

Jacksonville '94

State and Local Conference on Violent Crime and Drug Abuse:

REINFORCING GOVERNMENT AND COMMUNITY PARTNERSHIIPS

December 7-9, 1994
Jacksonville, Florida

*Conference Summary
March 1995*

163992

BUREAU OF JUSTICE ASSISTANCE

U.S. Department of Justice Office of Justice Programs

BJA

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

U.S. Department of Justice

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Attorney General

Office of Justice Programs

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Assistant Attorney General

Bureau of Justice Assistance

Nancy Gist
Director

About the Bureau of Justice Assistance

The Bureau of Justice Assistance administers the Edward Byrne Memorial State and Local Law Enforcement Assistance Program to support drug control and system improvement efforts focused on state and local criminal justice systems. The Bureau's mission, directed by the Anti-Drug Abuse Act of 1988, is to provide funding and technical assistance to state and local units of government to combat crime and drug abuse. Through funding and technical support, the Bureau assists the states in managing the growing numbers of anti-drug programs and the rapidly increasing volume of drug cases entering the criminal justice system. It also identifies, develops, and shares programs, techniques, and information with the states to increase the efficiency of the criminal justice system, as well as provides training and technical assistance to enhance the expertise of criminal justice personnel. The Bureau accomplishes these mandates by funding innovative demonstration programs, some of which are national or multi-jurisdictional in scope; by evaluating programs to determine what works in drug control and system improvement; and by encouraging the replication of successful models through linkages with the Formula Grant Program and other resources.

The Director of the Bureau is appointed by the President and, upon confirmation by the Senate, serves at the President's pleasure. The Director establishes the priorities and objectives of the Bureau and has final authority to approve grants, contracts, and cooperative agreements. In establishing its annual program, the Bureau is guided by the priorities of the Attorney General, U.S. Department of Justice, Office of Justice Programs, and the needs of the criminal justice community.

This report was prepared under cooperative agreement #92-DD-CX-K026, provided by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. The points of view or opinions stated in this document do not represent the official position or policies of the U.S. Department of Justice.

The Bureau of Justice Assistance is a component of the Office of Justice Programs which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

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Acknowledgements

This document resulted from information presented at the Bureau of Justice Assistance (BJA) **State and Local Conference on Violent Crime and Drug Abuse: Reinforcing Government and Community Partnerships**. The Justice Research and Statistics Association (JRSA) coordinated the conference.

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Table of Contents

Introduction	1
Major Addresses	3
Keynote Address: Admonitions of Success in Community Coalition Building	5
Luncheon Address: It Takes a Whole Village...Building a Community of Safety and Peace	7
Special Sessions	13
Plenary Session: Implementing the Violent Crime Control and Law Enforcement Act of 1994	15
Plenary Session: Federal, State and Local Success in Building Collaborative Programs	22
Presentations and Tours of Jacksonville-Based Programs	24
Workshops	27
Successful State and Local Programs: Documentation and Replication	29
Specialized Technical Assistance and Training for State and Local Agencies	30
State Evaluation Capacity Building: Impact Evaluations	32
Strategies for Serious Violent Juvenile Offenders	33
Finding Funding Alternatives	35
Technical Assistance and Training for State and Local Program Implementation	37
Assessment and Evaluation Techniques and Practices	38
Panels and Roundtables	41
Business Alliances	43
Future of Multijurisdictional Task Forces	45
Enhancing the Role of Prosecution	47
Developing Programs and Relationships with the National Guard	50
Demonstrating Emerging Ideas: What's New in Criminal Justice Programs	52
Children At Risk (CAR)	54
Assessing and Managing Drug and Violent Offenders in the Community	57
Violence in the Workplace	60
Focus on Drug Abuse and Violence Prevention	62
Department of Defense/General Services Administration Equipment Purchase Program Panel	64
National Service and Public Safety: Partnerships for Strengthening Communities	65
Correctional Options	67
Collaborative Efforts Between U.S. Attorneys and State and Local Programs	69
Violence Against Women	71
Combatting the Illegal Distribution of Firearms	74
Assessing the Impact of Federal Assistance to State and Local Governments	75
Drug Courts	78
Boys and Girls Clubs	81
Responses to Domestic Violence	82
National Institute of Justice Evaluation Program: Recent Findings	84
Community Revitalization	86
Appendix A: Conference Participants	89

Introduction

Speaker: *Nancy E. Gist*, Director, Bureau of Justice Assistance

I want to welcome you on behalf of the Department of Justice, the Office of Justice Programs, and the Bureau of Justice Assistance, and to extend a special welcome to those of you representing State and local programs, who have helped develop our strong Federal, State and local partnership across the nation.

During the coming year, I look forward to visiting a number of States and communities, to see for myself your many efforts to implement innovative and exciting programs to make our communities safer.

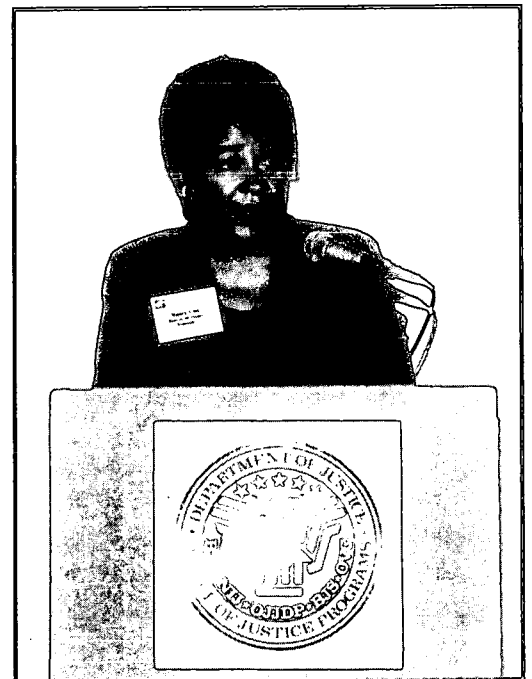
In the coming year, I want to encourage all of you to focus your attention and energies on implementing programs that: are aggressive about providing the strongest possible support to law enforcement; focus on making an impact on the youth of our country before they become permanent clients of the criminal justice system; protect and assist innocent bystanders of violence, from the elderly; to school children trying to get an education even as they attend the funerals of their classmates; to victims of domestic abuse; and particularly those that seek to establish active, involved community partnerships which inclusively bring to the table all components of the criminal justice system and the community, because I am convinced that only when we sit down together as problem solvers, not adversaries, will we have any chance of success at addressing the issues of crime and violence which are undermining the safety and stability of our communities.

Attorney General Janet Reno pointed out recently that we should "commit ourselves to a thoughtful, non-political, low-keyed approach to what we do about violence." She noted that "we should discuss matters of government policy, without a lot of rhetoric, with a lot of evaluation, with as hard data as we can develop." We have come here to spend the next three days to do just that.

Our agenda is ambitious — there are many ideas to discuss and much information to exchange. Many BJA staff hours have been spent on what I hope you'll agree will be our best conference ever, and I want to thank especially Bob Kirchner, Mary Santonastasso, Todd Brighton and Alison Perkins, as well as our partners at JRSA, for their hard work in putting this conference together.

I want to personally thank all of you for taking the time to attend this conference, and assure you that BJA is committed to working with you, being responsive to you, and providing the leadership which will be necessary to our joint success in the coming year. In turn, I ask each of you to continue to work in partnerships with all components of the criminal justice community, and in particular, consistent with the Attorney General's initiatives, to work with your local United States Attorneys and to ensure that Native Americans are a part of your planning process.

Over the next few days, I hope to meet with many of you to hear your ideas and suggestions for refining what is an increasingly successful inter-governmental effort to improve the nation's criminal justice system by deploying the public funds for which we are responsible as effectively as possible.



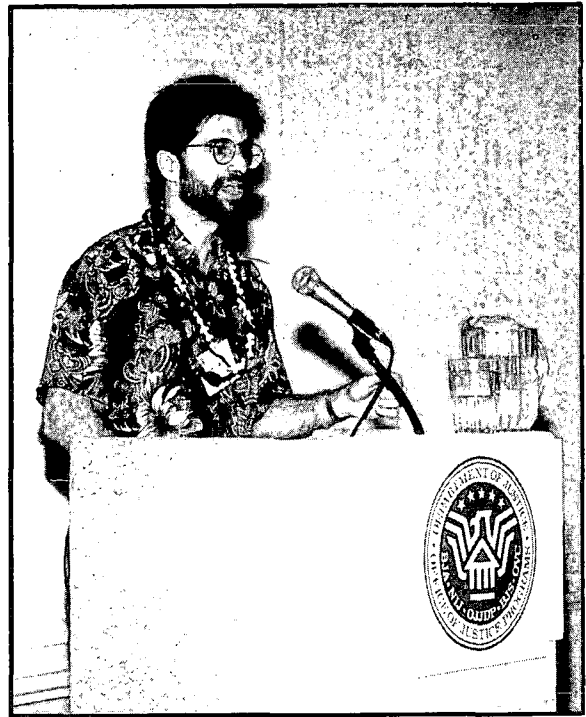
*Nancy E. Gist, Director
Bureau of Justice Assistance*



Major Addresses



Keynote Speaker:
*James E. Copple, National Director
Community Anti-Drug Coalitions of America*



Luncheon Speaker:
*James Sipe, President
Project Family*



Laurie Robinson
*Assistant Attorney General
Office of Justice Programs
U.S. Department of Justice*



*(l to r): James E. Copple, National Director, Community
Anti-Drug Coalitions of America; Nancy E. Gist, Director,
Bureau of Justice Assistance; Dana Fernety, Aide for Media
and Communications, Jacksonville Office of the Mayor; and
Charles Wilson, U.S. Attorney, Middle District of Florida.*

Keynote Address: Admonitions of Success in Community Coalition Building

Speaker: *James E. Copple*, National Director, Community Anti-Drug Coalitions of America (VA)

Community coalition building has been compared to conducting an orchestra where the conductor guides each part of the orchestra through the complicated score of a difficult piece of music. Calvin Hill, Chair of the National Advisory Committee of "Join Together," has said that "it is more like jazz." The very nature of the practice requires improvisation, diversity and an uncertain vision of where it will all end. I believe Hill is right.

As you enter into the activity of building partnerships with community agencies, neighborhood and grassroots organizations, you must keep in mind certain organizing principles that will sustain and encourage your success.

TEN ADMONITIONS OF SUCCESS

An admonition is from the Latin *admonare* meaning to advise with a warning. My advice contains a variety of warnings critical to community coalition building and establishing community partnership success.

1. Recognize and plan for diversity.
 - Err on the side of inclusiveness.
 - Be flexible enough to add to strength.
2. Coalitions are less concerned about definitions of what they do than they are about actions that produce change in policies, practices and procedures.
 - Change is the message.
 - Change in environment and change in behavior.
3. Equip communities to create the set or environment.
 - Recognize the power and significance of local leadership.
 - People own what they create.
4. Media advocacy is not an event -- it is a complex process of creating relationships, of seizing the right moment.
5. Change happens in more complex ways than we often realize. We may not always recognize the source or the power of the change.
6. Communities need to be taught advocacy.
 - What is legitimate and what is illegitimate.
 - Building a community base for advocacy.
7. Encourage communities to organize around change and outcomes.
8. Encourage the development of local intervention research.
 - Evaluate small actions.
 - Evaluate critical events that cannot always be planned for.
9. Develop practical, hands-on tools for community-based organizations.
 - Washington-based research is often too abstract and misunderstood by community organizations.

10. Realize and affirm that our issues are addressed by creating will and not creating resources.

- Resources follow community will.
- Build a system of community belief and you will build a system for community change.

In conclusion, these ten admonitions need to be addressed if we are to build successfully a community-based partnership that produces change. Furthermore, we must realize that much of what we do accomplish is based upon building a volunteer base that is active in changing local policy, practice and procedure that contributes to violence and substance abuse. I leave you with the following quote attributed to then-Senator John F. Kennedy.

"The American by nature is optimistic, experimental, an inventor and a builder -
- a builder who builds best when called upon to build greatly. Arouse his will to believe in himself, give him a goal to believe in, and he will create the means to reach it. This trait of the American character is our greatest single national asset. It is time that we rescue it from the sea of fat in which it has been drowning. It is time that we get on with the business of being true to the work of a chosen people -- a people who voluntarily assume the burden and the glory of advancing mankind's best hopes."

Luncheon Address: It Takes a Whole Village...Building a Community of Safety and Peace

Speaker: *James Sipe*, President, Project Family (MN)

It is a great honor to be given this opportunity to address such an esteemed group. Before joining you here today, I experienced participating in Hawaii's annual prevention conference. Like you, they are gathered together this week to reinforce government and community partnerships.

However, unlike many other prevention conferences I have attended that used the theme "It takes a whole village to raise a child," this one was dramatically different. Hawaii's version of this popular African proverb involved the creation of real-world linkages among conference participants. For instance, we were encouraged to remain at the same table during the general sessions. Each presenter then gave us tasks to help us develop our own unique "ohana" (i.e., family) network, with instructions on how to sustain those connections when we returned to our respective communities.

Village, community, ohana. Whatever they are called, connected and caring human networks contain a powerful antidote to violence. "It takes a whole village..." is so much more than just a catchy title. I believe that this proverb reveals a fundamental wisdom about how to reverse our growing epidemic of drugs, crime and violence. A recent personal experience will explain.

Last summer my family vacationed at a family church camp in northern Minnesota. It was filled with caring and fun-loving individuals of all sorts. We all ate together family style, we played and prayed together; and we all looked after the children. One afternoon my wife Dawne and I were resting in our cabin as our seven-year-old daughter Rachel and our four-year-old son Christopher were playing down by the lake. Suddenly, a piercing scream interrupted our reverie. We both immediately recognized it as the distress call of our son. Some of you parents will relate to this uncanny ability to pick out your child's screams in a crowded playground a hundred yards away.

We bolted out of the cabin and raced down the hill. There at the bottom of the gravel road lay Christopher, bloody and screaming. Nearby, the boy he collided with lay tangled in his fallen bicycle. We rushed to Christopher, and as I scooped him up Dawne (who is a nurse) proceeded to check him out. She quickly determined that, although a bloody mess, his facial injury was just a minor case of "street rash." Whereupon, Dawne pulled away from us and approached the sobbing bicyclist. As she helped him to his feet he clung to her and cried over and over, "It was an accident, it was an accident..." She hugged him close and reassured him that everything was going to be O.K.

At that moment, as I gazed upon my wife comforting this young stranger -- someone else's son -- the fundamental truth of that catchy proverb was revealed to me. We do have to watch out for each other's children. We must work together to create united communities of care and love for the next generation. This episode [and many others] have transformed my career as a helping professional. Now, I see myself on a mission. I am dedicated to doing everything within my power to make this world a safer place for my children; to make this world a safer place for all children.

Now I know that I probably sound idealistic and grandiose. You may think that I have charted an overwhelming and unrealistic course. But, I think not. And believe it or not, I rarely get discouraged. I draw inspiration from the words of one of this century's greatest helpers, Mother Theresa, who said, "If I can save one person, I can save the whole world."

However, I am not so grandiose that I think I can do this saving act alone. I need your help. There is no time to lose. Now, more than ever, we must make a commitment to unite, to cooperate and to begin to restore in our

children a sense of hope for a safe and peaceful future. Because we are already beginning to witness a generation of young people who are growing up with overwhelming amounts of cynicism, resentment and despair.

Many of our nation's young people routinely express a profound loss of hope; an abject lack of vision for their future. For example, in 1993 a Harris poll commissioned by Harvard found that 35% of sixth to twelfth graders did not believe that they would "live to a ripe-old age." Ten-year-old girls have been overheard planning their own funerals, down to the prom dress they want to be buried in.

At this point, I could trot out a list of compelling statistics to make my case. But, I will not. I am reminded of the words of Mark Twain who said, "An expert uses statistics, like a drunk uses a lamp post: more for support than for illumination."

Beyond the reams of statistics that describe the destruction and cost associated with our country's rising tide of violence there lies an even greater tragedy: drug use, crime and violence as consequences or symptoms of the pervasive and debilitating disease of despair.

So, what is the solution? How do we go about sowing the seeds of hope among our youth? Recalling Mother Theresa, if I can save the whole world one person at a time, then I figure the person to begin "saving" is me. "Let there be peace on earth and let it begin with me." Let me become a part of a coordinated, caring community. Let me dedicate myself to looking after other people's children as I continue to work to improve in my ability to nurture my own. Let me demonstrate and model acts of hope, peace and kindness in my daily life.

St. Francis of Assisi, a patron saint of peace, said it best in his prayer. "Lord, make me an instrument of your peace: where there is hatred let me sow love; where there is injury, pardon; where there is doubt, faith; where there is despair, hope...."

It gets easier for me to become an instrument of peace if I have a set of guidelines to follow. So, here is what I have come up with. I have developed a blueprint that has helped me to advance the cause of peace in my life. I spell P.E.A.C.E. this way: "P" is for **Personal Responsibility**; "E" is for **Empathy**; "A" is for **Action**; "C" is for **Community** and, "E" is for **Enlightenment**.

"P" is for PERSONAL RESPONSIBILITY

My peace plan begins with Personal Responsibility. However, there are some who may prefer to start PEACE with Punishment. Certainly, justice must be served. And, I suppose one way to enforce Personal Responsibility among those who are unable or unwilling to initiate it themselves is to Punish them for their misdeeds. Punishment also equates with Protection. However, if I had only one dollar to spend, I would invest at least fifty cents of it in Prevention.

Personal Responsibility is almost a lost value in our society. Everyone seems to be a victim of circumstances, assigning blame elsewhere for their misbehavior. For many people, this first step is often the most difficult one to take. It has been for me.

I grew up with "If you can't say anything nice, don't say anything at all." The Minnesota contingent will recognize this as what we refer to as "Minnesota Nice." I learned to stuff my anger and carry it around until something would inevitably trigger its release. Fortunately, I do not physically hurt people or break stuff when I am upset, but a raised voice and a sharp tongue have caused me trouble enough.

They say that anger is the only poison that destroys its own container. Here is a graphic illustration. [*Sipe holds up a balloon.*] Let's say this balloon represents my anger container. I start my morning with a little tiff with my wife, so I stuff a little anger [*blows a puff of air into the balloon*]. Then, my daughter misses her bus, and the drive to school means I will arrive late for an important meeting, so I stuff a little more anger [*blows more air into the balloon*]. Later, my printer goes down in the middle of an overdue project [*blows enough in to fill up the balloon*].

I am now driving home from work. Suddenly, I notice this tailgating jerk in my rear-view mirror and -- POP! [*pricks the balloon with the point of a pen*], I erupt in anger: I slam on my brakes while flipping him the one-fingered salute. These days, that is enough to get you killed, not to mention behavior very unbecoming a helping professional.

Someone said that we tend to study those things at which we are the most inept. I long ago decided to accept Personal Responsibility for my temper control problem and have worked diligently to become an expert on managing anger and conflict. As a result, I have developed a very simple yet effective anger control technique that I call "THE CHILL DRILL," which has had a immensely calming influence on me (you can ask anyone in my family).

Take a look at my anger container now, post CHILL DRILL. [*Sipe blows one small puff into another balloon*]. Because I have learned to control and constructively channel my anger, I rarely let it build to explosive levels. Now when I get hassled, jerked around, poked at, etc. [*He repeatedly pokes at the balloon with the tip of a pen*], I am in no danger of exploding: those little pricks do not bother me anymore (no pun intended)!

According to the Chinese proverb, "Beginning is half-way to the goal." If each of us makes a firm commitment to accept Personal Responsibility for our personal shortcomings, we would be in the home stretch of our peace journey.

"E" is for EMPATHY

Being empathic means earnestly listening to another person's viewpoint and letting them know that you understand and appreciate their unique perspective. It involves "walking a mile in their moccasins." In this way, demonstrating a genuine interest and concern for another human being fosters caring and respectful relations.

To have someone walk in your moccasins (or Reeboks) today often means having them forcibly removed. I am reminded of a poignant scene in the movie "Grand Canyon" where Danny Glover's tow truck and Kevin Kline's disabled vehicle are being held hostage by a group of L.A. gang members. Glover pulls the leader aside and makes an impassioned appeal to "let us go our way." The gang leader replies, "I am going to grant you that favor, but first, answer me this question: are you asking me for a favor as a sign of respect or are you asking me a favor because I've got the gun?" Glover: "If you didn't have the gun we wouldn't be having this conversation." With a smirk, the gangbanger responds, "That's what I thought -- no gun, no respect; that's why I *always* carry a gun."

How in the world did respect become synonymous with fear and the use of force? I had always been taught that respect was earned with understanding and kindness; that it is the glue of communication that holds marriages, friendships and business partnerships together.

Our social institutions could benefit from a massive infusion of empathy training. For example, when schoolyard bullies are taught empathy skills, their victimizing behaviors often cease. Especially in the media, where we are bombarded with images and messages that portray violence as "ordinary and amusing," we must begin to emphasize that solving problems through the use of force is unacceptable.

If I had my way, a gold ruler would be a required school supply item for every student in America. It would be a reminder to always follow the Golden Rule, [do unto others as you would have them do unto you], especially during the negotiation of a conflict.

"A" is for ACTION

A chicken and a pig were on their way to breakfast. The chicken was bragging about what a wonderful contribution she was making to the meal, when the pig indignantly interrupted. "Madam, you may be making a contribution; however, *I* am making a commitment!" Taking action requires commitment; commitment sometimes requires sacrifice. "JUST DO IT!" says Nike. Go ahead, just decide to do something, anything that you believe will

advance the cause of peace.

[Sipe holds up a box of TIDE laundry detergent and says] Making a commitment to act in the name of peace means that you are willing to get up on the proverbial soap box and to take a stand in order to stem the rising "TIDE" of violence.

If you love your sister and her children, then get up on your soapbox and TAKE A STAND: ask your brother-in-law to please remove the loaded gun from underneath his bed and lock it up somewhere else in the house. If you are disgusted with the Power Rangers phenomenon (I know I am), then get up on your soapbox and TAKE A STAND: inform family members that Power Rangers paraphernalia is not welcome in your home. If you hate it when men degrade women, then the next time you are at the club and your buddies are cracking wise, TAKE A STAND, and let them know that you find their behavior offensive.

"C" is for COMMUNITY

I hope that I have already impressed upon you the important role that united, action-oriented communities play in creating a safety net for children and families. Unfortunately, we are rapidly losing our sense of community. We are not looking out for one another like we used to. And we are paying a great price.

Listen to one small real-world example as reported by USA Today (Winter, 1993):

Stella Bilzerian, 69, of Worcester, PA couldn't get into her house because the lock was frozen. Trapped outside in 5- below-zero temperatures, she knocked on a neighbor's door, but the neighbor was afraid to answer. "I feel so badly that she died all alone," said the neighbor, Doris Hermann, 66. "But you just can't take chances these days."

When I was a boy, I could be down the block raising Cain with my chums and as soon as I got home my mother would confront me with every detail of my misbehavior. "How did you know?" I inquired. "A little birdie told me" was her standard reply.

Today those little birdies have flown the coop (some no doubt have been shot). Families are neglecting their children in record numbers. Companies are abandoning their employees. Some social historians believe that the massive instability in our families, communities and workplaces is inciting a "free-floating anger" among Americans which is showing up as violence in bedrooms, classrooms and boardrooms.

Connected and caring human networks (e.g., villages) contain a powerful antidote to violence. Many fine examples of community collaborations that are making a difference can be found. I refer you to one example right under your noses, highlighted in the National Crime Prevention Council's wonderful publication "Working Together To Stop the Violence: A Blueprint for Safer Communities." It describes a community partnership that I am involved in Minnesota called "Turn off the Violence," a grassroots campaign that promotes alternatives to violent entertainment through community mobilization and education.

Please consider extending yourself to others at work and in your neighborhood. Look for opportunities to volunteer your time and talents. And start looking out for the children.

