efforts are very intensive and expensive, they are worthwhile in order to achieve a significant impact on drug offenders and their involvement in the criminal justice system.

#### **Identify and Meet Treatment Needs (13)**

This area has been used to develop an experimental project within one State correctional institution. The goal of this project is to link the offender to local AODA resources prior to release and monitor that person's behavior with intensive supervisory and testing strategies. This project has experienced some difficulty in securing project staff and will take some time to demonstrate results.

#### **Improve Drug Control Technology Criminal and Justice Information Systems (15)**

The six projects funded under this category show the creativity and dedication of the Crime Laboratory and Criminal Justice records personnel throughout the State. Implementation of the Automated Fingerprint Identification System (AFIS), development and implementation of statewide DNA testing and steps to provide quicker response for drug testing demonstrate this commitment and promote more effective and timely processing of drug crime evidence.

Projects funded under this program area have also developed a Tactical/Strategic Intelligence Unit that has provided specific tactical information and conducted initial research that will enable agencies to develop more appropriate strategic approaches to their drug enforcement activities. Improvements to criminal records that provide more accurate and complete disposition information will greatly enhance current system efforts to identify and prosecute drug law offenders.

#### **Innovative Programs (16)**

Projects funded under this program area have been developed to address a specific issue or concern within a community or neighborhood. All six are directed at community reaction to drug-related crime and community opportunities to react to that crime. The most important point demonstrated by these projects to date is the effectiveness of a community-based model to address the specific problems within the unique circumstances of the community.

#### **Urban Enforcement and Prosecution of Street Drug Sales (21)**

Only one project is funded under Program Area 21. This project, the Milwaukee Drug Abatement Project, has influenced the location of the drug trade within a community and has shown both drug dealers and citizens that drug dealers are vulnerable to a well organized and motivated community effort. One of the more interesting aspects of this project is that it has developed a "Neighborhood Impact Statement," much like an Environmental Impact Statement, that provides sentencing judges with information on the impact drug traffickers on trial have had on a neighborhood's social and economic environments. This has allowed the community to measure the costs of this activity and provide a basis for the judge to impose a fee against the drug dealer, to be given to the Abatement Project to foster other anti-drug efforts.

## **WYOMING**

The annual report on the operation of the Formula Grant Program for the State of Wyoming covers the period from July 1, 1992 through June 30, 1993. The Formula Grant Program was used to provide funding for the

operation of six multi-jurisdictional task forces. These multi-jurisdictional task forces, also known as Regional Drug Enforcement Teams, provide coverage for the entire State of Wyoming.

The Formula Grant Program was instituted in Wyoming in 1988. Originally, five multi-jurisdictional task forces were organized. In 1991, a sixth multi-jurisdictional task force was formed to provide more effective coverage and services. The task forces are composed of municipal, county, and State law enforcement officers. Each task force is responsible for a multi-county enforcement region.

The multi-jurisdictional task forces are managed through the Office of the Attorney General, Division of Criminal Investigation. Daily supervision of the task forces is conducted through the Drug Enforcement Section of the Division of Criminal Investigation. Since 1988, the task forces have operated under standard policies and procedures as well as standardized central investigative report and criminal intelligence systems. As a result, there is a uniform strategy and shared information and resources concerning illegal drug activity throughout the State of Wyoming.

In the past fiscal year, 225 cases were initiated by the Drug Enforcement Section. There were 861 arrests involving cases by the six Regional Drug Enforcement Teams. The number of drug possession cases investigated by the Drug Enforcement Section is low, 10.4%, compared to 85.7% of the arrests in the past fiscal year.

The continued high conviction rate of 99.4% in the past fiscal year is indicative of quality investigations, well prepared cases and skilled prosecution. Only 8% of the cases presented were declined by prosecutors. The Drug Enforcement Section continues to emphasize quality investigation of drug dealers. In the past fiscal year, a total of \$401,295 in drug-related assets were seized by the six Regional Drug Enforcement Teams and the Major Case Section.

Seized asset funds are used to provide local and State matching funds for the drug enforcement effort in Wyoming. It should be noted that after liens and other innocent third party financial interests and related costs of the asset sales are reimbursed, the actual amount received by the State of Wyoming from seized assets averages 25 cents on the dollar.

The objectives of the program in FY 1993-1994 are as follows:

- to maintain the existing number of Regional Drug Enforcement Teams and field offices in current locations throughout Wyoming and provide the existing level of drug enforcement services in those locations;
- to maintain enforcement emphasis on drug traffickers and repeat drug offenders;
- to continue emphasis on real estate asset seizures from significant drug violators involved in significant indoor marijuana cultivation operations, manufacture of methamphetamine, and the sale of multi-ounce to pound quantities of cocaine and methamphetamine;
- to continue emphasis on "crack" cocaine operations and weapons offenders and involvement by "street gangs";
- to support local law enforcement agencies concerning habitual violent offenders; and
- to provide agent training and safety equipment in the area of clandestine laboratory investigations.

The evaluation of the program in the State of Wyoming has been conducted through questionnaires, quarterly meetings and constant review of project operations.

The Drug and Alcohol Advisory Board is used to develop the statewide drug control strategy in Wyoming. The board is composed of nineteen citizens appointed by the Governor of Wyoming. Law enforcement, prosecution, the judiciary, education, health, legislators, and the general public are represented on the Board. This board

holds quarterly meetings at various locations throughout the State, in order to obtain input from concerned citizens and groups concerning drug and alcohol abuse.

The State of Wyoming also has an Advisory Board on Drugs and Substance Control. This board is composed of the Attorney General, Director of the Department of Health, and the Board of Pharmacy.

Each Regional Drug Enforcement Team Region holds quarterly meetings with law enforcement administrators and prosecutors from the region to review the activity and progress of the Drug Enforcement Team.