"E" is for ENLIGHTENMENT

Spiritual enlightenment is difficult to articulate and discuss in public forums these days. Discussions about morality, religion, prayer, etc., quickly become politicized and divisive. Research on resilience, recovery from addiction, and family health consistently shows that adherence to moral/spiritual principles is a powerful protective factor against a variety of life's difficulties.

To me, spiritual enlightenment embodies love, compassion and forgiveness -- the fundamental principles upon which

all the great religions of the world are based. It means that you are on speaking terms with a Higher Power, with God. It involves the care of your soul.

What are you doing to take care of your soul? How does your life manifest love and compassion? How are you sharing your assets with those less fortunate than yourself? When will you commit your next act of P.E.A.C.E.?

Well, that's my version of keeping the P.E.A.C.E. If it works for you, I hope that you'll consider making it yours as well. And if you do, I have a word of advice. If you decide to become a more active instrument of peace in your daily life, you may find that over time, your significant others will begin to hold you to higher standards. You may be reminded whenever you are not "walking the talk." For me, this is a constant challenge.

A few months ago I was preparing to leave town to present a major address. As I was putting the finishing touches on my speech my kids were running in and out of the room, seeking my attention. Distracted, I finally blurted out, "Would you kids please go play in your room!" Overhearing this, my wife enters the room and gently admonishes me. "Geez James, can't you give them a little attention; you have been traveling a lot lately." I shot back, "No! I have to work on my anger talk!" "I'll say," she calmly replied.

Oh well, back I go to Personal Responsibility....

I would like to close my address on a spiritual note. This is a Zuni Indian prayer for children entitled "May They Grow Old."

I have sent forth my prayers. Our children,
Even those who have erected their shelters
At the edge of the wilderness,
May their roads come in safely,
May the forests and the brush
Stretch out their water-filled arms
To shield their hearts;
May their roads come in safely;
May their roads all be fulfilled,
May it not somehow become difficult for them
When they have gone but a little way.

May all the young boys, all the young girls,
And those whose roads are ahead,
May they have powerful hearts, Strong spirits;
On roads reaching to dawn lake
May they grow old.

We may never all be singing out of the same hymnal, but we sure could use a few more voices in the chorus: "Let there be peace on earth and let it begin with me." In the words of Sitting Bull, "Let us put our minds together and see what life we can make for our children." Let us make a commitment to work together to stem the rising tide of violence. Let us act today to begin to restore in our children the hope that they will indeed live to grow old.

Special Sessions



Plenary Session

Implementing the Violent Crime Control and Law Enforcement Act of 1994

(l to r) Noël Brennan, Deputy Assistant Attorney General, OJP; Nancy E. Gist, Director, BJA; Reginald L. Robinson, Deputy Assistant Attorney General, OJP; Laurie Robinson, Assistant Attorney General, OJP; and Marlene Beckman, Special Counsel to the Assistant Attorney General, OJP.



Plenary Session

Federal State and Local Success in Building Collaborative Programs

(l to r) Lt.Col. Thomas Carr, Chief, Bureau of Drug Enforcement, Maryland State Police; Paul Steiner, Prevention Coordinator, Office of Juvenile Justice & Delinquency Prevention; Robin Prichard, Acting Director, Drug-Free Neighborhoods Division, U.S. Department of Housing and Urban Development; and Reginald L. Robinson, Deputy Assistant Attorney General, OJP.

Plenary Session: Implementing the Violent Crime Control and Law Enforcement Act of 1994

Moderator: *Laurie Robinson*, Assistant Attorney General, Office of Justice Programs

Presenters: *Noël Brennan*, Deputy Assistant Attorney General, Office of Justice Programs

Reginald L. Robinson, Deputy Assistant Attorney General, Office of Justice Programs

Nancy E. Gist, Director, Bureau of Justice Assistance

Marlene Beckman, Special Counsel to the Assistant Attorney General, Office of Justice Programs

This plenary session presents information about grant programs eligible for funding under the Violent Crime Control and Law Enforcement Act of 1994, including correctional facilities and boot camps, drug courts and violence against women.

Laurie Robinson

(Ms. Robinson welcomes everyone to this plenary session on implementing the Violent Crime Control and Law Enforcement Act of 1994. Her remarks are included verbatim.)

"I am delighted to be back with you for a second year for what is clearly an important annual gathering. The Attorney General regrets her inability to be with you here. The Crime Law is a bipartisan product of six years of hard work. The Act's effective implementation is a top priority for Attorney General Reno and for the Office of Justice Programs (OJP).

The Crime Act goes beyond the debate about whether the government should spend its resources punishing criminals or diverting them from a life of crime. It takes a balanced attack on crime, incorporating prevention, policing and punishment, because no one tool by itself can build a safer society.

Before I introduce the presenters, I want to talk first about some of the central themes we are emphasizing in implementing the Crime Law programs: first, collaborative partnerships. It is critical that we work in tandem with those of you at the State and local level as we implement -- not only the Crime Law programs -- but all the grant initiatives we are running at OJP. Every one of our new bureau heads and I have "sat on the other side of the table from the Feds" - we do not intend to lose that consumer perspective. And it is a firm commitment from Janet Reno, too, as you probably know. So, as an example, we want your input on the regulations coming out now and in the next few weeks. We need and want your comments.

Second, we believe strongly in approaching crime and violence problems in a comprehensive fashion -- and we know that means that all the players in the system need to be at the table as we move forward -- law enforcement, prosecution, the courts, public defense, corrections, treatment providers and victim advocates. And I hope you in your jurisdictions are reaching out to do this.

Third, we want to be responsive to the field. For that reason, we have set up a Department of Justice Response Center to provide information on all facets of Crime Act implementation. That number is 1-800-421-6770. We are now handling 200-300 calls per day. We have hosted, and will continue to, focus group sessions to hear from the field about these program areas. For example, we held sessions last spring and summer on drug courts and boot camps to (a) get input, (b) hear about problems and concerns, and (c) shape program goals -- what is realistic and what is not.

Finally, we have also committed to getting information out in a better fashion to the field. We have just set up a new Internet-based clearinghouse called PAVNET (Partnerships Against Violence Network), which links over 30

federal clearinghouses and resource centers that deal with facets of the problem of at-risk youth and violence. PAVNET includes information on (1) promising programs being run in the field (with or without Federal funding); (2) available sources of Federal (and even private) dollars; (3) technical assistance available from the Federal government; and (4) we hope to add research findings onto PAVNET as well, in the future.

Let me turn more specifically to the Crime Law.

OJP is responsible for administering about \$14 billion in new Crime Law grant programs. These include new drug court, corrections, boot camp, violence against women, criminal history improvement and prevention programs. We are focusing first on the programs that have been funded for FY1995 (which began October 1) -- getting them up and running quickly. This includes:

1. \$100 million for the National Criminal History Improvement program (implementing the Brady Act);
2. \$24.5 million for a discretionary boot camp program;
3. \$29 million for a discretionary drug court program;
4. \$26 million in State formula grants to address violence against women;
5. \$450 million for an expanded (by 25%) Byrne Formula Grant Program to the States; and
6. \$130 million to States to reimburse them for the costs of incarcerating criminal aliens who are in the US illegally. For this last program, we've already gotten out \$42 million to the seven States most severely hit by this problem.

Because of the importance of three of these new grant programs -- Drug Courts, Corrections and Violence Against Women -- we are establishing small offices, under my direct supervision, to guide and coordinate the development and implementation of these initiatives. The three offices will work closely with BJA and the other OJP bureaus to coordinate efforts across OJP relating to these three program areas.

We are in the process of developing regulations for these programs: Corrections, yesterday; Brady, last week; Drug Courts and Violence Against Women, this month. We are also looking for a judge to head the Drug Court Program, and someone with extensive corrections experience at the State or local level to run the Corrections Office. We hope to have an announcement on both of these soon. Application kits for all of these programs should follow early in calendar year 1995."

Noël Brennan

As a former prosecutor from the front lines, I feel I appreciate the central role State and local people play in affecting programs. I will concentrate my remarks on the Violence Against Women Act (VAWA) and funding available through it. There is bipartisan support for VAWA. The statistics are startling -- State and local people in the front lines know them. They are often hidden and underreported. Traditionally, the tendency is to treat these as private, not matters subject to the public scope of the criminal justice system. Also, the system responsible for handling this matter is fragmented.

I am aware that States and localities had been dealing with programs funded with Byrne money in domestic violence, sexual assault and broader family violence. VAWA wants to build on this work.

The FY1995 grants to improve the criminal justice system in the area of violence against women should be considered as a down payment for States and units of local government for six-year funding. The money VAWA will give out is intended to help restructure the criminal justice response to the problem of domestic violence and sexual assault from one which is generally fragmented to an integrated and coordinated approach. The funding may be used for personnel, training, establishing and expanding specialized limits and data collection. The money will be administered primarily through a block grant -- approximately \$450,000 for use by States, units of local government, nonprofit, nongovernmental victim services, and Indian tribal governments.

The eligibility requirements set out in the VAWA statute require that States must develop a plan for implementation and shall consult and coordinate with nonprofit, nongovernmental, services. Of the money granted to each State, at least 25% each must be allocated to police, prosecution and victim services.

Application requirements include documentation from prosecution, law enforcement and victim services programs to be assisted, demonstrating the need for the funds, their intended use, population to be served and expected results impact of grant money. Proof of compliance with a requirement for payment of forensic medical exams in States is also necessary. States, not victims, must incur out-of-pocket costs for rape exams. Proof of compliance with requirements for paying for fine and service fees in connection with criminal charges must also be documented.

Regulations include prioritizing areas of varying geographic size with the greatest showing of need. Subgrants will be determined based on populations and geographic areas to be served. A goal is to equitably distribute on a geographic basis including rural and non-urban areas.

The operating principles include a 75% Federal and 25% State match, to create a user friendly system and to be flexible, to provide technical assistance to States in the planning process, and to work with the VAWA office administrator, Kathy Swartz, in coordinating planning implementation in the VAWA office. I conclude by saying that I look forward to working with the States.

Reginald L. Robinson

I will outline the Drug Court Program. The drug problem the courts face is enormous. For example, over half of all daily arrests test positive for drugs. Many people are released back into society without having corrected their drug problem. The Crime Law Drug Court initiative is attempting to address this. The Drug Court initiative is not designed from Washington. It has grown up from the grassroots level around the country. Courts are struggling to deal with caseloads.

Traditionally, there have been two approaches to drug cases: first, case-expedited mechanisms such as tracking systems that seek to isolate cases; and, second, a more comprehensive approach which includes separate courts for drug cases and building a treatment component into the system. States will be able to use federal dollars to enhance and encourage, for instance, the development of the treatment component of drug courts. The treatment approach has proved promising. I encourage applications aimed at diversionary treatment drug courts which involve continued supervision of nonviolent addicts.

The timetables are as follows: the regulations will be published shortly and we will have available a more comprehensive set of guidelines. "Flexibility" is the byword, the bedrock principle upon which funding decisions will be made. Statutory requirements include continuing judicial supervision, available substance abuse treatment, supervised diversion outside of correctional structures, which will free up space for violent offenders within the criminal justice system, and a full range of "aftercare" services -- follow up care -- in an effort to provide relapse prevention. There should be an education/employment/housing component.

Aside from these, we are hoping to fund a variety of drug court models. We will not impose a federal control model. We do not know enough to say, "Here is the paradigm." We want local input; structures around the country are very varied.

Similarly, we want to learn more about how drug courts can be most effective. Tom Albrecht talked in June about the drug court concept and how it evolved in his own jurisdiction. It is fruitful for us to hear from people in the field. BJA has had a correctional options component in place.

The Drug Court law requires coordination with the Department of Health and Human Services (HHS) on the three p's: punishment, prevention and policing. I would like to add an additional p, partnership. All of this work must be done with HHS -- implementation at various levels such as probation, treatment and the courts -- with local and State agencies, between them and the Federal government, and across departmental lines within the Federal government.

Additionally, Jan Chaiken, the new Bureau of Justice Statistics (BJS) director, is administering the National Criminal History Improvement Program. He asked me to mention the \$100 million for BJS which is to be given to the States as part of the Brady Handgun Act. This is in addition to the 5% set aside for record improvement under the Byrne

formula grants. We would like to integrate implementation between the ongoing 5% and the additional \$100 million.

Nancy E. Gist

(Ms. Gist's remarks are transcribed verbatim.)

"You have heard the Assistant Attorney General's vision for the Office of Justice Programs and the roles which the various OJP offices and bureaus will have in implementing those new programs (under the direct authority of the Assistant Attorney General), authorized through the Crime Law.

I want to re-emphasize that the development of these programs -- boot camps, drug courts and violence against women -- is being accomplished through collaborative efforts among the Office of Justice Programs' offices and bureaus. BJA will continue its active role in the regulations and program guidelines development process, and will provide the necessary staff support to see the programs implemented successfully.

The institutional knowledge of staff with program and field experience has been drawn upon and in each program area advice is being solicited from the field as well.

I am fully committed to ensuring that BJA staff remain involved in the successful implementation of these important efforts.

Right now, I would like to focus on the new programs authorized in the Crime Law for which BJA has direct authority, and for which FY1995 funds have been appropriated. I will also discuss both the Byrne formula and discretionary grants programs, and how those programs are vehicles for the Administration's priorities, as well as sources of information to further inform national priorities.

And last, I will discuss what we refer to as the out-year programs -- those programs for which the Crime Law contained authority in fiscal years 1996 through 2000. These programs will be implemented, subject to the annual appropriations process.

SCAAP: The State Criminal Alien Assistance Program

By now, many of you are familiar with, or have at least heard of, the SCAAP program. The State and Local Assistance Division has been given the responsibility to administer this new program addressing the problem of illegal aliens incarcerated in State correctional facilities. The SCAAP was inaugurated in early October by publication in the Federal Register of regulations which defined its scope. I expect that many of you have seen these regulations. If you have not, there are a few copies in the resource room and we will be happy to send them to you.

SCAAP is the first large-scale federal effort to assuage the burden on State correctional systems imposed when aliens are illegally in the country at the point they commit an offense which eventually puts them into these systems. BJA ran a smaller-scale program reimbursing the costs of Mariel Cubans for several years, and this new program includes that category along with other types of illegal aliens.

This new initiative complements several other efforts being made by the Administration, funded through the new Crime Law to control the flow of illegal immigration and assist States in coping with the burdens which the influx of illegal aliens places on them.

All States and those territories served by the Immigration and Naturalization Service are eligible for this program. However, in keeping with the wishes of Congress when making the appropriation for SCAAP, we were required to award one-third to the total of \$130 million available this fiscal year for the program during the first 120 days. To do this, we relied not on State-generated data, which we will do in the final awards, but on a report which had just recently been completed by the Urban Institute.

Without going into a lot of detail, let me say that seven States -- California, Arizona, Texas, Florida, Illinois, New Jersey and New York -- which appeared on the basis of that study to have over 80% of all the illegal aliens which can be counted for reimbursement under SCAAP, have already received awards amounting to nearly \$43 million.

This program has been set up to assure, as far as is possible for us to do, that every applicant, regardless of how many or how few illegal aliens they are housing, will receive the same percentage on the dollar of actual costs spent as will every other applicant. Those States receiving preliminary awards will be vying for their fair share of the same pool of money -- the full \$130 million -- as will States with only a few incarcerated aliens.

BJA will be working closely with INS and with State departments of corrections and others as appropriate to assure that everyone is on the same playing field.

I understand that the SCAAP will be covered in more detail during two of the panel sessions later in the conference, those panels on formula grant program management updates, if you have questions. Linda McKay, on my staff, has been spearheading this program for us, and she is here and available to answer questions you might have.

The Implementation of the Brady Handgun Violence Prevention Act

I want to briefly mention that the program to implement Brady is being called the "National Criminal History Improvement Program," and it will implement the grant provisions of both the Brady Handgun Violence Prevention Act and the National Child Protection Act of 1993, as well as those provisions of the Omnibus Act which pertain to the establishment, maintenance or use of criminal history records and criminal records systems.

\$100 million was appropriated in FY1995 to implement the purposes of the Act. (An additional \$100 million is authorized for these same purposes in FY1996.)

This program will be administered by the Bureau of Justice Statistics as a discretionary initiative, with preference given to those States with the lowest levels of completed automated records.

No regulations are required to be developed and published for this program. However, BJS has developed a program announcement, which was released earlier this week. We have copies available in the resource room.

I want to emphasize that States' efforts under this program should be coordinated with those efforts supported through the 5% set-aside in the formula grant program, and BJA and BJS will continue to collaborate on these related efforts. Both Jan Chaiken and I are committed to ensuring a coordinated, comprehensive effort in this area.

The Byrne Formula Grant Program

\$450 million was appropriated in FY1995 for the Byrne Formula Grant Program. Applications were due 60 days after the enactment of the appropriations, or October 25, 1994. This date was significantly earlier in the calendar year than in years past. While all States have complied with the statutory requirement to submit an application, many of you have delayed the submission of the Statewide strategy document, pending the outcome of planned hearings and analysis of data. Be reminded that January 15, 1995 is the due date which BJA has established for submissions of any outstanding State documentation necessary for us to make the FY1995 awards.

As you proceed with your planning efforts, let me take the opportunity to remind you that the Bureau of Justice Assistance has selected program areas as priorities for funding, consistent with the President's and Attorney General Reno's policy directives. You will see these reflected in BJA's soon-to-be released discretionary grant program plan. We encourage States to consider these program areas as well.

Community-Based Programs: Including community policing, community mobilization efforts, and comprehensive approaches to assisting communities.

Crime and Violence Prevention: Especially efforts which are interdisciplinary and interagency, linking enforcement with education and social service delivery to target violent offenders, criminal gangs, firearms trafficking, domestic violence and other crimes of violence against women for aggressive investigation and prosecution, and programs addressing prevention and providing assistance to victims of violent crimes.

Intergovernmental Coordination Initiatives: Such initiatives related to coordination with federal enforcement and United States attorneys' initiatives against drugs and violent crime, evolving task force models, recognizing the needs of the Native American community, and addressing the issue of illegal aliens in State correctional systems.

I would like to highlight one of the interagency, collaborative program efforts which both BJA's formula grant and discretionary grants division have developed jointly:

Firearms

BJA is increasing its efforts to reduce firearms-related violence with the development of new initiatives under the formula and discretionary grants programs. The State and Local Assistance Division, in cooperation with the Bureau of Alcohol, Tobacco and Firearms (ATF), has proactively pursued and financially supported the implementation of a variety of violent crime task force concepts. In some cases, these programs have been jointly funded by the discretionary grants division which will provide approximately \$3 million towards the funding of projects that monitor and regulate federally licensed firearms dealers; improve the investigation and prosecution of cases involving the criminal misuse of firearms; and establish a training and administrative support network for the interState firearms trafficking compact member-States.

On Thursday afternoon, there was a panel on combatting the illegal distribution of firearms. Hopefully, many of you had the opportunity to attend and hear about our progress with these initiatives, including multijurisdictional firearms control task forces, Federal firearms licensee programs, and the provision of training and administrative support to the interState firearms trafficking compact member-States.

In addition to these priorities which I have highlighted here, you will note in BJA's discretionary grant program plan a renewed emphasis on program development overall with evaluation as the keystone.

"Out-Year Programs": As all of you are aware, the recently enacted Crime Law is the largest in terms of both dollars and programs ever passed. In addition to the programs being implemented this year, through the FY1995 appropriations, authority exists for over 40 additional programs. The Department of Justice is the lead agency on most of these programs; even on those where another executive branch agency is lead, we expect to collaborate with the other department(s).

Because of the press of time, I'd like to highlight just a few of these out-year programs, and remind you that you can get information from the BJA response center and the BJA clearinghouse on the universe of programs authorized. We have copies of both the Crime Bill Fact Sheet and the Crime Bill Briefing Book here in the resource room.

Crime Prevention Block Grants: \$377 million has been authorized for the new local crime prevention block grant program to be distributed to local governments to be used as local needs dictate. Program areas authorized through this program include anti-gang programs, sports leagues, Boys and Girls Clubs, partnerships with law enforcement and children and youth skills programs, and partnerships between the elderly and law enforcement.

Model Intensive Grants: The Crime Law includes authority for \$625 million for this competitive grant program. Up to 15 cities will be selected to implement model crime prevention programs targeted at high-crime neighborhoods.

Prosecutors - Public Defenders - State and Local Courts: While additional funds have been authorized and appropriated for enforcement activities, \$150 million is authorized for a competitive grant program for prosecutors, public defenders and State and local courts. This money was authorized with an eye on the necessity of providing

resources to all parts of the criminal justice system. (There is other prosecution money available as part of other programs such as the Violence Against Women Program. There are resources for the correctional programs, including construction. This is an attempt to provide dedicated resources to the other parts of the system.)

Delinquent and At-Risk Youth: \$36 million has been authorized for a competitive grant program for public or private non-profit organizations to support the development and operation of projects to provide residential services to youth ages 11 to 19, who have dropped out of school, have come into contact with the juvenile justice system or are at risk of either.

In closing, I hope I have conveyed the breadth and dimension of those programs authorized by the Violent Crime Control and Law Enforcement Act of 1994. BJA will continue to work in collaborative fashion with you, our State and local partners, with the other OJP bureaus and offices, other Department of Justice agencies, as well as across other executive branch agencies, to ensure these programs are implemented in a comprehensive way. We encourage you to give us your thoughts as we proceed, so that we might move in a direction that is the most responsive to State and local needs and priorities.

Plenary Session: Federal, State and Local Success in Building Collaborative Programs

Moderator: *Reginald L. Robinson*, Deputy Assistant Attorney General, Office of Justice Programs

Presenters: *Lieutenant Colonel Thomas Carr*, Chief, Bureau of Drug Enforcement, Maryland State Police

Robin Prichard, Acting Director, Drug-Free Neighborhoods Division, U.S. Department of Housing and Urban Development

Paul Steiner, Prevention Coordinator, Office of Juvenile Justice and Delinquency Prevention

This plenary session focuses on Federal assistance to State and local governments for criminal justice, health, education and public housing programs. Issues raised include optimal utilization of current and prospective funding levels and the potential for cross-agency coordination and cooperation.

Reginald L. Robinson

The theme of cooperation and collaboration runs through this conference, and it runs through the Clinton Administration. For instance, we have an interdependent working group on violence, which brings together people from the Department of Justice, Health and Human Services and the Department of Education. We are looking at what we already know about violence, examining what the Federal government is doing, and making recommendations for ways more efficiently to deal with violence. The Department of Labor and the Office of National Drug Control Policy are also involved. They have formed subgroups on family violence, youth and violence, physical place and violence, inter-communal violence (which includes hate crimes), firearms, medicine's role in violence, and the process working group, currently known as PACT (Pulling America's Communities Together).

These various groups bring to life the Attorney General's view -- the "Just Do It" school. People want to build healthy communities and in order to do this, they have to be safe; public safety is important. The principles which animate the project, in an era of strained resources, include that we ensure available resources are used in the best way possible. Both horizontal and vertical links are important; vertical links include cities, States and the Federal government, horizontal links include business and industrial.

Information is key. As President Bill Clinton said, "There's no problem anywhere in America that's not being solved somewhere in America." One way to do this is PAVNET -- Partnerships Against Violence -- on Internet, in order to identify promising programs already evaluated or ones which look promising. There is a need for collaboration among Federal offices to build on the resources that already exist in order to attack drug abuse and violent crime.

Lieutenant Colonel Thomas Carr

I run the High Intensity Drug Trafficking Area (HIDTA) program in Maryland. I am on loan to the Office of National Drug Control Policy from the Maryland State Police. The Maryland HIDTA is not yet in operation so it is not yet a success story. Currently there are seven HIDTAs nationwide: Los Angeles which focuses on gangs, the Southwest Border area and Houston which focus on smuggling; Miami and New York which focus on money laundering; and Washington/Baltimore which concentrates on drugs. Maryland's is different because its Stated mission is to reduce the number of hardcore drug users in the catchment area. We have four approaches: the first is traditional, to identify and dismantle major drug trafficking operations; two, to provide treatment programs for hardcore drug abusers; three, to reduce the drug/violence connection; and four, to coordinate treatment, prevention and law enforcement agencies at different levels. The plan is to bring agencies together to co-located sites -- Drug Enforcement Administration, Immigration and Naturalization Service, Department of Defense, Park police, Housing and Urban Development police, the treatment community and the prevention community. We are hoping for synergy, a collective energy that is greater than operating separately. The goal is to evaluate rigorously all

initiatives. We need hard statistical data. Several ways to accomplish this include supporting the coordination of services, having sophisticated tracking and surveillance vehicles, having a treatment component and conducting an evaluation of the program. This is not the "same old, same old" approach. This is not throwing Federal dollars at the problem. The drug war is similar to the Vietnam war: no geographical area was ever seized and held. We need to reverse the Sutherland theory about the disintegration circle of the inner city. We need to reclaim territory (like in the First and Second World Wars) and keep it.

Robin Prichard

Two programs in particular focus on partnership: the Drug Elimination Program and the Youth Sports Program. The Drug Elimination Program is the largest grant. The money goes to housing authorities. Those agencies traditionally do not deal with the drug problem. We encourage them to deal with the agencies that traditionally do deal with drug issues -- the treatment and the enforcement people, and nonprofits. This program is one of the few programs which require and fund a strategy. It can fund prevention programs, such as parenting programs, mentoring or tutoring, or intervention programs. It can fund outpatient treatment. We have \$250 million under the 1994 Crime Law, and we will provide two year grants to fund strategies. Recipients will have to show who they have worked with in the community. The Youth Sports Program received \$14 million under the 1994 Crime Law, \$125,000 can be applied to job training programs which include sports or cultural components. They will need a cash match, but they can find buildings, or a nonprofit partnership to fulfill this. At the Federal level, we do not grapple daily with local issues. Local initiatives are strongly encouraged. In Portland, Oregon, for instance, they have gotten together a group of people to deal with issues of public housing. There are three different service providers on site. Similarly, in Fort Myers, Florida, they came up with a strategy to deal with kids. They are identifying training programs to get people employed. The only way these issues will be addressed is by communities working together.

Housing and Urban Development (HUD) at the Federal level provides technical assistance. It helps local housing authorities to identify problems and pull together different ideas. Housing authorities are often a separate entity, not part of the community. Mothers in public housing want their kids to be safe and healthy. Mothers are a great strike force. Many crime prevention activities are being done by them. Communities need to know how to work with local law enforcement, to conduct training in community policing techniques. HUD has the possibility of working with great people, a lot of people are concerned with these issues. I encourage this audience to work with housing authorities.

Paul Steiner

Title V prevention programs come out of the Office of Juvenile Justice and Delinquency Prevention's (OJJDP) Discretionary Program. These monies are a natural vehicle for collaboration between agencies. Congress in 1992 allocated a separate appropriation under Title V, the largest discretionary program. The five tenets of Title V are that prevention is a local community activity, that government cannot do prevention alone, that prevention cannot exist without public safety, and that programs must address the root causes of delinquency, people needs versus their resiliency versus risk factors, and that programs must be created so that outcomes can be measured. The money goes from OJJDP to the State Administrative Agencies to local agencies and communities. Local communities are the only places where the money can be spent. The encumbrances to States are few; a half-page State application must be filled out and a 50% match in cash or land must be met. An example of a program funded through OJJDP is the Communities That Care model, developed by David Hawkins, which has been used to train 400 to 500 communities in delinquency prevention.

A definition of collaboration is "an unnatural act between nonconsenting adults." Title V recognizes this. States have learned that they have to model what they want localities to do. It is the same at the Federal level.

Presentations and Tours of Jacksonville-Based Programs

Conference participants had a choice of visiting one of five operational programs in the Jacksonville area in order to observe these programs for themselves and to interact with criminal justice system and community participants involved in those programs.

Boys and Girls Clubs

8130 Baymeadows Way West

Facilitators: *Nancy DeCray*, Executive Director, Boys & Girls Clubs of Northeast Florida

Donna Schulz, Program Manager, Crime Prevention Branch, Bureau of Justice Assistance

Boys and Girls Clubs of Northeast Florida has developed four model programs which are promising in the fight against truancy and delinquency. *Make It Happen* is a prevention and intervention program that encourages mutual respect, trust and understanding between delinquent and pre-delinquent youth and police officers. It is a targeted outreach program, organized in conjunction with the United Way and the Juvenile Judiciary System and related youth agencies, to help at-risk youth say "no" to the dangers of gangs, drugs, crime, violence, pregnancy and illiteracy. Its in-depth counseling, one-on-one interaction and the structured Boys and Girls Club programs focus on social, physical, mental, educational, vocational and spiritual development to help these at-risk youth develop skills of positive, contributing citizens. *Project Unity* is a collaborative effort between ten nonprofit organizations working in two housing developments for the purpose of bringing services into the community. Boys and Girls Clubs and its partners work in very high-risk areas, where crime is rampant and drop out rates are high, in order to see what happens if all services are brought into these areas and how youth are impacted. *Smart Moves* is an alcohol, drug and teenage pregnancy program, designed to involve the whole family. It is a mentoring and informational program utilizing different types of people in the community to help out, from Alcoholics Anonymous to AIDS counselors to people who describe pregnancy and childbirth. The *Smart Moves Manual* designed by Boys and Girls Clubs is used to formulate each program. The *Teen Center* is a new Boys and Girls Clubs' initiative. It is located in a middle school in a very high-risk neighborhood, and is specifically designed to serve 13- to 18-year-olds. Teens themselves provide a great deal of input into the activities of the Center. The goal is to teach the teens a skill by focusing on their interests. The program includes career development and job search strategies, development of vocational skills, homework assistance, and recreation and sports. The Center is open from 2pm to 10pm Monday through Friday. Site visits included the Teen Center and one of the housing developments where *Project Unity* has been implemented.

How to Build a Victim Services Center

Victim Services Division, 403 West 10th Street

Facilitators: *Mary Blake-Holley*, Community Education Coordinator, Victim Services Center

Andrea Tisi, Program Assistant, Justice Research and Statistics Association

Jennifer Neil, Intern, Bureau of Justice Assistance

The mission of the Victim Services Division is to provide quality, comprehensive services to crime victims and survivors, and their significant others throughout Jacksonville/Duval County to reduce victims' trauma and facilitate their recovery from the impact of victimization while advocating for their welfare and rights to fair treatment. The services provided by the Center are as follows: the Community Crisis Response Team which provides trained, competent professionals who respond within 24 hours of a crisis; criminal justice and court support through court accompaniment, case management, and education about the criminal justice system; VAST, Jacksonville's fund to assist victims; assistance in filing claims for Florida Victim Compensation for the reimbursement of medical and psychological expenses, lost wages, and funeral expenses; information, referral, support services, and employer

intervention concerning witness duties; community education and training about victims' rights and services; and support groups and counseling. The Center also has an Adult/Adolescent Sexual Assault Program located at the University Medical Center.

Law Enforcement - Community Partnerships
Jacksonville Sheriff's Office, 501 East Bay Street

Facilitators: **Chief Joe Henry**, Community Affairs, Jacksonville Sheriff's Office

Chief Gary Higgins, Planning and Research, Jacksonville Sheriff's Office

Barbara Bodnar, Program Specialist, State and Local Assistance Division, Bureau of Justice Assistance

Luke Galant, Program Manager, Law Enforcement Division, Bureau of Justice Assistance

The Jacksonville Sheriff's Office is participating in a citywide effort to revitalize Jacksonville called the River City Renaissance. The office is establishing and maintaining close ties to community organizations, youth programs, and victims' assistance agencies to help keep Jacksonville a safe, secure city. Conference participants a presentation on the River City Renaissance project, as well as visiting the Brentwood Housing Project, a Drug Free Zone located in northwest Jacksonville, which has been transformed through involvement by the community, the Sheriff's Office and the city. Participants also learned about Jacksonville's SHOCAP program and had the opportunity to visit a site that offers a correctional program for juvenile offenders who have been charged and convicted as adults. The program offers incentives to the offenders such as time off their sentences for completion of the GED.

PACE Center for Girls, Inc.
101 West State Street

Facilitators: **Nina Waters**, Executive Director, P.A.C.E. Center for Girls, Inc.

Andrea Richards, Program Assistant, Justice Research and Statistics Association

Mary Santonastasso, Chief, West Branch, State and Local Assistance Division, Bureau of Justice Assistance

PACE is a drop-out prevention program targeted at girls between the ages of 14 and 18 who are drop-outs, truant, delinquent, pregnant, and/or more than two grade levels behind in school. PACE seeks to improve the lives of at-risk teen girls by enabling them to further their education, build self esteem, and develop personal, social and family relationships skills, thereby allowing them to live responsibly and become productive citizens. PACE provides accredited high school education and basic skills classes, career placement plans, and teen pregnancy, substance abuse and violence prevention services. In addition, the girls learn about community involvement through required community service projects.

Jacksonville S.A.F.E.

Department of Parks, Recreation and Entertainment, 851 North Market Street

Facilitators: *Nan Musslewhite*, Chief, Recreation Activities, Department of Parks, Recreation and Entertainment

Richard Fagan, Program Manager, S.A.F.E.

Todd Brighton, Grant Manager, State and Local Assistance Division, Bureau of Justice Assistance

The Safe, Accessible, Flexible, Enrichment (S.A.F.E.) Program is an after-school enrichment program for elementary, middle and high school students designed to combat truancy, juvenile crime, substance abuse and poor school performance and to assist latchkey youths. There are seven S.A.F.E. locations in Jacksonville. The goals of the S.A.F.E. Program are to provide the opportunity for positive early adolescent development; to provide a safe haven for latchkey children; and to enhance educational, social, cultural, and recreational opportunities for youth. The Safe Accessible Flexible Enrichment - Truancy (S.A.F.E.-T) is another aspect of the S.A.F.E. Program. The mission of the S.A.F.E.-T program is to reduce the number of truant students in the local community through counseling, crisis intervention and referral services to identified students and their families. The Jacksonville S.A.F.E. Program is presented by the City of Jacksonville Department of Parks, Recreation and Entertainment, in cooperation with the Office of the Sheriff, Duval County Public Schools and the Jacksonville Children's Commission. The site visit focused on one of the schools which has implemented S.A.F.E.

Workshops



Successful State and Local Programs: Documentation and Replication

Facilitators: *Kellie J. Dressler*, Assistant Director for Special Projects, Justice Research and Statistics Association

Kim English, Director, Statistical Analysis Center, Colorado Division of Criminal Justice

Joseph Farmer, Program Manager, Drug Control and Systems Improvement, Arizona Criminal Justice Institute

Mary Santonastasso, Chief, West Branch, State and Local Assistance Division, Bureau of Justice Assistance

The State and Local Innovative Programs Workshops conducted through the State Reporting and Evaluation Program are used to identify and document innovative approaches, activities and programs at the State and local levels. The primary goal of the workshop series is to document perspectives and programs in a specific topic area to reinforce State and local strategic planning and program development. This workshop addresses the process for documenting programs, the selection of topics for future program workshops and the process for State participation in workshops.

As a component of the Bureau of Justice Assistance State Reporting and Evaluation Program (SREP), the *State and Local Innovative Programs Workshop Series* is designed to encourage and enhance State participation in the program. The workshops are designed to bring together State planners and local practitioners, as well as researchers and analysts, who have previously or are currently involved in implementing and/or evaluating programs.

The workshops are used to identify and document innovative approaches, activities, and programs at the State and local levels. The primary goal of the workshop series is to document perspectives and programs in a specific topic area to reinforce State and local strategic planning and program development. The workshop and subsequent publication, *Violent Crime and Drug Abuse in Rural Areas: Issues, Concerns, and Programs* held in Santa Fe, New Mexico in 1993 proved very valuable for the States and has served as a model for the series. To date, three additional program workshops have been conducted on the following topics: (1) Treatment, Rehabilitation and Education; (2) Understanding and Combatting Violence; and (3) Preventing Violent Crime and Drug Abuse. Publications for each workshop are available through the Justice Research and Statistics Association (JRSA).

This fall, JRSA compiled the publications from the four workshops and developed "State and Local Programs: Focus on What Works, Volume I." The report permits the user to identify and locate valuable information on specific topics of interest. A Topic Index can be found following the introduction. Programs are listed under all applicable areas, along with the State that provided documentation for the program.

Three more program workshops are planned for early 1995. Topics to be covered include: State and local collaborative programs; youth, drugs, and violence; and court/adjudication programs. Participation from the States in these workshops will be sought by BJA. A "Focus on What Works, Volume II" will be published reporting on the results of these three workshops.

The workshops are two and one-half days, and cover the following: (1) National and State-level perspectives on the topic of the workshop are presented. Workshop participants build consensus on definitions, issues and concerns relating to the topic. (2) Presentations detailing the development, implementation, and results of State and local programs are offered at each workshop. Workshop attendees participate in a roundtable discussion on trends/patterns, problems and prospects related to the workshop topic. (3) Each workshop results in the preparation of a "State and Local Innovative Programs" publication. This publication documents the State and local programs presented, using a case study approach that reports on the results and findings of State and local programs on the particular workshop topic.

Specialized Technical Assistance and Training for State and Local Agencies

Facilitators: *John Veen*, Program Manager, Law Enforcement Branch, Bureau Justice Assistance

David Roberts, Deputy Director, SEARCH (CA)

Bill Smith, Special Assistant to the Director, Community Policing Consortium (VA)

John Moore, Senior Research Associate, Institute for Intergovernmental Research (FL)

Specific plans for Bureau of Justice Assistance technical assistance and training in the areas of law enforcement operations and programs, criminal justice records improvement and community-oriented policing are outlined. Also discussed are the identification of future State and local technical assistance and training needs.

John Veen

I will outline the information contained in the Bureau of Justice Assistance (BJA) fact sheet entitled, "Technical Assistance and Training for State and Local."

Bill Smith

The Police Consortium provides training for States, regions and specific sites. There are three phases of training: first, a one day session with the city manager and police chief; second, within 60 days of the first session, a vertical group of people are trained in the following specific areas: strategic planning, problem-solving, community collaboration and changed management. Third, there is a module training, which involves two days of additional training on specific areas or issues. A problem they encountered was that Law Enforcement Coordinating Committees were not "tied in" from the beginning. The Consortium is in the process of transition with a new director. The Consortium works with States rather than the municipalities due to policy issues.

David Roberts

The external forces driving information policy and development are mobile offenders; pressure on public monies; the demand for accountability; and new Federal initiatives. The technological forces are integrating information systems; downsizing from mainframe to personal computers; decentralizing information; imaging (photo/fingerprint); and mobile and portable computing and telecommunications. Because of the increase in information and technology, there is a need for operational support, basic management and administration training, and case tracking.

SEARCH is a private, non-profit, national organization, based in Sacramento, California whose members are from all States. We have a grant from BJA to provide technical assistance and training to State and local agencies. SEARCH helps with implementing and upgrading record keeping, investigating computer-related crime and planning general automation. We help BJA and the Bureau of Justice Statistics with assessing State plans for technical assistance. SEARCH also provides in-house and on-site training, especially for computer crime investigation, seizure and examination of computers. We also provide information dissemination and resource development and publish quarterly bulletins and host and plan conferences and workshops. We provide microcomputer-based software applications: PA-Lemis, a law enforcement record system; Lockdown, a jail record system; DA's Assistant, which is an older program; and TASC-MISC, which outlines treatment alternatives to street crime.

In order to obtain services, a State agency must submit a written request with the agency and location for the technical assistance, contact person, type of assistance and need for assistance.

John Moore

RISP (Regional Information Sharing Project) is a Statewide intelligence system that works with immigration and naturalization services. There is a monograph on two programs that provides statistics and lessons learned.

In 1991 the Institute for Intergovernmental Research (IIR) received a grant from BJA to provide multi-agency response training (MART) which the IIR conducts for State and local agencies nationwide under BJA. MART began in May 1991 as an outgrowth of the technical assistance and training provided by IIR to the Organized Crime Narcotics (OCN) Trafficking Enforcement and Financial Investigations (Finvest) Programs. The MART Program includes not only curriculum development and delivery of training, but development of State-of-the-art multimedia support for MART classes and other BJA programs. There is no registration fee for attendees of MART programs.

The MART Program focuses on the specialized areas that investigative and prosecutorial agencies have found advantageous to an interdisciplinary response:

○Multi-Agency Response Narcotics Workshop - The Multi-Agency Response Narcotics Workshop is a three day course designed to provide management training to narcotics task force commanders, supervisors, and senior investigative personnel in the area of multi-agency response operations. Training includes: task force dynamics; interagency agreements; written policies and procedures; risk assessment; case management; managing confidential informants; raid planning and management; and problem solving.

○Experienced Narcotics Commanders Seminar - The Experienced Narcotics Commanders Seminar is a one day seminar designed for narcotics task force and drug unit commanders. This seminar provides a forum for participants to discuss issues and problems pertinent to their unit or task force operations.

○Violent Crime Workshop - The Violent Crime Workshop is a two day course designed for commanders, supervisors, senior investigative personnel, and other personnel from agencies who may, from time to time, be involved in or help form a multi-agency response to violent crime. Training includes: an overview of violence; a review of national violent crime problems and tested law enforcement responses; using resources from other agencies; multi-agency operations; forensic developments, including DNA, AFIS, and Drug Fire; building coalitions; investigative teams; developing policies and procedures; case management; and establishing, implementing and operating high profile multijurisdictional operations.

○Financial Investigative Techniques Training - This two day course is designed to provide criminal investigators with the skills necessary to investigative money-related crimes. Training includes: developing overt and covert investigative skills; using public record sources; locating hidden assets; and asset seizure and forfeiture procedures.

State Evaluation Capacity Building: Impact Evaluations

Facilitators: **Robert A. Kirchner**, Chief, Program Evaluation, Bureau of Justice Assistance

Aaron McNeece, Director, Institute for Health and Human Services Research, Florida State University

Roger Przybylski, Director of Research, Illinois Criminal Justice Information Authority

Douglas Young, Sr., Senior Research Associate, Vera Institute of Justice (NY)

This workshop affords an interactive discussion of State Planning Agency roles in conducting impact or intensive evaluations under the BJA Formula Grant Program. Presenters relate their work and experiences, with the goal of recommending enhancements to State and local capacity to perform impact evaluations as part of their planning, assessment and reporting activities.

Douglas Young, Sr.

Many States are unaccustomed, or even resistant, to sponsoring or conducting impact evaluations. Often viewed as costly exercises that take years to complete, impact evaluations are considered in many States to be the province of the Federal government. Resistance is bred also by the view that impact evaluations are threatening -- as under the control of independent evaluators who might raise into question the status quo. In this presentation, experiences in mounting impact evaluations in New York State are used to illustrate how careful targeting of the evaluation can lead to its successful implementation.

Impact evaluations *are* costly, so the subject of any potential evaluation must be scrutinized for its worthiness. Does the program have well-articulated goals and objectives? Does it have integrity in terms of its design, and the linkage of program activities to objectives? Is it stable in terms of program operations and its flow of participants or products? Will the operators and sponsors of the program buy into the evaluation, and listen and act on the results and recommendations of the evaluators? Will the results be generalizable -- of interest to others who might be operating or considering implementing similar programs?

These issues are frequently cited in "how to" texts of evaluation. Two rather obvious factors that are not typically discussed in these texts but are perhaps even more critical to targeting an impact evaluation are its *cost* and *turn around time*. These are inherent aspects of programs that make evaluation of them more or less costly and prolonged. These too must be analyzed, ideally by individuals with expertise in evaluation methodology and knowledge of the substantive program area. Is use of an experimental design feasible? Are the covariates critical to a comparison group design known and measurable? Is there readily available a comparison group? Are there any useful, existing computer-readable databases? What are the range of program outcomes and how expensive are they to measure? How long will it be before outcomes can be reliably assessed? Are there any valuable interim measures of outcome?

To at least some extent, advances in expertise and technology should make impact evaluations less costly and more immediately useful. Future impact evaluations should also benefit from an increasing focus on "what works best for whom" rather than simplistic success/fail outcomes. As evaluation designs become more sophisticated and the knowledge base in any substantive area increases, claims that "nothing works" should be replaced by a new understanding about the match between service and client. These advances, together with the growing movement toward accountability and cost-effectiveness in all public services, should present many new opportunities for impact evaluations.

Strategies for Serious Violent Juvenile Offenders

Facilitators: **James Howell**, Director, Research and Program Development, Office of Juvenile Justice and Delinquency Prevention

Scott Henggeler, Director, Family Services Research Center, and Professor, Department of Psychiatry and Behavioral Sciences, Medical University of South Carolina

James Thomas, Executive Director, Pennsylvania Commission on Crime and Delinquency

This panel outlines assessments of several approaches to dealing with serious violent juvenile offenders. In particular, Dr. Henggeler describes a successful treatment model based on multisystemic therapy (MST) which he and colleagues have developed. Multisystemic therapy is seen as a cost-saving approach to reducing both recidivism and institutionalization of serious juvenile offenders.

Scott Henggeler

This presentation provides an overview of the multisystemic therapy (MST) approach to treating serious antisocial behavior in adolescents and their multi-need families. Historically, serious antisocial behavior in adolescents has been extremely difficult to change, with numerous reviewers concluding that "nothing works." Recently, however, a family- and home-based approach has emerged which demonstrated short-term and long-term treatment effects with families of different cultural backgrounds (i.e., African-Americans and Caucasians) and socioeconomic status. This "multisystemic" approach targets empirically derived causative factors within offenders' family, peer and school networks; and, importantly, its effectiveness has been supported by several rigorously controlled evaluations.

For example, a recent evaluation of MST using the family preservation model of service delivery was conducted in Simpsonville, South Carolina and funded by the National Institute of Mental Health (NIMH). Participants were 84 serious juvenile offenders (i.e., violent offenders and chronic criminal offenders) at imminent risk of incarceration and their multi-need families. Youths were randomly assigned to receive either MST or the typical services from the Department of Youth Services (e.g., incarceration and/or referral for mental health, educational, or vocational services). Analysis of a 59-week follow-up shows positive results for MST were maintained to a 2.4 year follow-up.

Findings indicate not only that MST, using family preservation, was more effective than usual services at reducing long-term rates of criminal behavior, but also that it was considerably less expensive. Moreover, standardized evaluations conducted at pretreatment and posttreatment showed that families receiving multisystemic services, compared with offenders receiving usual services, reported increased family warmth and cohesion and decreased youth aggression with peers. In addition, youths receiving multisystemic services reported less criminal activity than their counterparts receiving usual services.

The findings of the Simpsonville project, combined with previous evaluations, strongly support the effectiveness of the multisystemic approach with types of behavior problems that traditionally are regarded as highly resistant to change. As described in the published controlled evaluations, MST has proven effective for chronic juvenile offenders (four year recidivism = 22% for multisystemic treatment and 72% for individual counseling), for adolescent sexual offenders in studies conducted in Missouri, and for abusive and neglectful families and inner-city delinquents in studies conducted in Memphis.

In addition, the success of this programmatic treatment research has led to major funding initiatives by NIMH (targeting violent and/or chronic juvenile offenders; and youth with serious emotional disturbance) and the National Institute on Drug Abuse (targeting substance abusing delinquents). Several controlled evaluations of MST are currently under way at major universities.

James Thomas

As background, I will outline the history of the formation of some programs aimed at serious violent juvenile offenders, including the Title V prevention money. The importance of prevention as opposed to law enforcement approaches to juvenile justice issues cannot be overemphasized. Additionally, there have been many positive results of in-school juvenile probation in Pennsylvania.

Risk-focused prevention involves identifying conditions for violence -- risk factors -- and using them to prevent violence. Risk factors identified by J. David Hawkins of Washington State University include community, family, school and peer factors. These factors become risky when drugs and firearms are available in the community and laws are favorable to drug use; when families are engaged in conflict and are ineffectively managed; when schools allow antisocial behavior to flourish; and when association with peers encourages alienation and rebelliousness. Hawkins has identified protective factors to include bonding to healthy role models, having a resilient temperament and having healthy beliefs and clear standards.

The evolution of successful prevention programs has led to identification of the following components as necessary to any prevention program. First, States give resources to communities, which, in turn must have a commitment to do something about crime. Key leaders in the community must be committed to and must go through training about prevention efforts. A prevention policy board must be appointed with police officers on it. An assessment of the program should be performed after three months of operation. Promising approaches should be explored, and an ongoing evaluation process should be set up.

Title V funds are limited and cannot be used for planning and assessment but only for implementation. However, funds from the Office of Juvenile Justice and Delinquency Prevention can be used for planning and assessment. Training and technical assistance can be funded through the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program.

Finding Funding Alternatives

Facilitators: *Bruce Hamersley*, Program Manager, South Florida Regional Resource Development Program, U.S. Attorney's Office, Southern District of Florida

Richard Condon, Program Manager, Bureau of Justice Assistance

Robert Moore, Captain, Suffolk County (NY) Police Department

This workshop discusses some of the ways in which, increasingly, criminal justice programs are being supported by nongovernmental sources, ranging from the largest foundations and corporations to community foundations and private donations.

Bruce Hamersley

Our presentations will assist you in finding the keys to the successful acquisition of grant funding and the effective management of funded programs from the U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance. Our presentations are designed to provide new skills and knowledge which may enhance and strengthen your ability to get grant funding for much-needed organizational and community public safety and services programs. We will introduce major factors influencing the development, review and management of grant-funded projects. We will also examine issues which nonprofit and governmental agencies should consider prior to submitting a proposal to private or public funding sources. Strategies for examining organizational needs, developing solicited and unsolicited program proposals, writing competitive proposals and selecting appropriate funding sources are included in our presentations. Techniques in building partnership networks and individual relationships with funding sources in order to ensure greater effectiveness in acquiring and managing grant awards are also presented.

Emerging Federal, State and local partnership funding trends are identified and related to specific program opportunities. Emphasis is placed upon strategic planning, research and information gathering, competitive analysis, goal formation, budget-building and project evaluation processes. Pertinent grant-funded initiatives are included in our presentations to assist conference participants in developing winning grant funding and program management strategies.

Our presentations focus on finding new resources to achieve government reinforcement and community partnerships goals in general and highlight more specifically:

- essential data on public, corporate and private (nonprofit) funding sources;
- corporate and charitable foundations and philanthropic funding sources throughout the U.S.;
- trends in foundation grant-making practices and successfully accessing these monies;
- information on corporate, family and community foundations;
- making the best use of grant funds awarded;
- building community organizational support as leverage for funding efforts;
- strategic planning or long-range resource development planning capabilities;
- formulating fund-raising operational support for existing programs;
- improving funded program management practices; and
- ensuring greater degrees of success in winning awards in response to your funding requests.

In summary, our presentations emphasize realistic coalition-building strategies for program development in order to influence current funding decisions and forecast future funding and program needs. This, in turn, should help you to explore access to funding for juvenile and violent crimes reduction, technical systems improvement, neighborhood empowerment, new drug control initiatives, domestic violence prevention, economic and employment development, community policing and environmental services programs.

Robert Moore

I present an overview of how to fund programs other than through taxes or asset forfeiture. There are many ways in which an agency can obtain direct and indirect funding for programs and projects. Examples from my own experience as a commanding officer of the experimental North Shore (Long Island, New York) Satellite Station, as well as from other police stations' attempts around the country, point out possibilities for receiving free goods and services. We have been very successful in our funding efforts.

We obtained donations of equipment and supplies such as cameras and printing from community-based service groups including Rotary, Elks, Kiwanis and chambers of commerce. Corporations donated money for Operation Nightsite; the Long Island Savings Bank donated office equipment; and AllState Insurance gave video cameras for use by the Highway Patrol. We believe that community "ownership" of structures, equipment and supplies, such as the use of unused space for the Satellite Station, and offering copy/fax machine facilities, are great ways to finance equipment and operations we could otherwise not manage to acquire.

Services-in-kind, such as the "Loaned Executive" Programs in Contra Costa County, California where 40 psychologists donated time for three hours of psychotherapy to anyone handing in a weapon, or the United Way "Loaned Executive" program in which research assistants were loaned to the 6th Precinct Project are good ways to involve the community and increase police expertise cost free. Additional examples include Police Explorers, senior safety programs and college internships. Similarly, one can obtain reduced or waived utility costs, research and training costs, benchmarking, fleet operations from Hertz and Avis; communication services from groups like the air traffic controllers, Operation Bootstrap, Met Life, AllState, Class Auditing; and fee-based services such as fingerprinting or report copies.

Technical Assistance and Training for State and Local Program Implementation

Facilitators: *Doyle Wood*, Project Director, Community Research Associates (TN)

Alison Perkins, Program Manager, State and Local Assistance Division, Bureau of Justice Assistance

This workshop provides an overview of the "State and Local Training and Technical Assistance" (T/TA) which Community Research Associates conducts for the Bureau of Justice.

During this workshop, we provide an overview of the "State and Local Training and Technical Assistance (T/TA) Program" which Community Research Associates (CRA) conducts for the Bureau of Justice Assistance (BJA). The elements of an effective T/TA are discussed, including the necessary climate to bring about needed changes in the criminal justice system. We outline the process and format for requesting assistance by State and/or local agencies along with the basic premises and precepts of the BJA T/TA program. Additionally, we present an overview of specific instances of training and technical assistance that have been provided to State and local agencies. We welcome questions and discussion about individual T/TA needs which any agency has (or which a local jurisdiction within the State has) in an effort to assist individuals to develop a specific request for assistance.

Assessment and Evaluation Techniques and Practices

Facilitators: **Kim English**, Director, Statistical Analysis Center, Colorado Division of Criminal Justice

Jerry Hatfield, President, Systems Development Associates (RI)

Roger Przybylski, Director of Research, Illinois Criminal Justice Information Authority

Kellie J. Dressler, Assistant Director for Special Projects, Justice Research and Statistics Association

Kellie J. Dressler

As part of the Bureau of Justice Assistance State Reporting and Evaluation Program, an *Assessment and Evaluation Handbook Series* has been developed that is designed to aid criminal justice policy makers and program managers in assessing the effectiveness of their programs. Handbook 1, "Assessing the Effectiveness of Criminal Justice Programs" was published in January 1994, and Handbook 2, "Developing Performance Measures for Criminal Justice Programs" was published in February 1994. These two handbooks were used as tools for providing the States with technical assistance and training on assessing and evaluating programs, and will be used at future technical assistance and training workshops on assessment and evaluation.

Two additional handbooks in the series have been completed and are available to conference participants. Handbook 3 focuses on report formatting and graphic design. Handbook 4 discusses a technique for documenting the extent and nature of drug and violent crime in a jurisdiction. Currently, a handbook on using survey is being developed and will be available Spring 1995. A handbook on impact evaluations will also be developed.

Roger Przybylski

Handbook 1, "Assessing the Effectiveness of Criminal Justice Programs," was developed by BJA to aid criminal justice policy makers and program managers in assessing the effectiveness of their programs. In developing the Handbook, an attempt was made to apply the concepts, principles, and techniques embodied in evaluation literature to fit the characteristics and uniqueness of the vast types of criminal justice programs being implemented across the nation.

First, the Handbook proposes general criteria to identify program effectiveness and poses several questions designed to tell a program manager to what extent their program is effective. The second goal is to describe methods on how to translate the general criteria into specific program elements which are necessary to evaluate programs. Finally, specific program examples show how these program elements can be used to measure the extent to which programs are achieving their goals and objectives.

Jerry Hatfield

I will describe Quantified Program Assessment® (QPA), a comprehensive evaluation technology which combines precision with ease of application. Handbook 2, "Developing Performance Measures for Criminal Justice Programs," is based on this technique.

Change occurs incrementally. Individuals, organizations and programs approach their goals incrementally. Scientific literature and our own intuitions reinforce this notion, yet when we attempt to measure change we often think in terms of success or failure. QPA acknowledges that change (forward or backward) will always occur in gradations. We therefore must design our programs and their evaluations in a way which allows for the measurement of incremental change.

QPA is a *total technology* which allows the user to more accurately describe and measure organizational functions and missions as well as criminal justice system programs. QPA then *specifically quantifies* the incremental changes

that have previously been difficult to quantify. Most hard statistical data grow out of programs whose results are easily quantifiable; arrest results, numbers incarcerated, quantity and value of drugs confiscated, etc. While these data are necessary and useful, they sometimes fail to provide a complete picture of a program's activities. QPA is a method of completing the picture by providing a more complete and quantified analysis of all critical program activities, not just those which are easily quantifiable.

QPA works by utilizing organizational missions and programmatic goals that are clearly defined using a scale. This scale allows for gradations of achievement. For each mission, goal and objective, clear and specific Primary Performance Indicators are written using a group consensus model to assure the broadest possible support. These Primary Performance Indicators (PPI) describe a program's activities which ultimately contribute to goal achievement. Then, for each Primary Performance Indicator, five levels or gradations of achievement are described. The PPI is assigned a "0" value, and the four other levels are assigned the following values: +2, "much more than the expected level of outcome"; +1, "somewhat more than the expected level of outcome"; -1, "somewhat less than the expected level of outcome"; and -2, "much less than the expected level of outcome."

Critical to this method is the precision with which Performance Indicators are written. This degree of clarity will directly influence the ease of application and the accuracy of measurement.

The benefits of QPA are as follows:

1. QPA provides a new level of *precision* in measuring the attainment of goals.
2. After the initial design work is completed and validated, QPA may be applied with relative ease, and once in place, becomes a *low maintenance process*.
3. QPA may be integrated with the existing BJA Progress Reporting System.
4. The assignment of Performance Indicator values is a relatively subjective one, but one which provides for quantifiable results. The system also provides the opportunity for multiple assessments across different interest groups.
5. The nature of the system enhances States' opportunities to defend and *market their programs* and become stronger advocates for criminal justice system improvement.
6. Externally-produced statistical calculations and analyses are available, thus enhancing the objectivity and value of the evaluation.
7. The system is easily *applicable across all programmatic lines*, and may be fully integrated into a computer entry model.
8. Areas of strength and deficiency are quickly and easily identified, and *programmatic adjustments can be targeted immediately*.
9. The system applies to both *process* and *outcome* evaluations.
10. The development of Performance Indicators can be done among various interest groups, thus *building group consensus* and ownership which leads to less threatening results.

Kim English

As a State research and planning agency, including our roles as the Statistical Analysis Center and the State Administrative Agency for the Byrne funds, we are responsible for a number of projects and evaluations every year. We are often faced with creating more and more reports in the wake of declining resources. This has challenged the staff within the Colorado Division of Criminal Justice (DCJ) to develop some innovative strategies to present data that make information clear, readable, and compelling. Handbook 3, "Report Formatting: Issues of Content and Graphic Design," represents SREP's interest in developing a variety of methods for reporting the impact of the Byrne funds and our own agency's need to better communicate the work we and local project staff undertake. This Handbook reflects one of the most significant, yet basically unmeasured and unreported, outcomes of the BJA Byrne program: improved collaboration among criminal justice professionals working in a variety of government settings.

In this Handbook, we describe the process for presenting "user-friendly" program assessment information detailing

the product. The product in this case, the BJA/DCJ *Point Page*, is a bulletin that describes the various efforts of the Byrne program in Colorado. The *Point Page* is distributed bi-monthly to over 2,000 criminal justice professionals and policy makers. The members of our audience are quite varied, yet they all have vested interests in improving the quality of life in our communities by combatting illicit drug use and violent crime. We have found that by using thorough, sometimes qualitative, descriptions and a very short bulletin format we have been able to document some of our efforts to implement the State drug and violent crime control strategy. And judging by the number of telephone calls we receive from criminal justice professionals requesting further information, people read the *Point Page*. The remainder of this chapter consists of a short discussion of the merits of program evaluation and documentation. This is followed by a description of measurement problems we face when evaluating the effectiveness of criminal justice programs. Here we highlight the advantage of using qualitative data, particularly anecdotes, to capture what we would otherwise miss: the unexpected, sometimes unplanned, outcomes of law enforcement crime prevention and treatment programs. Chapters 2, 3, and 4 focus on data presentation.

Roger Przybylski

Increasing requests for information on crime and the criminal justice system that was specific to certain jurisdictions led research staff at the Illinois Criminal Justice Information Authority to develop county-level profiles of the criminal justice system for each of Illinois' 102 counties. The profiles, first produced in Spring 1994, were distributed to county-level criminal justice policy makers and State legislators so they could have one source of information on trends in crime and justice system activities for their jurisdictions. The analyses received a positive response from lawmakers, criminal justice officials, policy makers and others and also generated media attention and stories. They continue to be used frequently as a source of information at many levels.

Staff at the Authority developed Handbook 4, "Documenting the Extent and Nature of Drug and Violent Crime: Developing Jurisdiction-Specific Profiles of the Criminal Justice System" so that others could develop similar profiles specific to their States' criminal justice systems. Using data that are often collected and maintained by State planning agencies to develop criminal justice block grant applications, these profiles can assist agencies with drug and violent crime control program development, monitoring, assessment and evaluation. The data can be used to identify emerging problems or areas of need and as a tool to facilitate local level discussions on how to take a systemwide approach to criminal justice planning. In addition, these profiles can provide local agencies with background information and data that would help them identify other sources of funding, such as discretionary grants, that may be available.

The Handbook outlines the steps taken by the Authority to develop comprehensive profiles of the extent and nature of drug and violent crime and the justice system's response in each of Illinois' 102 counties: (1) identify the specific jurisdiction; (2) identify data sources and resources in other agencies; (3) determine comparison groups for specific jurisdictions; (4) develop and organize the database; and (5) conduct the analysis and develop the organize the text.

Panels and Roundtables

Business Alliances

Moderator: *Keith Roberts*, Director, Drug and Crime Issues, Florida Chamber of Commerce

Presenters: *Lynn Pickett*, Executive Director, Small Business & Industry Council, Cocoa Beach (FL) Area Chamber of Commerce

Carolyn Winston, Director, Minority Business, Winter Park (FL) Chamber of Commerce

This panel addresses the formation of business alliances -- partnerships among individuals and businesses to promote the commercial, financial, economic and civic interests of a community.

Keith Roberts

The core values of the Florida Chamber of Commerce include being member/customer driven; continuously promoting the importance of and commitment to excellence; being innovative, progressive, and flexible; being good stewards of resources and responsibilities; encouraging free enterprise; maintaining the highest standards of ethics; developing a sense of team work; and valuing cultural diversity. The motto of the Florida Chamber of Commerce is "When we all stand together, we all stand to gain."

Lynn Pickett

In two short years the Cocoa Area Business Alliance (CABA) has had a major impact on the problems of crime and economic decay troubling Cocoa, a community of 17,000 on Florida's Space Coast. In 1993, a combined effort by CABA and the Cocoa Police Department reduced crimes against business in Cocoa by an astonishing 38%. Cocoa Police Chief Richard Masten called the group "the best partners the police have had." When the group started as part of an initiative by the U.S. Justice Department and the Florida Chamber of Commerce, even the participants were pessimistic about what could be accomplished. As a general rule, the business community distrusted the police and felt they did not care. Many on the police force shared those sentiments, and there was very little communication between the two groups.

Sponsored by the Cocoa Beach Area Chamber, which had received a \$10,000 matching grant from the Florida Chamber to establish a business alliance in this troubled area, the group had its first meeting in January 1993. About 40 members of the business community attended and CABA quickly scored its first triumph. One business owner had been trying without success for 11 years to have the median in front of his facility maintained and beautified. Within days of our first meeting, business leaders called the city to urge action, and within a year, the entire strip from US1 out SR520 to the city limits had been cleaned up and beautified.

The Cocoa Police spoke at several alliance meetings volunteering to send officers to individual businesses and make recommendations on what the business owners could do to prevent break-ins. Many alliance members took advantage of the help.

One of the most important objectives of CABA is promoting economic development in Cocoa. Last year, when the Cocoa Beach Area Chamber joined with other groups and organizations in Brevard County to bring the Junior Olympics to Brevard, several junior olympic events were scheduled in Cocoa. The alliance filled 240 volunteer slots for the events, which are estimated to have brought \$15 to \$20 million to the Cocoa area. In addition to the Junior Olympics, the alliance is working closely with city and Port Canaveral officials to put together a zone of economic incentives, combining the State Enterprise Zone and a Free Trade Zone. CABA also is one of several community partners who have joined together to seek designation of Cocoa as a Federal Enterprise Community. The CABA is working with the Economic Development Commission of East Central Florida to help attract companies to the area. Auto Bus, which had a small office in Cocoa, plans to relocate its offices from Pennsylvania to the area. Even more promising is the gradual filling up of some of the vacant buildings along SR520 and US1. Progress has been slow but steady, and it looks like the tide has turned. The area is now gaining more businesses than it is

losing.

Carolyn Winston

I began helping Winter Park, Florida by mapping the community to see what already existed and what needed to be improved. The Winter Park Chamber of Commerce bought out bars in some neighborhoods and put in new business establishments after the structures underwent facade improvements. New businesses were encouraged to enter into partnerships with banks so that the banks would pay half of their membership to the Chamber of Commerce. The chamber has an adopt-a-business program in which small corporations are mentored by large corporations for one year. Winter Park has sent trade delegations to other countries to set up business alliances. The chamber organizes "How to Do Business Workshops" in which select businesses are able to talk with the procurement agents of large companies to possibly set up contracts. Another chamber program is entitled Future Business Kids in which 100 kids are adopted by businesses and taught how to run a business. The support of elected officials and the media is important to success. My motto is that "It's all an educational process...when people get excited, they get results."

Future of Multijurisdictional Task Forces

Facilitators: *Lee Colwell*, Professor and Director, Criminal Justice Institute, University of Arkansas at Little Rock

Nancy Steeves, Federal Aid Administrator, Nebraska Commission on Law Enforcement and Criminal Justice

Carol R. Daly, Analyst, New Jersey Division of Criminal Justice

Roy A. Holt, Director, Statistical Analysis Center, Arizona Criminal Justice Commission

Innovative ways that States are currently using task forces to combat violent crime are outlined, as is the future role of task forces in States.

Lee Colwell

The focus of the panel is the association of task forces with crime and the experience of the panel. My talk is entitled, "Crime and the Future Role of Task Forces."

Violent crime has increased almost 400% since 1960. That is nine times greater than the growth of our population during the same period. The use of drugs and trafficking have accelerated the pattern of violence. Violent drug gangs terrorize neighborhoods, intimidate witnesses and commit murders. State and local law enforcement officials are overwhelmed by the toll these violent traffickers have taken in communities around the country. Authorities do not know how much crime is motivated by drugs. They believe as much as 75% or more of all crimes are committed by drug users. Drug arrests have reached record numbers while the value of property loss has escalated.

Multijurisdictional task forces have become a vital element in the national effort to reduce the availability and use of illegal drugs. Because law enforcement authority is limited to specific jurisdictions, but criminal activity is not, it is possible for large criminal enterprises to commit crimes beyond the scope of power of a particular agency. Dealing with these types of problems requires the cooperation of numerous law enforcement agencies.

Traditional achievements of multijurisdictional task forces include: a reduction in sources of methamphetamine, heroin and cocaine; a decrease in visibility of drug transactions; a reduction in number of drug houses; reductions in traffickers and distributors; and arrests, convictions and seizures.

The three primary activities of drug task forces are arrests, removals and seizures. Future examinations of task forces must examine where task forces are heading in their activities and the types of research needed to address questions about task force organization and effectiveness.

In a recent study respondents identified several important contributions of multijurisdictional task forces to law enforcement efforts to control illegal drug usage. They listed improved cooperation among agencies; smaller agencies tend to benefit more and engage in undercover activities; allocation of personnel to drug enforcement full-time; to increase the size of the caseloads; and to obtain and use better equipment. They tend to operate in a problem-solving mode. Perceived consequences include targeting and apprehending bigger dealers, deterring other distributors from entering markets, and making it more difficult for dealers to move across jurisdictional boundaries without detection.

Additional needs include how the member agencies interact with Federal agencies, and planning on future revenue sources, especially introducing corporate thinking into our budget planning process. Rotation of personnel in long-term operations is in need of review and study. Once external measures of effectiveness are identified, additional questions can be examined. These might include (a) What impact to internal goals and objectives have on external achievements? Has there been a measurable decrease in the availability of drugs? of traffickers, of distributors?

(b) How does the effectiveness of an investigative and prosecutive strategy vary in different regions? (c) How effective are coalitions of law enforcement agencies? (d) If there were no coalition, what would be the assessment of the crime problem? (e) Conduct regular assessments of the crime problem to determine if it has or is changing.

Nancy Steeves

The Lincoln, Nebraska task force was the first task force established in Nebraska. After the success of Lincoln, Omaha and Douglas established off-site task forces which included such organizations as Drug Enforcement Administration, the Federal Bureau of Investigation, the Immigration and Naturalization Service and the Postal Service. There are currently seven task forces funded in Nebraska which range from five to 22 counties each. Monthly meetings are required for all task forces. Task forces have resulted in the incarceration rate of drug offenders by 30%. There has also been an increase in interdiction. Because of an increase in industrial relocation and thus an increase in cultures, task forces have also started to focus on gangs. Nebraska is currently taking a look at each individual task force. They are interested in being more effective in rural areas and are trying to bring in horizontal efforts. In addition, child investigative teams are being brought in. It is too early to see what changes are going to be made. The majority of Nebraska's funding has gone to task forces. They have been charged by the Drug Policy Board to use task forces to find new and innovative programs that are cost-efficient and successful. Any forfeitures that are received are required to go back into the operation. Forfeitures, however, are not a large opportunity because of rural areas' poor opportunities to receive them.

Carol R. Daly

There are five specific programs in New Jersey relevant to a discussion of task forces. First, there is the Police-Community Partnership Program, which includes community policing, Safe Havens and neighborhood revitalization. Second, a violent offender removal program (VORP) has been implemented. VORP targets the most wanted offenders and puts them through the system faster. It also advertises the success of convicting felons. Third, we have Knock and Talk which receives calls from "concerned citizens." Occupants of houses are contacted and notified that it is believed there is drug activity going on. Force members request a search without a warrant and are often allowed in and usually find drugs. Fourth is Operation School House, which intensely targets areas for all crimes. The task force randomly varies its target areas, thereby confusing criminals and increasing indictments. Fifth is the quality-of-life initiative in the city of Plainfield. Before the program was started, there was advance pre-planning. Thereafter there was a monthly steering committee meeting involving people from various agencies. Several problems encountered include getting the community involved and the back log of cases in New Jersey courts.

Roy A. Holt

Most of the Federal funds go to task forces and prosecutorial aid. There are fifteen task forces, one in each county, and the grant agent is usually in the Sheriff's office. Rural counties have from five to twelve member task forces and concentrate on low-level street trafficking. Various rural towns with little support of their own use the resources of the task force when they have a problem. Counties on the border with Mexico concentrate on drug interdiction. They are large and well-funded, with Federal involvement. They do not really work to solve the State's problems, but rather the drug problems of the nation.

High Intensity Drug Trafficking Areas counties emphasize the high-level violators (distributors) rather than street-level drug dealers. Rural forces are starting to change their focus to gang-related enforcement and violent crime. Task forces are developed at the local level with the help of the Commission. They measure their effectiveness by comparing and analyzing the task force based on what it said it was going to do. This is more effective than comparing the forces to each other because each force is individualized.

Enhancing the Role of Prosecution

Moderator: *Linda McKay*, Chief, East Branch, State and Local Division, Bureau of Justice Assistance

Presenters: *Harry Shorstein*, State Attorney, Florida Fourth Judicial Circuit

Beau Stewart, Director, Coast Regional Drug Prosecution Unit (MS)

Mark Stodola, Prosecuting Attorney, Arkansas Sixth Judicial District

Local prosecutors explore a range of options in order to combat crime more effectively and comprehensively. The traditional role of the prosecutor has changed, and prosecutors now employ formal and informal mechanisms aimed at progressive approaches to drug abuse control, juvenile justice prosecution and crime prevention.

Harry Shorstein

There is a need for America to produce a "more intelligent response to crime." The Campaign for an Effective Crime Policy headed by Elliot Richardson and Professor Blumstein enunciated this need in the past, and society needs to heed it now. Prosecutors must resist the temptation to "be tougher" all the time. The Florida governor's race was decided on one crime issue. A television commercial showing the mother of a murder victim backfired on one candidate and was emblematic of the level the debate had reached. The primary issue in the November elections was how many death warrants would be signed (not even who would be executed). Crime is relatively trendless, research has shown, except for one major exception in the 1980s -- juvenile, minority, inner-city crime. Why do we spend so much time dealing with adult incarceration when the real issue is youth crime?

We have a two-pronged approach to juvenile crime in Jacksonville. The criminal justice system must incarcerate repeat and violent offenders and at the same time intervene at an early age in an attempt to educate and habilitate juveniles at-risk of becoming criminals. It is with these two goals in mind that I revamped the existing Juvenile Division in my office. First, I created the position of Director of the Juvenile Justice Division. This position is filled by one of my most experienced attorneys, and the office has reprioritized resources towards juvenile crime prosecution and prevention. Juvenile crime prevention should be a top priority. Early intervention measures provided by my office include a school speaker bureau which has a full-time career educator. School conflict resolution is another area of my interest. We are actively working with the school system to institute peer mediation in all middle and high schools in Duval County. There is also a program for at-risk students, a group typically lacking in activities within the community. The at-risk student program includes a hotline for parents to call if they are concerned about their children being at-risk of criminal behavior. The Fourth District also conducts victim impact panels to let juveniles know how crime affects peoples' lives. In addition, a Youth Mediation Program, a diversionary program for first offenders, and a collaborative program entitled MAAP, Multi-Agency Assessment Program. It is an effort between the Department of Health and Human Services, law enforcement and the schools.

If the attempt to rehabilitate juvenile delinquents is unsuccessful, then habitual and violent juvenile offenders should be treated as adults and jailed as such. However, the public is best served by efforts to turn around juvenile offenders before it is too late.

The role of the prosecutor has changed. We prosecute serious, habitual offenders, but also recognize the broader crime prevention issues which are necessary to fight crime, such as schools in jails. We want lower truancy rates in schools, and the teaching of conflict resolution and peer mediation. Also, there are progressive programs produced by nontraditional sources which can contribute to fighting crime. The National Rifle Association has developed a cartoon using Eddie the Eagle, a cartoon which teaches kids how to stay away from guns. Ultimately, crime is not a liberal or conservative issue, it is an intelligent versus unintelligent issue.

Beau Stewart

In Biloxi, Mississippi, we have a prosecutor-based demonstration program which focuses on mid-level narcotics trafficking. The lower-level drug dealers are handled by local police agencies. The Drug Enforcement Administration (DEA) handles the upper-level trafficking. The mid-level traffickers were being missed, and this proactive program addresses these dealers. The Coast Regional Drug Prosecution Unit (CRDPU) steps into the investigative process early and works with each agency to develop targets and build prosecutable cases. By the time a case gets to my office to be prosecuted, I already know about it. Our experience in Mississippi has been that cooperation between agencies is hard to foster. The Unit has identified several areas of duplicated effort by State narcotics agencies, the DEA and county task forces. There is a real reluctance to share forfeiture proceeds or to share equipment or information. Some agencies would rather see a case dropped than lose forfeiture proceeds, particularly if the offenders are from out of State. Law enforcement can confiscate contraband and assets and then allow criminals to leave the State, thereby saving the cost of incarceration.

CRDPU has managed to develop joint prosecutions, to develop the use of nontraditional agencies such as the National Guard, to bring together various agencies to tackle a particular problem and to help other agencies find money for their efforts. The prosecutor should be at the front end, organizing and leading prosecutions.

A change in the forfeiture laws would help. Supreme Court decisions have not been helpful in keeping asset forfeiture proceeds. The erosion of prosecutorial immunity, an important tool in giving witnesses an incentive to testify, is responsible. Now for prosecutors there is a fear of being sued if a prosecutor gives money to a criminal in exchange for information or assistance in catching more serious felons.

Mark Stodola

Prosecutors can get more involved in the community in a variety of ways. For example, the Prosecutor's Pre-Charging Diversion Program in Little Rock, Arkansas is designed to provide youthful offenders with meaningful alternative sentencing diversion as an option to formal adjudication in juvenile court. The program's primary purpose is to discourage juvenile crime and recidivism, and to teach lessons about accepting responsibility and developing self-esteem.

Youths ages 12 through 17 who have been charged with nonviolent misdemeanor or felony offenses in Arkansas may be eligible to participate in the Prosecutor's Pre-Charging Diversion Program, rather than formally appearing before a juvenile judge. The nature of the offense will be reviewed by deputy prosecutors to determine whether basic eligibility criteria have been met. If the youth is initially eligible for the Pre-Charging Diversion Program, the parents will be contacted and a meeting will be arranged to enroll the juvenile in the program.

Once enrolled, the youth will be required to report to a peer group judgment panel for the purpose of alternative sentencing. The peer judgment panel is made up of youths who have successfully completed the Pre-Charging Diversion Program, and have learned the importance of accountability and accepting responsibility for one's actions. The peer group judgment panels will be sponsored by the Watershed Agency and Black Community Developers, along with other community organizations in the future. The peer group panel sessions are held on the weekends and require the appearance of the juvenile and parent(s).

On the date of the scheduled hearing, the youth will appear before the panel while a Youth Resource Officer from the Pulaski County Prosecutor's Office relates the facts of the offense to the peer group judgment panel. At this time, the members of the panel may ask questions concerning the nature and reason for the offense. Following this question and answer period, the peer group judgment panel will assign a constructive punishment designed to cover the following areas: first, payback, such as a certain number of hours of community service work; second, the juvenile must find new friends, for example, on the second weekend, the juvenile will be required to participate in area programs and presentations designed to acquaint the youth with constructive community relationships; third, the juvenile must write an autobiography; and finally, the juvenile is subjected to a peer group judgment panel in the hopes of teaching him or her respect for the law.

Having successfully completed these four phases of the Prosecutor's Pre-Charging Diversion Program, the juvenile then learns the importance of accountability and accepting responsibility for one's own actions by sitting in judgment over incoming youths who will be participating in the program. The juvenile sits as a member of a peer group judgment panel on three occasions, and imposes alternative sentences as outlined above. This final portion of the program is especially important because it gives the juvenile a sense of coming full-circle, and helps them perform the critical analysis process which is designed to result in the acceptance of responsibility for wrongful conduct.

The success rate for the Prosecutor's Pre-Charging Diversion Program is dramatically illustrated by statistics from the first year of the pilot program at the Watershed Agency. Since July, 1993, 120 youthful offenders have been diverted through the program. Only fourteen of those youths have been charged with additional crimes after completing the program, indicating a 12% recidivism rate for the program. The number of crimes charged to a juvenile recidivist rises dramatically with each successive entry into the system. In addition, recidivating juvenile offenders are responsible for about half of all charges filed within the juvenile justice system. Arkansas has twice the normal number of juvenile recidivists for a population of its size. The Prosecutor's Pre-Charging Diversion Pilot Program has worked successfully to dramatically lower the recidivism rate for youthful offenders, which will lead to fewer crimes being committed and will hopefully lessen the number of juvenile court cases in the future.

Developing Programs and Relationships with the National Guard

Moderator: *Lieutenant Colonel John Mosbey*, National Guard Liaison, BJA

Presenters: *Lieutenant Colonel Gary Nichols*, Chief, Drug Demand Bureau, National Guard Bureau

Lieutenant Colonel Jimmy Powell, Chief, Office of Counterdrug Review and Evaluation, National Guard Bureau

Major Bob Lewis, Drug Demand Reduction Administrator, Florida National Guard

This panel presents an overview of the National Guard Counterdrug Program, with an emphasis on support to State and local agencies. Demand and supply reduction activities, training support and information regarding cooperative and mutually supportive program development between the Bureau of Justice Assistance and the National Guard are outlined as well.

Lieutenant Colonel John Mosbey

I will introduce the panel members and present a brief overview of the role of the National Guard in the nation's counterdrug (CD) efforts. The scope and magnitude of National Guard involvement are outlined and a comparison between Demand Reduction/Supply Reduction and Federal/State missions are presented. National Guard support for State and local CD programs falls into six categories: Program Management, Technical Support, General Support, CD-Related Training, Reconnaissance/Observation and Demand Reduction Support. Each of the States, the District of Columbia, Puerto Rico, the Virgin Islands, and Guam submit plans through the National Guard Bureau which, when approved by the Secretary of Defense, are funded by Congress through the Office of the Secretary of Defense Counterdrug Coordinator's office. The funding and missions of the National Guard State and Local CD programs bears similarity to BJA's support for State and local efforts and mutually-beneficial results may come with increased understanding and cooperation of the two programs.

Lieutenant Colonel Jimmy Powell

My goal in this talk is to expand on the explanation of the National Guard Supply Reduction programs with special emphasis upon the involvement at the State and local level. The State and Local Supply Reduction Program is under the command and control of the respective State governor and is performed by National Guard personnel serving in a State status. The personnel serve in volunteer status and, by National Guard policy, have no direct arrest or seizure authority. A breakdown of the six major mission areas under the headings of technical support and general support explains more clearly what the National Guard can contribute to the fight against drugs and crime. Technical support includes linguist support, intelligence analyst support, operational/investigative case support, communications support, engineer support and subsurface/diver support. General support includes cannabis suppression/eradication support, transportation support, maintenance/logistical support and cargo/mail inspection support. My goal is also to provide you with a detailed look at specific missions undertaken by National Guard personnel in areas such as container searches, border crossing control and marijuana eradication efforts, and describe for you the level of daily National Guard involvement in State and local CD missions. The National Guard currently provides approximately 1.5 million workdays to support these law enforcement efforts.

Lieutenant Colonel Gary Nichols

The National Guard Drug Demand Strategy involves organizing National Guard resources, Guard members and family members in support of community-based drug abuse prevention programs for youth at-risk. The focus is on the family, the school and the community. This program depends on volunteers who support existing community-based programs. A total of over 52,000 volunteers actively participated in National Guard drug demand reduction programs in FY1994. Programs supported include athletic and social events, tutoring and mentoring programs, Drug Abuse Resistance Education support and assistance, youth camps and retreats, and parent training development programs, among others. All this support is based upon working with coalitions of law enforcement

agencies, community-based organizations and State and local social services and agencies. Specific pilot outreach programs have been developed and funded in several States that target at-risk youth and are being evaluated for consideration for expansion in the future.

Major Bob Lewis

My presentation outlines specific programs that have been undertaken by the Florida National Guard and encourage practical approaches to enhance the cooperation and mutual support between BJA and the National Guard. There are many specific examples of Florida programs that have received joint support in the past. The Florida model for National Guard drug demand reduction programs includes coalition-directed efforts such as gang-related graffiti removal efforts, support for scouting programs, camps, Starbase (a math and science program for disadvantaged fourth, fifth and sixth graders conducted at active Air National Guard bases with an aerospace/aviation curriculum) and the Adopt-A-School program. In addition, it is important to understand Florida's current and future planning cycle in order to familiarize BJA planners with opportunities for increased cooperation.

Demonstrating Emerging Ideas: What's New in Criminal Justice Programs

Moderator: *Edwin Zedlewski*, Director, Office of Criminal Justice Research, National Institute of Justice

Presenters: *David Boyd*, Director, Science and Technology, National Institute of Justice

Carole Knapel, Fellow, National Institute of Justice

Michelle Sviridoff, Research Director, Midtown Community Court (NY)

This panel discusses innovative programs designed to combat drug abuse and violent crime, as well as evaluations of programs used in correctional facilities.

Michelle Sviridoff, Research Director, Midtown Community Court (NY)

The Midtown Community Court (MCC) opened in October 1993 as a demonstration project, exploring the effects of community-based adjudication of quality-of-life offenses. Building on the principles of community policing, and the recognition that communities themselves are victims of quality-of-life offenses, the MCC handles low-level cases that arise in the Times Square area of Manhattan and surrounding residential neighborhoods. The project combines court processing with immediate imposition of community service sanctions and social services. It was designed in response to problems that are common in high volume urban jurisdictions: the need for a less crowded, chaotic setting for the adjudication of low-level offenses; community dissatisfaction with the court's response to quality-of-life offenses; the limited range of intermediate sanctions for low-level offenders; and the need for constructive responses to the multiple problems of defendants.

A unique public-private partnership between the New York City Criminal Court and coordinating staff from the Fund for the City of New York, the Court works with local residents, businesses and social service providers to develop and supervise community service projects and provide drug treatment, health care, education and other services to arrested persons. Over two dozen community-based and public agencies participate in the experiment. The project is funded by a combination of city, Federal and State dollars and grants from 29 corporations and foundations.

With funding from the National Institute of Justice and the State Justice Institute, research staff at the National Center for State Courts, in collaboration with the MCC Research Department, are examining the implementation and effects of the MCC. The research will examine perceptions of criminal justice professionals, community members and defendants, and provide a detailed assessment of the court's effect on case outcomes and sentence compliance. Central components of the research include baseline and follow-up focus groups and individual interviews with community members, defendants, police officers and court personnel; ethnographic observations and interviews with prostitutes, vendors and low-level drug users in Midtown; and quasi-experimental analyses of impacts on case outcomes and compliance with alternative sanctions.

A preliminary review of findings suggests that the MCC has already had a substantial effect on sentencing, compliance rates, community attitudes and quality-of-life conditions in Midtown Manhattan. In nearly 80% of the cases disposed at the Court, defendants receive community service or social service sentences. Nearly three-quarters of them complete their sentence -- the highest completion rates in New York City. Defendants working on community service projects have copied, folded and stuffed over 740,000 pieces of mail in the court-based nonprofit mailhouse; painted over graffiti on dozens of neighborhood storefronts and buildings; cleaned over 540 tree pits on midtown streets; assisted in recycling efforts at the "WE CAN" redemption center; sorted and folded clothes for the Salvation Army. Over 1,500 defendants have participated in mandatory and voluntary court-based social services, including treatment readiness groups, health education groups for prostitutes and "johns," job readiness

training, English as a second language classes and case management for defendants sentenced to long-term substance abuse treatment as an alternative to jail. Community members and defendants are beginning to see the Midtown Court in new ways -- as a place that provides constructive responses to quality-of-life offenses and as a place where help is available to those who need it.

Children At Risk (CAR)

Moderator: *Mary Nakashian*, Vice President/Director of Program Demonstration, Center on Addiction and Substance Abuse, Columbia University

Presenters: *Dennis Campa*, Manager, Children and Youth Services, Austin (TX) Health and Human Services Department (TX)

Adele Harrell, Director, Program on Law and Behavior, Urban Institute (DC)

Otis Johnson, Executive Director, Chatham-Savannah Youth Futures Authority (GA)

Children At Risk (CAR) is a unique public-private venture aimed at improving the lives of high-risk children, their families and their communities in six cities in America.

Mary Nakashian

Children at Risk (CAR) is a public/private venture aimed at improving the lives of high-risk children, families and communities. In target neighborhoods in Austin, Bridgeport, Memphis, Newark, Savannah and Seattle, social services, criminal/juvenile justice, education and other systems collaborate to provide comprehensive, integrated services. A lead agency is responsible for running the program in each community. At the national level, the Center on Addiction and Substance Abuse at Columbia University (CASA) and three constituent agencies of the U.S. Department of Justice --Bureau of Justice Assistance (BJA), Office of Juvenile Justice and Delinquency Prevention (OJJDP) and the National Institute of Justice (NIJ) -- fund, oversee and provide technical assistance to the communities.

Three assumptions underlie the CAR program design. First, while youth in low income and in other communities tend to experiment with alcohol and drugs at roughly the same rate, youth from impoverished communities are more likely to move from such experimentation to continued use. Second, strong ties to the pro-social institutions of family, school and community are critical factors in avoiding abuse of alcohol and drugs and other high-risk behaviors. The CAR intervention aims to strengthen and, in some cases, create these ties. Third, the CAR model is rooted in the concept that services must be not only comprehensive, but coherent as well. Multiproblem youth and families are best served by an approach that requires collaboration at both policy and service delivery levels. The model assumes that participating organizations are already working with the target population, but that these efforts must be refocused and integrated. In addition, with the inclusion of criminal/juvenile justice services, the model builds on the important trend toward community-oriented policing.

CAR offers an opportunity to learn not only what works, but also why and how, and at what cost-benefit. The evaluation includes a Management Information System (MIS), designed specifically for collection of CAR data at the program sites; a documentation study based on ethnographic methodology and analysis; an outcome evaluation involving both longitudinal random assignment and quasi-experimental designs; and a cost benefit analysis. CASA staff are responsible for the MIS and the documentation study. The Urban Institute is conducting the outcome evaluation and cost-benefit analysis.

Otis Johnson

Our CAR program uses an African proverb, "It takes a whole village to raise a child," as its motto. Project Uhuru takes its name from the KiSwahili word for freedom. The vision and goals which guide the work of the program components seek to create neighborhoods which are "free" of alcohol and drug use/abuse, drug trafficking, delinquent behavior, chronic childhood illnesses and academic failure. The program incorporates the principles of Nguzo Saba, a value system which emphasizes unity, self-determination, collective work and responsibility, collective economics, purpose, creativity and faith. All of the children served by the project are African-American. Various components of Uhuru in Savannah include an after-school program, tutoring, counseling and peer groups,

parent intervention, summer activities, a service cabinet which is an advisory body for the project, and community policing. The program intends to make children free from drugs and free to make like options. "We want to create an Uhuru Gang - a positive group."

Dennis Campa

"Give them (children) something to believe in -- values and culture." I run the Austin, Texas CAR program. Collaboration is the key, and it involves a significant amount of people time. It was not popular in our district to have an experimental and a control group, but we wanted the CAR program to be "outcome-oriented." Additionally, the CAR funding only lasts for three years, and we did not want to leave kids hanging at the end of the program, so we tried to consider this when setting up the program. Our "outcome-oriented" approach includes the following tenets: to build resiliencies in youth and to reduce the risk of long term substance abuse; to strengthen families in order to reduce the attractions of drug abuse; to improve neighborhood's confidence and ability to resist fear of crime; and to establish drug free zones and safe passage corridors. We have 126 families in the program; these children have been kicked out of everything.

What services does CAR Austin provide? We focus on development, on learning by doing. These children have been counselled to death. Our model includes community policing (drug free zones, safe corridors and safe houses), after school and summer activities (employment), academic enrichment, mentoring, and family and individual therapy.

Our planning group consists of a chair, and a design team drawn from the courts, community-based organizations, police, parks and recreation, and the school district. We believe there should be links between the planning and operational phases of program development, and we provide a bridging staff which works on both aspects of the project. We have an organizational development approach to staffing, and as a result spent the first two weeks of work time on group interaction, on ice breakers such as a ropes course. Interdependency between workers is crucial.

Some interim outcomes are that most children stay in the program more than three months; 93% of youth are still in it two years later. None of the CAR children dropped out of school. We raised the consciousness of the police to have busts in drug free zones. We won a lot of policy level support.

Adele Harrell

The Urban Institute is evaluating the CAR program. The following are preliminary findings of the impact of the CAR program. Children at Risk programs are now operating in six cities with funds provided by CASA and OJJDP. CAR is a specific intervention strategy for reducing and controlling drugs and related crime in targeted inner-city neighborhoods and fostering healthy development among high-risk youth who reside there. Neighborhood-based programs provide intensive case management services, family intervention, after school and summer activities, mentoring and access to a comprehensive array of ancillary services in collaboration with the juvenile courts and community policing focused on drug and crime reduction in the target area.

CAR is being evaluated by The Urban Institute with funds from CASA and NIJ. The evaluation will compare 338 CAR participants to a randomly assigned control group of 333 youth and a comparison group of 203 similar youth in other high-risk neighborhoods. Experimental comparisons of the treatment and control groups selected within target neighborhoods will assess the impact of intensive case management, family services, mentoring and incentives. Quasi-experimental comparisons are needed in each city because control group youth in the sites will have been exposed to the effects of neighborhood interventions, such as enhanced community policing and enforcement activities and some of the expanded court services. The evaluation will test the hypothesis that CAR prevents drug use, delinquency and other selected problem behaviors in the treatment group. Prevention of the use of gateway (cigarettes, alcohol and marijuana) and stronger drugs (cocaine, heroin, and psychedelics) will be measured by lower rates of drug use initiation and recent/frequent use, delayed age at first use, and fewer self-reported drug-related problems. Delinquency prevention will be measured by reductions in the number, type and

frequency of: (1) self-reported illegal acts, contacts with the police, courts and corrections offices, and (2) officially recorded arrests and convictions. Other outcomes to be evaluated will include reduced rates of family disruption, teen parenthood and school dropouts. The analysis will also examine the effects of CAR on service utilization and participation in pro-social activities, and risk factor reduction.

Preliminary results based on the first 229 sample members indicate that the CAR program reduced contacts with the criminal justice system during the first year of program participation. Comparisons of aggregate crime rates in target neighborhoods, similar high crime areas, and citywide from 1991 through 1993 indicate reductions in criminal activity in CAR neighborhoods in four of five cities.

Analysis of the school attendance and performance of these first year CAR participants will be completed by the end of the year. Interviews will be conducted with the youth and their caregivers during 1995 at the end of the scheduled period for CAR participation.

Mary Nakashian

In conclusion, CASA and the Department of Justice have developed a strategy to help continue the program in the demonstration cities and to replicate it elsewhere. New funds were offered to the sites to support the program for six more months, for a small number of children, conditioned upon local funds committed to support recruiting and serving an additional cohort of children.

We believe the transition from demonstration status to ongoing operations will be easier if there is a period of shared responsibility. CASA is also offering technical and consultant assistance to sites who develop a plan for continuation. Technical assistance will include ways to institutionalize a program and ways to secure funds locally. This assistance will be site-specific and will occur during the six month transition period. CASA is seeking funds to support a dissemination/replication project, building on CASA expertise, key leaders in the demonstration sites, and lessons learned from the research.

Assessing and Managing Drug and Violent Offenders in the Community

Facilitators: *Kenneth Robinson*, President, Correctional Counseling, Inc. (TN)

Doris MacKenzie, Associate Professor, Department of Criminology and Criminal Justice, University of Maryland

Patricia J. Kubie, Corrections Mental Health Counselor, Washington Department of Corrections

Dick Warfel, Executive Director, River Region Human Services (FL)

This roundtable outlines correctional programs which integrate treatment opportunities during jail or prison stays with aftercare in the community, as well as community-based treatment and other alternative sanctioning options for drug abusing and violent offenders.

Kenneth Robinson

Since the early 1980s, cognitive approaches have been used with offenders in an effort to alter their thinking and decision-making processes. Most offenders (about two-thirds) are diagnosed as antisocial, making nontraditional treatment approaches the most appropriate, and possibly the only, means of altering their behavior. Moral Reconciliation Therapy (MRT) was the first systematic cognitive-behavioral approach fully implemented in large prison-based drug treatment programs. The approach was developed in the early 1980s and employed in a 40-bed prison therapeutic community in 1985 in Shelby County Correction Center in Memphis, Tennessee.

MRT is a cognitive-behavioral treatment approach. Cognitive-behavioral treatment (CBT) strategies have seven characteristics. (1) CBT approaches are based on scientific learning principles. (2) CBT approaches focus on changing how a client thinks and acts. (3) CBT interventions obviously and directly relate to the client's difficulties and problems. CBT practitioners deal with the clients' actual behavior and problems rather than looking for other symptoms. (4) CBT approaches are systematic. MRT and other CBT methods are done in a prescribed sequence of interventions, in a prescribed manner, at a prescribed time, and in a prescribed order. (5) CBT approaches are relatively short-term. Some problems are addressed in six CBT sessions. MRT typically takes 16 to 36 group sessions to complete. (6) CBT approaches represent a blend of active client exercises, homework, tasks and active skills development. MRT and other CBT approaches stress the active components of treatment rather than the passive (sitting and talking). All CBT activities directly relate to the client's difficulties. (7) CBT practitioners conduct outcome research. CBT and MRT stress the scientific aspects of treatment and see outcome research as the most important, pivotal issue in treatment. Most rehabilitation approaches blame the client for failures and resist scientific outcome research on their clients.

Doris MacKenzie

Since legislation authorizing probation was first enacted in 1878, a little more than 100 years ago, probation has become the most commonly imposed penal sanction in the United States. According to a recent Bureau of Justice Statistics Report, approximately 61% of the 4.3 million adults under some type of correctional supervision during calendar year 1990 were serving a term of probation. In recent years the number of offenders sentenced to probation has increased dramatically. In 1979, 1,086,535 adult offenders were serving a sentence of probation in the United States. Less than one decade later in 1987, 2,242,053 offenders were serving a sentence of probation, an increase of more than 100%.

As of December 31, 1990, a total of 2,670,234 adult offenders were being supervised on probation in the United States, a ratio of 1,443 probationers per 100,000 adult residents. A substantial proportion of these probationers will most likely fail to successfully complete their sentence. For example, the largest follow-up study of felony probationers found that within three years, 62% of a sample of 79,000 felony probationers had been either arrested for another felony or had violated a condition of probation resulting in a disciplinary hearing. Forty-six percent

(46%) of the sample were ultimately incarcerated. Of those probationers who were incarcerated, 35% were incarcerated for committing only a technical violation.

Furthermore, in some States revocations account for a greater proportion of new prison admissions than do new direct sentences. For example, in 1988 more than 60% of Oregon's prison admissions were due to probation or parole revocations. Two-thirds of the prison admissions in Texas in 1989, and 60% of California's prison admissions were violators. Obviously, given the severe problems of prison crowding, this increase in revocations has intensified the difficulties faced by correctional administrators.

The increasing numbers of offenders being revoked to prison as a result of a technical violation during community supervision may result, in part, from the increased emphasis on a crime control model of probation. In order to reduce risk and protect the public, an increasing number of conditions of supervision are imposed upon offenders. When these conditions are violated, the agent responds by initiating the revocation process. However, decisions to impose conditions of probation and to revoke when these are violated are based on an assumed connection between technical violations and criminal behavior. Yet, we know little about the relationship between technical violations and criminal activities. In order to examine this relationship, it will be necessary to use self-report data. Furthermore, whether the probation agent knows about the violations and how the agent responds might be expected to mediate the relationship between technical misbehavior and criminal activities. If we are going to continue to send large numbers of probationers to prison or jail for technical violations, more information about this process and its effectiveness in achieving the objectives of probation is essential.

Patricia J. Kubie

Since the inception of the Sentencing Reform Act, the Washington State Department of Corrections-Division of Community Corrections has primarily monitored offender behavior. Through a division initiative, a decision was made to move away from simply monitoring to a more proactive and positive intervention as a result of offender behavior. Under the Community Corrections initiative, interventions could then be utilized for supervision enhancement, case management or sanction options. One intervention strategy which has shown to be effective in impacting offender behavior is the cognitive-behavior approach. Implementing a systemwide cognitive approach as a balanced intervention strategy was the initial focus. This was accomplished by implementing Moral Reconciliation Therapy (MRT).

In deciding which cognitive-behavior approach to implement the following minimum criteria were initially developed: theoretical basis from learning principles, focus on beliefs and thoughts, systematic approach, relative short-term and outcome research and follow-up.

As the review of cognitive programs ensued, additional criteria were developed which encouraged a systemwide (i.e., institutions and community corrections) implementation. Those criteria included offender-specific, allow for open entrance, cost effective, on-going program references, operational for at least five years, facilitator training and quality assurance follow-up capability.

After selection of MRT as one of the cognitive behavioral balanced intervention strategies, system implementation through a pilot project was designed. This was accomplished by training MRT facilitators who were genuinely interested in helping change offenders' lives and who were supported by their remaining unit officers and supervisor. Encouragement of employee involvement also empowered line staff to impact offender behavior.

Successful implementation also involves maximizing resources while minimizing overlap. This is accomplished by selectively placing programs in remote rural areas where resources are non-existent or limited and the urban areas where conventional resources are overloaded (i.e., jails). Availability of the MRT in institutions and community corrections provides offenders an opportunity to participate in a systematic program consistent at various security levels. In viewing the program as a continual care model, the opportunity for offenders released to the community to continue in a program is maximized. Offenders can then be held accountable for completion of a program due to wide spread availability and the enhancement of a common program language between institution and community

staff.

As the MRT program moves from the pilot stage into full systemwide implementation, the continual care model is enhanced. An offender can move into the system at any point, be assigned MRT and move within the system while attending and completing his or her MRT program.

A formal evaluation of the MRT pilot has been created through the Department of Corrections Planning and Research Division. Components of the research design include the monitoring of offender attendance and progression through the 12 MRT steps, a pre-test/post-test to assess the impact of MRT sessions on offender thinking patterns and offender compliance during supervision. Due to the recent implementation of the research, no data is available at this time.

Dick Warfel

Jacksonville, comprising all of Duval County under a consolidated government structure, is the principal population center for the Fourth Judicial Circuit of Florida. The court in this county handles approximately 95% of the criminal cases in the three county Circuit. Because of its urban nature Jacksonville has a large variety of court diversion programs for drug offenders. The programs range from a 90 day in-jail therapeutic community to non-judicial disposition through a pre-trial intervention service. A diversity of organizations provide these services including the Office of State Attorney, the Florida Department of Corrections (both institutional and probation), the City of Jacksonville, and several nonprofit community-based service agencies, the Salvation Army, Gateway Community Services, Treatment Alternatives to Street Crime (TASC) and River Region Human Services.

The mushrooming of diversion services led to a 1992 recommendation by the treatment committee of the Coalition for a Drug and Crime Free Jacksonville to develop a system of improved coordination between the agencies and a mechanism to advise better the courts and State Attorneys of the options available when considering the diversion of jailed drug offenders. In response to that suggestion, the Diversion Council was formed. All agencies involved in court diversion programs participate in informal monthly meetings. These represent the first effort to coordinate agency services. The council functions to the benefit of its members, and the individuals they serve, helps reduce the competition for clients and better assures the proper placement of offenders in programs. It also helps members understand the admission criteria and scope of program of the various services. One major accomplishment has been the publication of *Diversion Services Directory for the Judicial System*, which explains the various programs and services. The council also works to assure that all programs remain at capacity, and that the courts fully use the diversion resources. Furthermore, the council identifies needs and seeks resources to meet those needs. The council advocates for treatment services for drug involved offenders and for the appropriate placement of those offenders to receive treatment.

Violence in the Workplace

Moderator: *Susan Fox*, Special Assistant to the Assistant Secretary, Occupational Safety and Health Administration, U.S. Department of Labor

Presenters: *Guy A. Toscano*, Program Manager, Census of Fatal Occupational Injuries, Bureau of Labor Statistics, U.S. Department of Labor

Jerry L. Wright, President, Risk Analysis Management, Inc. (MI)

This panel outlines the difficulties in assessing the phenomenon of violence in the workplace and focuses on research by the Bureau of Labor Statistics on homicides committed during robberies. Crisis management for businesses which experience workplace violence is also presented.

Guy A. Toscano

I collect information on occupational safety issues, specifically on workplace homicides and violence in the workplace from the 1993 Bureau of Labor Statistics Census of Fatal Occupational Injuries. The National Institute for Occupational Safety and Health (NIOSH) conducts this annual survey, which only includes private companies, and has found that there were 3,000 workplace fatalities in 1993, 1,063 of which were homicides. A majority of homicides happen during a robbery. In 1993, 75% of workplace homicides were due to robbery; only 6% were because one disgruntled coworker killed another. Victims generally are young, male (82% of victims are male) work in gas stations or fast food places, and are killed between 9pm and 10pm. Those who are self-employed are at a higher risk. One hundred eighty-eight (188) women died, primarily in sales positions or as managers of stores. In contrast, cabdrivers have a highest risk of a fatal work injury. Interestingly, assaults and violent acts resulting in injuries and illnesses away from work occur in different places than do homicides. Two-thirds of assaults occur in hospitals, nursing homes or social service agencies, not in retail, as do homicides.

Jerry L. Wright

In general the public thinks of gang violence or domestic violence when they think of workplace violence. Similarly, if you ask a company whether they have experienced workplace violence, they say no. But if you ask them specifically about incidents involving harassment, you receive a different response. Over two million Americans are victims of a physical attack in the workplace. Most of this is not brought to the attention of the police. Six million employers are threatened, and sixteen million employees are harassed. These numbers have increased dramatically in recent years. This is because of "triple dippers" -- those people who are now working three jobs to make ends meet. In the 1980s it was two jobs and violence occurred in workers' off time, at home or in a private space. Now private squabbles are settled while the person is at work.

Worker safety will be the issue of the 1990s. Increased violence among youth will impact on violence in the workplace in six or eight years. The impact will be felt in terms of lost productivity and additional security costs in that unsafe professions or businesses will find it hard to get employees. Labor unions before now have not dealt with violence as part of negotiated contracts. They will need to be concerned with the well-being of workers. The Occupational Safety and Health Association General Duty Clause says that we have to have safe workplaces.

There are simple solutions. Violence is not protected by law; it needs to be dealt with immediately. We need to show zero tolerance for it. People do not know to whom to report violence. There are privacy issues as well. Sensing devices for weapons are needed, but the issues of employer liability versus the right to carry weapons must be weighed. We need reporting to be done on workplace threats and violence to ensure that negligent hiring is not being done.

Certain policy guidelines ought to be followed. There should be detailed interviews of hires. One company, because of a shortness of demand for certain positions, hired as one-quarter of their work force ex-convicts with

histories of violence. People fabricate resumes, yet it is against the law to look into violence histories for workplaces. Within the workplace, there needs to be a Statement prohibiting workplace violence, an affirmative duty to report violence if witnessed or experienced (public law enforcement is often brought in and not given complete information), to investigate all reports, to ensure confidentiality of reports, and investigations and to provide rehabilitation in the form of counselling for troubled employees.

Susan Fox

Twenty-six States receive more money from State coffers than do from the Federal government to provide a program on a safe and healthy environment. People feel that violence at work is a private matter. For the most part violence at work is a local issue, but many Federal agencies deal with it. The workplace is an arbitrary place. A fight could have taken place in a parking lot but instead happens at work. Public safety, public health and occupational health are all important aspects of dealing with this issue. The workplace is random but it is a centerpiece; people have to spend time there. Many large businesses have had to train workers in reading, writing and arithmetic. In addition, they need to teach communication skills. We need to teach employees in order to avert some of this violence, or even just to know about it.

Certain States' OSHA requirements are more stringent than those from the Federal government. California OSHA, for instance, deals with big violence problems. The earliest set of government guidelines produced were a great step forward in security legislation. In legislative versus proactive approaches to the problem, California OSHA is an excellent example of paying attention to the issue of workplace violence.

Committing an act of violence in the workplace is like shooting fish in a barrel. People have routines. There are three types of workplace violence: one, the agent has no legitimate relationship to the workplace; two, the agent is a recipient or object of service; and three, employment-related incidents, in which involvement in the workplace is key to the violence. There is a requirement for reporting violence. A checklist developed as a result of incidents of workplace violence includes a variety of recommendations for late night retail.

There are no real direct data streams amassing statistics on violence at work. The largest survey is the National Survey on Victimization, but it is not a good data stream. It looks back on what has happened before. OSHA is a very small agency. It is hard for us to wield a big stick. There is a Department of Defense (DOD) project for the International Association of Chiefs of Police on how to help local police and small workplaces combat workplace violence. DOD is producing a 20-page booklet due out in April, similar to the booklet on combatting workplace substance abuse. The police, insurance companies and mental health professionals were all part of focus groups conducted to flesh out the issues.

A lot has been written about post-incident stress management, particularly from the Lockerbie crash. A document called PERSEREC includes outlines for focus groups employers can use to deal with violence which occurs during work. Negligence law is often the way the issue is highlighted. Prevention, however, is the correct approach to violence in the workplace.

Focus on Drug Abuse and Violence Prevention

Facilitators: **Reginald L. Robinson**, Deputy Assistant Attorney General, Office of Justice Programs

Robert Brown, Chief, Crime Prevention Branch, Bureau of Justice Assistance

Kumiki Gibson, Associate Counsel to the Vice President, Office of the Vice President

Ruth DuBois, Executive Director, Corporate Alliance for Drug Education (PA)

This roundtable presents an overview of recent drug abuse and violence prevention strategies and initiatives -- how they were developed and the impact of their implementation. Particular emphasis is placed on the involvement of communities and individuals in these efforts.

Reginald L. Robinson

I define prevention as "those efforts that seek to interrupt processes that produce the kind of behavior we want to dissuade." Precursors, risk factors and the protective factors within individuals or communities that insulate or inoculate children from committing negative behavior need to be understood in developing prevention programs. The Crime Act is an opportunity to fund a range of prevention activities, especially in FY1996.

Kumiki Gibson

I would like to stress the need to involve prevention programs with police and punishment programs so that funding is easier to obtain. The President's Crime Prevention Council, a new group whose goal is to coordinate and streamline crime prevention programs and youth development programs, is a valuable component of my suggested approach to collaboration between prevention, police and prisons. The Council has begun by determining what programs already exist and which ones are working. To receive funding from the Council, programs should concentrate on partnerships, accountability and being community-driven. The Council is investigating how existing programs are being managed and if they are working, and at merging existing programs.

Robert Brown

Crime prevention is everyone's business, and crime prevention is cost effective. I would like to stress the importance of partnerships, coalitions and interacting. The importance of the National Crime Prevention Council's public service announcements including the success of the McGruff public service announcements should not be underestimated. Additionally, the Drug Abuse Resistance Education program is a success that has gone from full Federal funding to a 2:1 ratio of local to Federal funding.

Ruth DuBois

Since 1988, Corporate Alliance for Drug Education (CADE) has provided highly trained substance abuse prevention specialists to public and parochial elementary schools in Philadelphia's inner city neighborhoods. School-based duties of the specialists include teaching the "Here's Looking at You 2000" curriculum to kindergarten through sixth grade students, facilitating support groups and providing individual counselling.

Community-based services such as teaching drug, violence and AIDS prevention strategies to parents and staff of safe haven programs, community centers, church groups and public housing tenant councils are a central part of CADE, as is working with the children in the centers. During the summer, specialists serve Philadelphia's 56 playgrounds and day camp programs and provide seminars on job readiness, peer pressure and responsibility to teens enrolled in the Phil-a-Job program.

In summary, drug abuse and violence prevention educators may accurately be described by health, education, justice or welfare departments as frontline generalists who are in an excellent position to identify and intervene early with children and families who are at extreme high risk for drug abuse and violence. The flexibility of these educators,

and their high visibility, has fostered better linkages between schools and the communities they serve.

Several evaluations have been done which have yielded significant positive results, including increases in self esteem, refusal skills and knowledge about drugs. A decrease in the use of chewing tobacco among second graders and identification of a need to address wine coolers as an alcoholic and potentially addictive substance were surprise outcomes. A recent article in Newsweek discussed CADE's program and the development of strong anti-drug attitudes among inner city African-American youth. CADE's program is extremely cost effective -- 80 cents of every dollar raised "goes to the children." As a strong public/private sector initiative, the CADE model is one that can easily be replicated in other communities.

Department of Defense/General Services Administration Equipment Purchase Program Panel

Facilitators: **William B. Croom**, Assistant for Supply, Assistant Secretary of the Army, Installations, Logistics and Environment

Lowell Stockdale, Deputy Director, Customer Service, Federal Supply Services, General Services Administration

Peter Alten, Assistant Executive Director, Supply Management Marketing Office, Defense Logistics Agency (VA)

Neil Woodcock, Director, North Carolina Law Enforcement Support Services

Todd Brighton, Grant Manager, State and Local Assistance Division, Bureau of Justice Assistance

Anna Lee Carter, Logistics Management Specialist, Department of the Army (DC)

Agency representatives from all four participating Federal agencies present an overview of the program and provide an update of the implementation of this new initiative.

Earlier this year, a Federal interagency team was established to implement the law enforcement equipment purchasing program (Section 1122 of the National Defense Authorization Act of 1994). This section gives authority to the Secretary of Defense to establish a program to allow State and local law enforcement agencies the opportunity to purchase equipment suitable for counterdrug activities from the Department of Defense and the General Services Administration (GSA). The Army, in its role as the Executive Agent, formed a Steering Committee from GSA, the Defense Logistics Agency and the Bureau of Justice Assistance to implement the program. The Steering Committee selected three States to serve as pilot sites to test this new procurement process: California, North Carolina and West Virginia.

National Service and Public Safety: Partnerships for Strengthening Communities

Moderator: *Jeff Beatrice*, Senior Counsel, Office of Policy Development, U.S. Department of Justice

Presenters: *Susan Stroud*, Director of Federal Liaison, Corporation for National and Community Service (DC)

David B. Rymph, Director, Office of Evaluation and Policy Coordination, Corporation for National Service (DC)

This panel presents the latest developments in Clinton Administration initiatives on national service, including Americorps, and an evaluation of the Summer of Safety programs conducted in 1994. In addition, the application process to the Corporation for National Service for grants to implement public safety programs is outlined.

Jeff Beatrice

National service is an important part of the Crime Law. The Attorney General is so serious about it that the Department of Justice applied to the Corporation for National Service (CNS) directly for our own grant. The Department of Justice received \$4 million, and has elected to use this money to focus on community policing. First, the community will be canvassed. What is causing people to feel unsafe? An analysis by national service workers will be used to design a community response to identified problems. Second, Americorps volunteers will be sent in to conduct conflict resolution and peer mediation. For instance, in one group in Boston, young people go into schools and help students to deal with anger. Third, after school activities will be organized and financed, such as midnight basketball or the safe corridor program. The Department of Justice uses Americorps volunteers and national service expertise to focus on public safety, and we tie our funding into schools or police departments. For instance, the COPS program passed as part of the Crime Law allows for 85% of grant monies to go for hiring more police officers, but allocates a possible 15% for hiring other workers who free up cops' time. Some of this 15% could go for Americorps volunteers.

Additionally, evaluation is a very important part of the national service program. CNS is an innovative corporation; it is very good at communication. We need to know what effects if any happen as a result of national service activities. CNS has a very sophisticated system through which information is disseminated. There is also a derivative benefit -- the development of conflict resolution techniques. How, for instance, do we evaluate the use and efficacy of conflict resolution? A planned case study will measure the use of conflict resolution skills and techniques by asking students to count the number of times they employed this technique.

Susan Stroud

I would like to begin with a history of CNS. Bill Clinton campaigned on the idea of a national service program. His idea was to provide young people with money they could use towards college or school. The Office of National Service was set up in November 1993 by legislation enacted by Congress. Eli Segal heads it. Since 1993, Learn and Serve America, a kindergarten through twelfth grade community service program, the Senior Volunteer Corps, a foster grandparents program which recruited 400,000 retired volunteers, ACTION and VISTA programs, as well as the Commission on National Service, have been absorbed into CNS. CNS has been around for a year now. Americorps, a principal component of President Clinton's national service, allows young people to spend one or two years full time supported at the minimum wage with health care coverage and a promise of \$5,000 towards their education for each year they volunteer. Americorps has had 20,000 volunteers in 1994, and will have 35,000 in 1995 and 40,000 in 1996.

CNS's mantra is to get things done, to make a difference in communities. By statute we work in four broad areas: public safety, the environment, education, and unmet human needs such as health and housing. Public safety is an important part of it, and the Department of Justice has been a valuable link for us. We identify public safety

problems using police knowledge.

Next year's theme is "Child and Maternal Health." As a consequence, we have five priorities for new funding this year: victim assistance and community-oriented policing are two of them.

How does the money flow and how can you access it? The Corporation was set up in a decentralized way because of our belief that local communities know what they need. For Americorps, two-thirds of the funding goes out through the States. A governor establishes a commission on national service -- currently there are 48 -- and the commission receives the money to disburse. The remaining one-third goes out directly to organizations such as national nonprofits and Federal agencies. For instance, the seven Weed and Seed sites can apply this way and not go through individual State commissions.

David B. Rymph

We have just completed our Summer of Safety Evaluation. In the Spring of 1994, the unified theme for summer activities was the theme of public safety. In October 1993, when Americorps was getting started, CNS examined the possibility of a summer initiative. There were 91 locations which took Americorps volunteers. Every part of the program was focused on public safety. We united neighborhood safety and private settlement houses in New York City. National service grants funded a wide range of groups including the Jemez Pueblo in New Mexico to deal with intergenerational conflict; the Man Dan Senior Program in Bismarck, North Dakota; the Chicago Alliance for Public Safety; the Baltimore Civics works and the St. Petersburg Police Department. We gave very small grants to most of the programs. For instance, the Senior Program received \$18,000. Participants in the eight to ten week Summer of Safety Program were recruited locally; 7,000 people enrolled in the summer program. More women than men took part in every activity except youth care and the environment.

The Summer of Safety Evaluation was conducted as follows: 20 sites had a three day visit from researchers; nine professional researchers worked full-time in the program; and 30,000 postcards were sent to the community in which the projects had been funded to ask what their satisfaction levels were (on average 4.3 out of a 5 point scale). We asked detailed questions of program managers: how many police mini-stations did you open? How many patrols did you begin? How many businesses were contacted? We conducted 11,000 surveys. I used to work at the Peace Corps for five years, and we could never tell Congress what we did. We can do this with the CNS. We planted 99,527 trees, for instance. We involved 50,000 youth in activities. We monitored 1900 court cases, started 83 gardens and 15 playgrounds.

CNS's goal is to do a time series analysis to track projects. We also hope to do summer programs in the future. Short-term programming may work best with established organizations. At CNS, we have been conducting accelerated measurement of Americorps' successes. We will produce a booklet on the Summer of Safety Programs.

Correctional Options

Moderator: *Tom Albrecht*, Chief, Corrections Branch, Bureau of Justice Assistance

Presenters: *James Austin*, Executive Vice President, National Council on Crime and Delinquency (DC)

John F. Gorczyk, Commissioner of Corrections, State of Vermont

George E. Sexton, President, Criminal Justice Associates (PA)

This panel presents information on the design, development and implementation of innovative alternatives to traditional modes of incarceration.

Tom Albrecht

For the past few years, Correctional Options (CO) has been the primary program under corrections at the Bureau for Justice Assistance. We have spent over \$40 million in four years. Specifically, we have funded large demonstration grants, small grants for boot camps and small grants for nonprofits to run alternative programs. Evaluation has been in place since 1992 to help ensure programs BJA is funding can be evaluated. In applying for grants, discuss planning as well as design, development and implementation of programs.

John F. Gorczyk

We started Correctional Options in Vermont in 1986 by integrating various correctional philosophies. Then we developed an evaluation to determine risk assessment. We looked at the defender population and applied the risk assessment to all defenders. We next did an analysis of the severity of the offense. One option was potential capital construction, but the Governor did not want to build. A control function was designed -- similar to intensive supervision programs. We obtained funding in 1986 through the Byrne block funds, and expanded the program Statewide. The program included electronic monitoring and two shifts of supervisors. By 1991, there was a significant need to move people out of prison. Using the risk severity offense grid, decisions were made to release approximately 28% of the prison population into supervised situations. (Vermont has no truth in sentencing.) This was very successful. The re-offense rates of these people were very low. Since there were very few failures, we were able to go back to the legislature and ask to formalize the process. (This was 25% cheaper than incarceration.) Our goal was to make the program a viable sentencing option for judges. We did not get much help from the legislature to support the risk reduction (treatment side of the equation). So they designed a series of sentencing options and asked for funding and technical support. Vermont no longer has probation and parole -- just "correctional services."

We are currently working on an Agency of Human Services to integrate services, including corrections. This "user friendly" package for eligibility is being expanded to States' Attorneys, judges and other members of the criminal justice system, so they can enter factors and do eligibility determinations prior to arraignment. This speeds up the process.

James Austin

The National Council on Crime and Delinquency is doing a national evaluation of correctional programs options, which may help in submission of applications for grant monies. In summary the national evaluation is a combination of process and impact evaluations: process evaluation documents what sites do with funding; and impact evaluation determines what specific sites have accomplished.

There have been several rounds of funding: the first round of funding was for four sites, while the second round of funding was for 11 county-based sites. Our job was to impose data collection on these sites. We were very proactive with the sites, which is helpful in correcting site problems quickly.

The first round of funding centered on correctional options for people who would have been incarcerated if not for the program. During this round, the proposals were not well-developed. The proposals promised to do everything possible for a offender. Twenty to 30 interventions would be proposed, but there was no real theory behind these numbers. The proposals included lots of linkages with other agencies, but one weakness was that, once the sites started working, these linkages fell through. The endorsements were not real endorsements.

Selection criteria was based on age (14 - 25 year olds took part), but there was resistance from sites on this -- they wanted expansion of the range. There was also an effort to change offense criteria. It took more time than anticipated to start the selection process. The most frequently provided services were counselling, then drug treatment, lastly was education and job development. Another issue involves the targeting and selection of who would go into the CO program added to the confusion and made implementation difficult. The back-end approach has the most promise; working through the courts (front-end) was extremely difficult. Another significant problem was difficulty in documentation for the correctional agencies.

Policy implications include a need for a better process for agencies to submit proposals, and we think we have done this. Similarly, the proposals should be simple and should specify what you are going to do with offenders. The selection process should be a pilot program already. Select who will run the program. I like to see sentence modification. In Indiana where they have this, the incarceration rates are level, which shows promise.

Better planning leads to better execution. The next round of funding and evaluation will allow for much better analysis.

George E. Sexton

I try to work with sites to address the problems Dr. Austin outlined. It is very difficult work. Introducing change where there is resistance to change is not easy. For a program to be successful, it requires much nurturing. Often the agency had problems that need to be addressed over and above the correctional options program.

In 1994, there was a more interactive process with grantees. Smaller investments were made in planning grants (with duration of up to nine months). We have become more involved during the planning phase through workshops and technical assistance. Applicants are encouraged to bring teams including judges, law enforcement, attorneys and prosecutors in the hope that this will result in a better quality of grant applications.

Collaborative Efforts Between U.S. Attorneys and State and Local Programs

Moderator: *Mary Ann Andrews*, Law Enforcement Coordination Committee (LECC) Manager, Middle District of Florida

Presenters: *Joe Jeanette*, LECC Coordinator, Nebraska U.S. Attorney's Office

Peter Laun, LECC Manager, Northern District of New York, Office of the U.S. Attorney

Gail London, LECC Manager and Victim-Witness Coordinator, U.S. Attorney's Office, Northern District of Florida

The panel resulted in a meaningful exchange of information between four Law Enforcement Coordination Managers and conference participants that covered the history and responsibilities of the Law Enforcement Coordinating Committee (LECC) program. Additionally, specific examples of program and community initiatives supported and facilitated by the U.S. Attorney's offices and the LECC Programs from the districts represented and to some extent nationwide are outlined. The goal of the panel is to clarify the role and capability of the LECC programs and to impart knowledge about how to access them.

Mary Ann Andrews

I have several ideas about what Law Enforcement Coordinating Committees (LECCs) can do for State Administrative Agency staff. LECCs can be involved in providing coordination; facilitating training; providing technical assistance which includes needs assessment, resource inventory, proposal development, evaluation and community partnership development; providing resource development by sharing information about government funding updates, foundation information, leveraged funding, asset transfer and equitable sharing to local 501C3 agencies; facilitating program development like Weed and Seed and Business Alliances and implementing Department of Justice priority programs such as Weed and Seed and child support enforcement.

LECCs are sitting on many committees as liaisons and horizontal representatives. By virtue of being located in U.S. Attorneys' offices, people may take notice, listen, and/or cooperate. In addition, LECCs are good at getting people to leverage funds.

Joe Jeanette

Pulling America's Communities Together (PACT) program, a national program with a site in Nebraska, is a collaboration between the U.S. Attorney's Office and the Governor's Office of Nebraska. It is a comprehensive, bottom-up approach examining root causes of violent crime in an effort to prevent and reduce juvenile violent crime.

To form Nebraska PACT, Statewide meetings were held with stakeholders and experts from criminal justice agencies, education, the religious community, housing, employment, neighborhoods, prevention and intervention specialists, parents and youth. These stakeholders identified risk factors impacting young people and devised a strategic plan of goals and objectives to address these issues. The Departments of Public Administration and Criminal Justice of the University of Nebraska at Omaha provide the key technical assistance to facilitate this project along with the National Crime Prevention Council and the National Center for Crime and Delinquency.

The plan features five major goals which center on strengthening and supporting communities and families. The five broad goals of this project are (1) to ensure safe communities in Nebraska; (2) to build more effective communities; (3) to expand youth participation in community life; (4) to increase Nebraska's capacity to strengthen families; and (5) to strengthen individual and community values.

Nebraska PACT has identified nine specific program areas in which funding and technical resources are essential. These priority areas are identified through the planning processes that are being developed and implemented currently by the Technical Work Groups. They include risk and needs assessment and case management tools; development of an information system for youth providers; Good Beginnings - an early childhood community-based program; youth employment; community gang response and ex-gang member aftercare; school truancy; school-based family services; family/Youth Services comprehensive database; and conference funding/support services.

Two of these nine areas will be most important in revamping the current juvenile justice system to reduce violent crime and recidivism -- the design of a uniform assessment instrument and the development of a system for data collection to facilitate information sharing among agencies for pre-adjudicated and adjudicated youth. This project at a minimum would link information from social services, public institutions, health, education, probation and the Crime Commission.

Peter Laun

My presentation outlines technical assistance to law enforcement agencies and communities. As someone who has extensive experience in working with local communities, I recommend the use of a "Community Grid" Model to plan and implement interaction of criminal justice and law enforcement agencies with other "Community Systems" to build effective coalitions. Each of the 94 Federal Judicial Districts, the offices of the U.S. Attorney and the LECCs of those districts are different to some extent in program focus, but always represent a uniform, localized point of contact to access the Department of Justice and other Federal resources, information and assistance. To start preventing violent crime, "Kids are the key!"

Gail London

Victim-witness coordinators in U.S. Attorney's offices are a valuable resource to State and local law enforcement and victim assistance programs. The Federal Victim-Witness Coordinators can work with Victim Assistance Coalitions in an effort to support victims in the judicial system and help them cope with the trauma associated with victimization. Coordinators can also assist in planning crime prevention programs and helping communities foster an atmosphere and system where victims will report crime. The Coordinators should be considered a key contact person for victim assistance grants and projects from the Office for Victims of Crime.

When organizing community victim assistance or crime prevention programs, often the only criteria for grant makers is how many people can be served. Look beyond the numbers and see the impact that just one act of help or kindness can mean in a person's life. Several of my cases illustrate well how victim advocates and community agencies have worked together to assist individual crime victims which in turn helped the community.

Violence Against Women

Moderator: *Kim English*, Director, Statistical Analysis Center, Colorado Division of Criminal Justice

Presenters: *Stacia Langenbahn*, Analyst, Abt Associates (MA)

Betty Winter, Director, Family Trouble Center, Memphis Police Department

Jean McAllister, Therapist, Assault Survivors Assistance Program, Lutheran Medical Center (CO)

This panel provides an analysis of current criminal justice responses to violence against women as well as recommendations for the future. Panelists discuss strategies for improving government-community collaboration in support of rape victims, a national survey of sex offender treatment programs, an innovative family violence program run by the Memphis Police Department and strategies to obtain funding for anti-violence programs.

Stacia Langenbahn

I will outline the findings of an Abt Associates' study, *The Criminal Justice and Community Response to Rape* (NCJ No. 148064). In 1991-1992, the National Institute of Justice (NIJ) funded research to determine how criminal justice and victim service organizations have responded to recent changes in social perceptions of rape, including the acknowledgement of the existence and prevalence of acquaintance and marital rape; and to describe improvements in the investigation and prosecution of sexual assault involving adult victims, so that these improvements might be replicated in other jurisdictions. To answer these questions, Abt conducted a literature review and interviews with leading researchers and practitioners in the field, including prosecutors, sex crimes investigators, judges, physicians, social workers, and program directors and legal advocates in rape crisis centers.

The findings of Abt's study, as they relate to the theme of the conference, center on government-community collaboration that more effectively supports rape victims. Because an integrated, compassionate, community-wide protocol for rape victims helps lessen the retraumatization that many rape victims experience during the criminal justice process, it also improves victim retention during investigation and prosecution. The six strategies for government-community cooperation identified were (in order of intensity): establishing interagency referral such as the anonymous reporting of sexual assaults by rape crisis centers on behalf of rape victims; organizing interagency task forces in order to work out differences between agencies instead of through victims; conducting joint interviews in order to reduce the number of times a victim has to tell her story; streamlining the protocol for collecting medical evidence so the needs of evidence gathering are balanced with the victim's needs; training across disciplines such that all members of the community are better educated about rape victims' needs; and staffing across agencies such as "vertical victim/witness assistance." The publication is available from the National Criminal Justice Reference Service at (800) 851-3420.

Betty Winter

The Family Trouble Center began full-time operation in 1991, and I have been running it since then. I find it valuable to work with both victims and perpetrators. If we only work with victims, we are subtly blaming victims. The Family Trouble Center operates under the philosophy that combined legal and therapeutic forces are needed to bring about safe and peaceful resolutions in family or domestic violence situations. As such the Memphis Police Department set up the Trouble Center to develop appropriate interventions designed to utilize personnel better and reduce the incidence of potentially lethal domestic disturbance calls. The goals of the program are as follows: to work with police, community service providers and other government agencies to develop appropriate interventions designed to eliminate domestic violence; to offer crisis counselling and referral services for victims of domestic violence; to provide educational and correctional groups for court-mandated domestic violence offenders; and to enhance community awareness of the problem of domestic violence. All of the work of the Anger Management groups at the Center is done by student volunteers from the University of Memphis.

As part of my PhD thesis, I monitored graduates of the Anger Management Program at the Trouble Center. Out of 120 graduates, only 12 were rearrested for domestic violence one year after graduation. While this is not a definitive result, it is promising. I would like to do a five year follow-up to ascertain true recidivism rates.

The batterers are a very difficult population to work with, and mental health professionals working with couples who interact violently find it a "baptism by fire." This is court-ordered counselling, which I initially thought would never work. The program lasts twelve weeks. The participants complain that they have no choice. The Trouble Center teaches batterers that they have a choice about whether or not to participate in the counselling; they are not forced. Many are still living with the person they assaulted. I talk to them about their choices, that they chose to commit a crime. They talk about emotions they cannot express in life, that men are allowed only to feel anger.

The police are a valuable part of the process, as representatives of authority. It is important that they respond to 911 calls (not therapists). There are many repeat calls to the police, in one instance in Memphis the police went 28 times to the same house.

The Family Trouble Center conducts Victim Outreach. The Memphis Police Department makes a report of all domestic violence incidents and the Family Trouble Center follows up with the victims. We call the victim to find out what's going on -- did they like the way their situation was handled? Is peace going on? And the Family Trouble Center lets them know about services such as shelters. We help the victims develop safety plans, tell them about how to get restraining orders. Outreach is helpful because it reaches an audience hitherto missed or neglected. We reach a new audience by doing outreach. We do very little couples counselling because it is unproductive. Each side blames the other.

Kim English

My presentation will center on an NIJ funded study entitled, "How Are the Nation's Probation and Parole Agencies Managing Sexual Offenders?" which examines the management of thousands of sex offenders who return to the community. The project is just finishing, and it has produced guiding principles for a model program. Research conducted since the late 1970s indicates that certain sex offenders can be taught to manage internal impulsive/compulsive behaviors by identifying behaviors and thoughts that are precursors to abuse. When structured cognitive group therapy programs are combined with strict external (community) controls, public risk can be managed while the offenders work and pay for treatment for their victim(s), their families and themselves. This research project included a nationwide telephone survey of representatives of adult probation and parole agencies and on-site visits to six States and dozens of jurisdictions to examine "State-of-the-art" techniques for managing this special population.

From the scores of on-site interviews with probation-parole officers, prosecutors, judges, police officers, social workers, therapists and defense attorneys, we have developed guiding principles for a "model criminal justice process" for managing sexual offenders. Some of the guiding principles include the following: mental health and criminal justice should work together to leverage the offender to maintain internal and external control over abusive behavior; probation and parole are a privilege -- not a right -- for offenders convicted of sexual assault; interagency and intra-agency coalitions assure system-wide consistency of sexual offender case management. Decision-making must be shared and made in the best interests of the victim. Similarly, policy and practices must protect the child sexual assault victim and empower adult sexual assault victims. Written protocols and/or interagency agreements ought to address the responsibilities of each component of the model process. Treatment for the victim should be available and paid for by the offender or by the system. Sex offender-specific treatment ought to occur in a group therapy environment which includes psychoeducational components and is combined with behavior control and supervision. Probation and parole officers ought to attend group sessions at least monthly. To ensure adequate treatment, full disclosure of all past and current illegal/inappropriate sexual behaviors should happen through the use of polygraph testing administered by a certified polygraph examiner who has special training in the area of testing sexual offenders. Supervision of sexual offenders needs to be conducted by specially trained officers who monitor the offender's leisure time, transportation, employment and social contact/isolation, and living

arrangements; who work flexible hours; who search for "grooming" materials such as stuffed animals, children's games, video equipment, etc., depending on the offender's crime pattern. Special precautions ought to be taken by the probation and parole agency to assure officer safety. The final report of this research project can be obtained from the NIJ in the spring of 1995.

Jean McAllister

I will address the issue of funding needs for programs dealing with violence against women. The philosophy behind funding requests to benefit programs which fight violence against women should include the following: one, victim orientation -- the victim will not cooperate with law enforcement if not treated well. Two, offender-driven, knowledge-driven information about violence against women, because there are dramatic differences between sex offenders, e.g., pedophiles versus rapists. Additionally, I would emphasize that self-reporting of sex offenders is a ridiculous concept, because they lie. Three, there needs to be a coordinated community-wide response to prevention, not just a focus on changing arrest policies which is after the fact. Four, there should be a focus on offender containment and accountability, including knowledge about the particulars of offenses such as whether or not the defendant pleaded down. Five, there needs to be system and program accountability incorporating Statewide standards and certification of offender treatment programs. Six, we need to recognize the whole spectrum of needs of society with regard to violence against women: prevention, treatment, incarceration, prosecution, and research and evaluation. Seven, we need to support the development of knowledge, to teach a program about how to evaluate programs if you think they are good, but do not know how to measure them.

The "nuts and bolts" of funding needs include cosponsorship and comanagement between the public and private sector. In addition, allow for adequate administrative expenses, adequate funding to do it well -- do not ask for too little money -- build in reciprocal accountability and utilize existing community resources.

The following programs would be useful: (1) highlighting primary prevention; (2) cross-training between the criminal justice system and community interveners; (3) providing for adequate management of offenders in the community; (4) developing a coordinated systemwide responses; (5) improving system response to date, acquaintance and marital sexual assault; (6) reducing the separation of jail and treatment; and (7) addressing stalking adequately. Future research needs should focus on the following: amassing decentralized national statistics to get accurate State and local statistics. We also need to recognize that arrest works with certain groups of people and understanding how people remember things.

Combatting the Illegal Distribution of Firearms

Moderator: **Steven P. Yonkers**, Program Specialist, East Branch, State and Local Assistance Division, Bureau of Justice Assistance

Presenters: **Lt. George Constantine**, Commanding Officer, Special Licensing and Firearms Unit, Connecticut State Police

Margaret Moore, Special Agent in Charge, Bureau of Alcohol, Tobacco and Firearms

Herb Jones, Project Outreach, Office of the Undersecretary for Enforcement, U.S. Department of the Treasury

John Veen, Law Enforcement Program Manager, Bureau of Justice Assistance

This panel provides an update on the progress of various BJA-supported firearms-related projects including multijurisdictional firearms task forces, Federal Firearms Licensees programs and the provision of training and administrative support to the InterState Firearms Trafficking Compact member-States. The Bureau of Alcohol, Tobacco and Firearms gives a general overview of its activities and involvement regarding the InterState Firearms Trafficking Compact.

Assessing the Impact of Federal Assistance to State and Local Governments

Facilitators: *Terence Dunworth*, Senior Associate, Abt Associates, Inc. (MA)

Peter Haynes, Professor, School of Justice Studies, Arizona State University

Aaron Saiger, Princeton University

The RAND corporation's national assessment of the 1988 Anti-Drug Abuse Act is outlined by the three authors of the study.

Terence Dunworth

RAND's assessment of the 1988 Anti-Drug Abuse Act (ADAA) began in 1989 with funds from the National Institute of Justice. They commissioned a three part analysis: first, a review of the planning strategies submitted by States (there were 56) in order to receive funds; second, a monitoring of the strategies the States had outlined; and third, a general overview of the entire legislation. It was a massive project; we could not visit every State, but we did work closely with the seven States chosen on an ad hoc basis to be reviewed. These States were Delaware, New York, South Carolina, Iowa, Arizona, California and Washington. We did not do an evaluation in each specific State, but got their assistance to see how each program was working. We obtained cooperation from the State criminal justice planning agencies. The Bureau of Justice Assistance (BJA) has given us unlimited cooperation and access. In fact, they practically treated us as if we were in-house people; we found no resistance at all. We are at the end of the project. We had hoped to deliver results before enactment of the 1994 Omnibus Crime Act, but our report is still only in draft form. All three of us were involved continuously. In addition, Scott Green was involved in the passage of the legislation on Capitol Hill and we consulted with him. Jerry Hatfield, President, Systems Development Associates, went into some of the States for us. And many people at RAND worked on this project at different times.

Aaron Saiger

I will talk about what we found out about strategic planning, and the development and usage of information related to expenditures -- in other words, how grants were distributed across subgrants.

Planning has been continuous and has taken considerable effort by the States. Every year they submit a plan. What has government bought with the money? What hasn't it bought? It has not bought completely comprehensive criminal justice plans to combat crime and drug abuse. Why not? Because it is impossible to produce them. No planners have the authority to do this. They can plan for the Byrne Federal money but not plan for the entire State. Has any strategic planning been bought? Some has been bought. The fear that this money would just be absorbed into State criminal justice coffers did not happen. Plans became more detailed and there has been movement towards a rational, strategic use of Federal money. Strategic planning has allowed States to have a plan they can turn to when State and local agencies request money. It has provided for valuable communication between State and local planning.

What have the unforeseen consequences been? Bob Kirchner, Chief, Program Evaluation, BJA, has worked it out. Monitoring and evaluating projects, as States go along, feed back into the planning process. Incremental planning has supplanted comprehensive planning. There is an interesting division of strategic planning responsibilities. There has been a great victory of State flexibility. Some States have been helped to do incremental evaluation; some States have not needed it.

Peter Haynes

I will assess the Impact of Federal Assistance to State and Local Governments, specifically the impact of the ADAA

of 1988 on State and local anti-drug efforts. How can Federal efforts to help combat drug and crime problems, in the States, be best organized? How effective has the effort pursued under the ADAA of 1988 been? I will discuss coordination between agencies, whether there was any or not, and how the changes introduced might be made permanent. My objectives are to assess those changes that have taken place in the States that are logically associated with specific goals of the Federal effort and to develop tentative explanations/requirements for success in specific areas. Agencies involved in our study include BJA, State Administrative Agencies, and selected regions within; Arizona, California, Delaware, Iowa, New York, South Carolina and Washington.

The methodology in this component of the effort is primarily qualitative. A series of case studies, with embedded components, were performed sequentially and used to project to theoretical constructs derived from theories of intergovernmental relations and empirical findings from other similar efforts. The time frame that we worked with was from 1989 to 1994, focusing on activities in the States that were pursued subsequent to the implementation of the ADAA of 1988, including some subsequent modifications.

In summary, the program has significantly enhanced the coordination between different justice agencies and to a lesser extent between justice agencies and other agencies concerned with drug issues. Success has exceeded that achieved under the Law Enforcement Assistance Administration (LEAA). Great improvements were noted in specific areas but complete system-wide coordination has not yet been achieved, either within justice or more broadly. A theory of common interest/practice can explain these patterns. The "drug war" unified law enforcement through linked systems of multijurisdictional task forces, and through the linking of law enforcement, forensic laboratories and prosecution. Success at a lower level was achieved within prosecutorial, court and correctional efforts respectively. Coordination of executive efforts with court efforts remains incomplete but conflict has been reduced from LEAA days. Coordination of institutional corrections with the other agencies is also incomplete, mostly for logistical and/or financial reasons. Complete justice system coordination has been universally achieved by comprehensive involvement in the policy context but is incomplete at the functional level. Some States have been able to coordinate very comprehensively when local circumstances permitted and generally success has been greater in data-related support efforts than in functional activities.

Coordination between justice and other anti-drug efforts has been pursued everywhere utilizing many different organizational arrangements. These different interests have been brought together but achieving joint action often did not automatically follow. The arrangements also appear to be unstable with frequent changes. Greatest success in coordination between different systems was achieved when common interests were identified. Some success was reported in linking treatment efforts with corrections, courts and sometimes prosecution and also with law enforcement and community/educational prevention efforts. Only certain activities require coordination, and different funding mechanisms can work against coordination.

The seeding concept, and the associated matching and time restrictions, work well but have been under pressure from financial difficulties in the States, earmarking and mandates, and waivers from requirements. States often assume financial responsibility for many projects but local governments face greater difficulties. It has proven possible to generate substantial funds for project continuation through forfeiture, tax stamps, fines and surcharges. This requires that various threats be overcome and it may not be practical or desirable to use funds for project continuation. Only one State generated more funds than the program cost. This may be unique but the approach is important elsewhere and deserves increased emphasis.

Terence Dunworth

My part of this presentation centers on the issues of how we figure out what kind of effects the program has had, and whether it should be kept. Does the Byrne grant have any effect? Should we go back to a system of revenue sharing? State, local and Federal spending is a pendulum. Unrestricted revenue sharing, in which the Federal government writes checks with no restrictions based on population, is on one end of the spectrum. On the other is Federal spending for very specific programs such as the new COPS program. In general the lessons of the 1988 Anti-Drug Abuse Act are as follows: first, there is not a policy-oriented direction, in which Congress wants to know if programs are doing anything. When LEAA came to an end, after its peak in 1975, there was no way of

assessing its efficacy. It could not figure out what the money was spent on. Now we can do that. Second, the focus is now on program orientation. Is Byrne working the way the legislators wanted it to? Is strategic planning a good idea? Is coordination good? Federal, State and local levels now have to work together, so that grants to States become subgrants to more local organizations. The challenge is to develop an approach to figuring out how effectively the money was used at these different levels. The 1984 Act set up the bureaucratic structure to distribute these funds. The 1988 Act developed some built-in requirements for evaluation.

A review of the various approaches since the mid-1980s to deal with required evaluation reveals the following: the NIJ evaluation model is methodologically rigorous because it is done by professional researchers using sound experiments on the medical model. A second approach is increasing a State's evaluation ability. There are seminars on this at every conference. This entails an effort to shift the evaluation function from NIJ (and BJA) to States. Why? Because the classic research model approach is really time consuming and nearly always after-the-fact. It will not help in the modification of existing ongoing programs. In addition, the classic research approach to evaluation can be very expensive, e.g., \$500,000 went to Louisiana and Denver for one project, another \$500,000 went to the evaluation of it. Finally, the results of a research study are often equivocal, and therefore are of limited use to policy makers. Certain approaches can be more practicable. For instance, BJA provides technical assistance for two to three days to do evaluation. Now the emphasis is on process evaluation instead of impact evaluation, because the latter is too big an undertaking, and this works out pretty well. It is a pretty good process; nothing like it exists in other areas like health and education.

BJA has put a great deal of effort into information management, into developing information systems to communicate results back and forth between the Federal government and States. This effort has failed and will continue to because the Federal government cannot comply with rapid request response to simple questions. However, the NIJ and BJA approaches to "building capacity" for evaluations to the State level are being developed, if not to the level originally envisioned in the 1988 Act, then to a workable model which is not too impositional on States but which tries to amass databases which will be of use in the future in assessing criminal justice legislation.

Drug Courts

Facilitators: *Charles H. Hollis*, Chief, Prosecution Branch, Bureau of Justice Assistance

Caroline S. Cooper, Associate Director, Justice Programs, School of Public Affairs, The American University

Honorable John Parnham, First Judicial Circuit, Pensacola (FL)

Honorable Joel Bennett, Travis County Drug Diversion Court, Austin (TX)

This roundtable discusses the experiences and insights that have been learned to date from the Drug Court experience in the various jurisdictions that have implemented these programs. Panel participants address a variety of issues, interagency coordination tasks, and monitoring and assessment functions that bear on drug court program planning and implementation and highlight the systemwide benefits that are being achieved through these programs.

Charles H. Hollis

The Bureau of Justice Assistance's Drug Court Resource Center has been established to provide clearinghouse services, information dissemination and technical assistance to judicial systems and related agencies planning or implementing drug court programs.

Drug Courts, as the term is currently being used, are a relatively recent development in the criminal justice community and represent a fundamental change in the way the judicial system conducts its "business" in regard to substance abusing offenders. They are, essentially, diversion-to-treatment programs supervised by a specially designated judge(s) who supervises drug court defendants through regular (at least monthly) quasi-judicial status hearings at which he/she reviews each defendant's past performance -- primarily through reports of urinalyses, treatment program attendance, and face-to-face discussion attempts to reinforce progress and sanctions "slippage" by using such tools as augmentation of treatment and monitoring services, status hearing appearances, and/or short-term incarceration. In those situations in which the defendant clearly does not -- or cannot -- conform with the requirements of the Drug Court program, the judge terminates his/her participation and the case is reassigned to the conventional adjudication process.

Although drug court programs operate, ostensibly, under the direction of the drug court judge, in reality, they represent a collaborative effort of the entire criminal justice community; the support and commitment of the local prosecutor is absolutely essential, and the drug court program also cannot operate without the active support of law enforcement agencies and the indigent defense provider as well.

Drug Courts are an outgrowth of the national "war on drugs" which resulted in a major influx of drug cases in State and local courts and the consequent reexamination of the standard case disposition process, with its uniform time frames and procedures. This reexamination has been influenced by two significant developments: the concept of Differentiated Case Management -- or DCM, which entails a recognition that cases are not all alike, that we need a variety of procedures and processes through which they can proceed through the system; and the awareness of the need for early case and defendant screening, early assessment of defendants in terms of their substance dependency, criminal history and other factors relating to the dispositional options courts can consider. Concurrent with the emergence of these new management initiatives has been the growing frustration of judicial system officials with the ineffectiveness of traditional sanctions (probation, incarceration) on substance abuse and recidivism and the growing awareness of the effectiveness of treatment.

Although there is no one model being advanced, drug court strategies have very special characteristics which reflect a fundamental change in the way courts operate and in the interrelationships of courts, defense, prosecution, treatment providers and other community resources: first, early case screening by the District Attorney and Defense

within one to two days of arrest; second, early and meaningful court intervention: within 2-3 days of arrest; third, court imposed conditions of release that entail immediate entry into treatment and other rehabilitation programs; the philosophy of the drug court program approach is offenders are most motivated to become rehabilitated at the time they are going through the trauma of arrest - not after they return home to their old community and their old habits. It should be stressed that the treatment programs that are part of drug court programs are also far more intensive and intrusive than the offender would be exposed to through the traditional sanction. Finally, continuous judicial monitoring of offenders by frequent status hearings before the drug court judge rather than simply seeing a defendant should occur, if they violate probation.

The two judicial officers serving on this panel have played major roles in their jurisdictions to reshape the way courts address the drug caseload and the substance abusing offender in their respective jurisdictions. Judge Parnham, the former Chief Judge of the First Judicial Circuit, oversees two separate drug court programs in different counties in the circuit and he is currently in the process of developing a special drug court program for juveniles. Judge Bennett oversees the Travis County drug court program which focuses on diverting eligible defendants to treatment prior to indictment. One of the unusual features of the Travis County program is that, rather than utilize an existing judge for the program, local officials have used funds provided under the Byrne program to pay for a part-time magistrate position which Judge Bennett fills.

Both Judges Parnham and Bennett will also discuss the impact and cost savings that the drug court programs have achieved in their community and the benefits which other criminal justice system components -- the prosecutor, law enforcement, corrections, pretrial services, for example -- have experienced as a result of the drug court that was initiated. Although they represent only two of the more than twenty drug court programs that have been implemented, they reflect the universal belief on the part of drug court judges that, despite the lack of substantial "hard" evaluative reports on these programs to date, the drug court program approach is by far much more effective than the traditional criminal case process for those offenders who seriously desire to address their substance abuse problems and turn their lives around.

Drug courts are part of the Crime Act, and guidelines, rules and regulations are being drafted for the Drug Courts Office. The bill provides funding for the expansion and continuation of existing drug courts as well as the formation of new drug courts. The guidelines will provide for flexibility among the courts.

Caroline S. Cooper

The American University houses the Drug Court Resource Center. Drug courts need the support of the police, indigent defense and other criminal justice system players to work. Drug courts are assignments within judges' dockets which target offenders who are substance abusers. Drug courts are either pre-trial interventions or occur early in the post-adjudication process. The successful completion of a treatment program may lead to having the defendant's charges dropped or his probation/sentence shortened. The program is intrusive and intensive and targets nonviolent offenders. Defendants waive the right to a speedy trial to go into treatment programs which are usually twelve months or longer and start with three to five visits per week. Defendants then reappear before the judge who reinforces positive behavior and sanctions negative behavior by viewing urinalysis results and treatment program attendance records. The second phase of the program involves more counseling and group therapy with a possible family-oriented component. The third phase is transitional, and participants learn employment and education skills as well as being mentored. Missed treatment sessions result in bench warrants.

Judge John Parnham

I am interested in expanding my drug court to include domestic violence, driving under the influence and juvenile cases. My goal is to motivate offenders to take the initiative and change their lives. Common elements of drug court programs are accountability both of the system through data collection and evaluation and of the individual who experiences immediate sanctions for relapse and is held accountable for failures. Rewards are also given for positive behavior. The relationship between the court and the treatment provider must be solid and trustworthy to hold up the client. Community involvement is important as well as having all parties involved on the same team. My court only takes drug-related offenders, no sex or violent offenders.

Judge Joel Bennett

My drug court is a true diversion program because once a person is done with treatment, his or her case is expunged. I attempt to extract a commitment up front from the offenders of readiness to change their lives. Offenders must admit to being addicts before being accepted into the program. For the drug court process to work, treatment people, judges and police must be excited about it and supportive. "It is a team approach," and treatment providers, the court coordinator, the bailiff and the judge must work as a team. Sanctions for inappropriate behavior include community service restitution, and missed meetings yield jail time. What I am trying to do is to touch the spirit in the individual so that he or she will want to change. The bottom line about drug courts is that the judge is the most important feature, and he or she may have any type of temperament but he or she must care for the program to be successful.

Boys and Girls Clubs

Moderator: *W. Errol Sewell*, Assistant National Director, Boys & Girls Clubs of America (GA)

Presenters: *Nancy DeCray*, Executive Director, Boys & Girls Clubs of Northeast Florida

Johnny Enriquez, Executive Director, Boys & Girls Clubs of Galveston County (TX)

Sharon McCray, Resident and Parent, Rembrandt Homes (FL)

Mandia McKay, Club Director, Boys & Girls Clubs of Tampa Bay (FL)

This panel discusses the efforts of Boys and Girls Clubs across the country to promote the healthy social, physical, mental, educational, vocational and spiritual development of youth.

Nancy DeCray

My presentation outlines "Make It Happen," a joint project between the public school system, Health and Rehabilitative Services, juvenile courts, businesses and other human service organizations such as the Red Cross and Child Birth education. The problem the program is designed to address involves adjudicated youth. The program is primarily targeted at gang members or potential "wannabees" who have little education, are unemployed, have problems at home or in school and have a history of violence. The objectives of "Make It Happen" are to redirect gang members or potential members by providing: counseling, job placement and job search skills, reentry into school or enrollment in G.E.D. programs, goal setting, life skills and family environment. Individual participation lasts a minimum of eight weeks, but it may be instituted longer than that by a judge's recommendation. The program is highly successful. The rate of recidivism is under 20%. Seventeen percent (17%) returned to school, if not presently enrolled, and 20% of the participant's grades improved. Over 25% are employed and have maintained good job performance. Over 50% stay within the Boys and Girls Club movement. Our program is unique in that we offer an ongoing "aftercare" component not duplicated by any other agency.

Teen Intervention Center (TIC) is another Boys and Girls Club initiative which involves over 15 agencies. The need for the Center stems from a lack of safe facilities and/or programs for teens. There is a need for homework assistance and tutoring to help alleviate in-school suspension. The objectives are to provide a safe haven for teens that is well-organized and offers teen-oriented programs that are neighborhood-based; to utilize an existing facility which can accommodate a variety of program opportunities including a gymnasium, stage, computers, library, breakout rooms for varied activities; and to provide positive role models, parenting workshops, cultural enrichment, conflict resolution, employment programs, career development, peer counseling and prevention programs. TIC is very new and that has prevented Boys and Girls Clubs from giving data to substantiate early outcomes. However, they see increased participation, grade improvement, dealing with conflicts in a positive mode and generated interest in a variety of programs and activities geared only to the teen population.

"Smart Moves" is a collaborative program among the child guidance center, Daniel Memorial, Drug-Free Coalition, Red Cross, Jacksonville AIDS Coalition, Child Birth Education Association and 4-H. These are only some of the agencies involved. The program is designed to deter youth and adult family members from becoming drug/alcohol addicted and to prevent teenage pregnancy and sexually transmitted diseases. To positively aid in the decision-making process and use positive peer pressure. This program was created, designed and researched by national staff of Boys and Girls Clubs of America. It was field-tested prior to being established in many clubs throughout the United States. The course can run for 12 weeks or longer. In some clubs, it is run daily and incorporated with other Boys and Girls Club's programs; 905 of the members improved their grades and were promoted to the next grade level; 80% demonstrated greater understanding of drugs/alcohol and teen pregnancy. Now there are 13% fewer police reports involving juvenile crime in housing developments where these programs have been instituted.

Responses to Domestic Violence

Moderators: *Noël Brennan*, Deputy Assistant Attorney General, Office of Justice Programs

Charles H. Hollis, Chief, Prosecution Branch, Bureau of Justice Assistance

Presenters: *Mimi Rose*, Chief, Family Violence and Sexual Assault Unit, Philadelphia (PA) District Attorney's Office

Bruce Carr, Assistant Chief Probation Officer, Domestic Violence Unit, Quincy District Court (MA)

Anne O'Dell, Detective Sergeant, San Diego (CA) Police Department

This panel outlines several model programs designed to combat domestic violence, including the San Diego Domestic Violence Investigations Unit, the Philadelphia District Attorney's Office and the Quincy District Court's protocol for spousal and partner assault.

Noël Brennan

The Violence Against Women Act is designed to make the criminal justice system more user friendly to victims, as are the following programs which should serve as national models in the fight against domestic violence.

Anne O'Dell

The goal of this workshop is to acquaint participants with the methods used in San Diego to reduce the number of domestic violence homicides. The Domestic Violence Investigations Unit of the San Diego Police Department has become a model for police agencies throughout the country. One of the reasons for this is because it is part of a **coordinated** community response to the issue of domestic violence. Our unit works in concert with other specialized domestic violence units in the City Attorney's office, District Attorney's office and the Probation Department.

The unit was implemented in 1992. Prior to implementation, the Domestic Violence Coordinator, staffed by a full time sergeant, had completely revised and administered domestic violence training for all levels of the police department. The "new" training encompassed areas not addressed before within our police department or regional training academy. The new areas included the following: (1) myth breaking; (2) manipulation of police by the batterer; (3) sophistication of the batterer; (4) how to recognize self defense; and (5) male entitlement issues. The "new" training effort produced a 59% increase in the number of domestic violence crime reports.

The Domestic Violence Investigations Unit (open seven days a week) is staffed with 24 detectives and support personnel. They have undergone extensive, specialized training in the dynamics of domestic violence. They are committed to making every effort to keep victims safe, hold batterers accountable and intervene in the cycle of violence. A well-trained cadre of volunteers assists victims of non-prosecutable cases. The hallmarks of our agency's response to domestic violence are (1) victims do not "press charges or drop charges." That decision is made by police and prosecutors; (2) our arrest policy is "aggressive, pro arrest." We utilize every applicable "tool" in our State penal code to "take the batterer to jail"; and (3) we anticipate that the victim may be unwilling to "participate" in the legal process later. Therefore, we prepare cases which can be prosecuted "without the victim."

The homicide "drop" continues in 1994 with only seven domestic violence homicides.

Mimi Rose

The importance of not separating out domestic violence from elder abuse, child abuse and other forms of violence cannot be overemphasized. Traditionally, if Dad swings an iron at Mom and hits a child, the case was treated as a child abuse case. Yet that does not capture accurately the violence that exists in that household and understanding

the dynamic in that house will be key to prosecuting the case successfully. It may well turn out that the mother in that situation will not cooperate with a prosecution of her husband, and it is important for prosecutors to anticipate and understand this reaction.

We realized, in developing our domestic violence program, that all criminal justice agencies involved in any abuse case, including prosecutor's offices, the police and victim services, must coordinate with one another in trying to make victims safe. Victim safety is the key, we discovered, to dealing with domestic violence. This realization meant that we had to redefine what "winning" meant, in a prosecutorial sense. Whatever will keep victims safe is what "winning" is all about. Victim advocates are more important to the cases than prosecutors because victim advocates are concerned solely with helping the victim, not with gaining evidence to prosecute cases.

Prosecuting these cases is easy. They are and should be recognized as assault cases, stalking cases, harassment, etc. Domestic violence is "a crime of the future" -- meaning that it is a bad situation which will only escalate and worsen -- and it ought be looked at like a type of cancer: at the first sign, come in for treatment. The criminal justice system must learn to separate offenders who need treatment from offenders who need the full force of the law.

Before you (State Administrators who provide money to domestic violence prevention and treatment programs) spend your money, you have to "walk the walk." I recommend to all of you that you go to an emergency room and to a police station and walk through what a victim must face in order to get help in a domestic violence case. It is instructive in a way that my description of the process cannot begin to convey.

Bruce Carr

The so-called Quincy Model in Massachusetts of addressing domestic violence began by designing a new section of the courthouse where people trained to take domestic violence complaints may do so in private. Police go through 20 hours of training on the subject including understanding that domestic violence is a crime, learning how and when to take pictures of the scene and the victim, and writing reports for all domestic violence calls that do not result in arrests. Victim witness advocates are used in conjunction with the police and probation officers. Advocates, who support the probation department, are responsible for continuing contact with the victim as much as the victim deems is necessary. Batterers attend a 42-week program that they must repeat if they fail to complete successfully the first time. Non-compliance with treatment results in jail time.

National Institute of Justice Evaluation Program: Recent Findings

Moderator: *Winifred Reed*, Acting Director, Evaluation Division, National Institute Justice

Presenters: *Carl Pope*, Professor, Criminal Justice Program, University of Wisconsin at Milwaukee

James Austin, Executive Vice President, National Council on Crime and Delinquency (DC)

J. Thomas McEwen, Managing Principal, Institute for Law and Justice (VA)

John Welter, Captain, San Diego Police Department (CA)

This panel highlights innovative programs selected from recent evaluations funded by the National Institute of Justice.

J. Thomas McEwan

The purpose of this presentation is to discuss the role of computer mapping in the Drug Market Analysis Program (DMAP) by outlining the experiences of the five DMAP projects funded by the National Institute of Justice. The five sites and their participating research organizations were as follows: San Diego, California, Police Department with Police Executive Research Forum; Kansas City, Missouri, Police Department with Crime Control Institute; Pittsburgh, Pennsylvania, Police Department with Carnegie Mellon University; Hartford, Connecticut, Police Department with Queues Enforth Development Corporation; and Jersey City, New Jersey, Police Department with Rutgers University.

The intent with each project was to obtain information on drug markets in the city and conduct quasi-experiments with street level enforcement against drug markets. Computer mapping was intended as an integral part of the projects to assist in the identification of the markets and to support evaluation of the experiments.

This presentation builds on the experiences of the five sites with computer mapping and takes a broader view of the role of computer mapping in police departments. Mapping techniques can be divided into three broad categories: descriptive, analytical, and interactive mapping. *Descriptive mapping* is the most basic type of automated mapping showing crimes, calls for service, traffic accidents, or other data in a pin map or shaded area format. Two or more different types of events or activities can be displayed for a complete picture of a problem. *Analytical mapping* starts with analysis of data with the results displayed on the map. Identifying crime "hot spots" is one primary example of analytical mapping. Finally, *interactive mapping* allows a user to cycle through a series of steps of making queries against a database, mapping the results, making a decision on the basis of the maps, and starting anew through the cycle.

DMAP sites used descriptive mapping to identify the locations and areas of drug sales activities. These basic maps frequently combined information from several sources, including citizen calls for service, patrol observations, vice unit information, narcotics task force information, citizen calls directly to the narcotics division, and information from other county agencies. Analytical mapping was used to identify drug markets where drugs were sold by organized groups. In Jersey City, these maps assisted in the identification of 56 drug markets in the city. Interactive mapping was used by the Pittsburgh Police Department to assist detectives in drug investigations. Detectives were able to query into a computer system with a name and identify contacts of the person with the police department as reflected by calls for service, crime reports, and arrest reports. A map of the locations could then be produced which could be used to identify associates of an individual. The query cycle then began anew with an associate's name.

The experiences of DMAP sites clearly demonstrated the utility of computer mapping to support drug enforcement. It also identified three challenges for future applications. First, effective computer mapping occurs when several

databases are integrated into a mapping system, rather than mapping on the basis of only one source. Second, better analytical tools are needed for effective mapping. Geographers and other researchers are now developing sophisticated tools that will provide greatly improved analysis of geographic data. The Spatial and Temporal Analysis of Crime (STAC) program developed by the Illinois Criminal Justice Information Authority is only one example of these improved techniques. Finally, better presentation techniques are needed so that computer maps clearly show the results of analysis.

Carl Pope

My presentation focuses upon special emphasis programming of the Boys and Girls Clubs of America in various sites throughout the country. More specifically, I will report on the results of two process evaluations conducted over the past four years. The first involved an evaluation of the Boys and Girls Clubs' gang prevention and intervention activities in 33 cities. Here the overall objective was to identify targeted youth who were at-risk of becoming involved in gang activities and to develop special programs for them. The goal was to immerse them in club activities and thus to provide an alternative to gang involvement. The second evaluation involved Boys and Girls Club programming in public housing as part of Operation Weed and Seed. The three objectives were (1) to develop new clubs in public housing sites; (2) to develop educational enhancement activities; and (3) to develop comprehensive programming which involved the delivery of medical services to those youth residing in public housing.

The specific goals and objectives of each of these efforts involve understanding certain principles such as the distinction between prevention and intervention activities. The methodology behind the process evaluations and how the data are actually collected are also important. Finally, the results of both evaluations note some common problems and successes in Boys and Girls Clubs' activities in the areas of gang intervention and public housing programs.

Community Revitalization

Moderator: *William Adams*, Chief, Central Branch, State and Local Assistance Division, Bureau of Justice Assistance

Presenters: *Diane Cunningham*, Executive Director, Palm Beach (FL) County Criminal Justice Division

David L. Dugger, Deputy Chief, Memphis (TN) Police Department

Linda Kamphouse, Police Planner, Research and Planning Unit, Fort Worth (TX) Police Department

This panel focuses on the seeding aspect -- community revitalization -- of Weed and Seed (W&S) programs.

Diana Cunningham

Palm Beach is the largest county in Florida. Counties have fiscal responsibility for criminal justice programs, but no legal authority because court officials are all elected. The Criminal Justice Commission (CJC) was established by county officials to synthesize approaches to criminal justice problems. The CJC includes the Drug Enforcement Administration, the Federal Bureau of Investigation, the Florida Department of Law Enforcement, and the president of the Police Chief's Association, among others. With CJC in place, Weed and Seed (W&S) was successful. Our experience is that a county must have policy level commitment to move forward with a W&S project.

There are four components to the Palm Beach W&S program. First, do heavy weeding. I recommend that you select a neighborhood where there is a "vehicle" in place (such as the CJC) to ensure cooperation. In Palm Beach County, six sites had community development corporations, where a group of citizens became incorporated as a non-profit to work on community revitalization. These sites were visited to determine if residents were interested in the W&S program. The police chiefs were interviewed, and there was considerable interest in every site. One site was selected -- Riviera Beach -- and efforts began immediately to get a program up and running, since that was necessary in order to apply for Federal funds.

In September 1993, a weeding effort was initiated. One officer from the Riviera Beach Police Department was the coordinator of the team. Other police departments volunteered people for training purposes. Sun Bank donated space so the 12 police officers involved in W&S could have a separate office.

Second, develop community-oriented policing. Third, establish a safe haven. The school board was approached to identify an elementary school in the heart of the W&S effort, which was made available on a 24 hour basis. They also donated a portable office for the W&S administration. And fourth, focus on community revitalization.

To summarize, we tried to take existing bodies and provide additional resources. We held many planning meetings to explain W&S in order to generate community ownership of the program. We gathered community leaders, civic leaders, United Way leaders, etc. and asked for donations of time and/or services. We held many community meetings to find out what the community wanted to see happen. Then we obtained written agreements from all groups who had pledged time or money. We asked the County to handle fiscal responsibilities. The County also committed money to help staff the program. A steering committee was set up of ministers and service providers. A seeding team was also set up to implement the plan. Every effort was made to involve the media when events were held.

Some community-specific programs that were accomplished without Federal funds include neighborhood clean-up days, paint-the-town projects where paint dealers agreed to donate the paint and Kiwanis or Rotary clubs donated time, Habitat for Humanity building a house, local banks cooperating with low interest home loans and small business loans, low income rental housing becoming more available through modifications to code enforcements, Southern Bell donating portable phones for teams and, finally, civic clubs' and garden clubs' recruitment in adopting

little parks for beautification.

David L. Dugger

I will describe Operation Saturation/COACT, which is run by the Memphis Police Department. The measure of success for police agencies has traditionally been the number arrests made during a given year. This mindset of ever increasing arrests has filled our prisons and has contributed to large segments of our population being unemployable because of their criminal records. Heavy call volumes have sometimes reduced police officers to little more than call takers and report writers. We in the Memphis Police Department believe the citizens of our city deserve more than just an accurate report of what happened, followed by an investigation after-the-fact. The measure of success for police officers should not be how many arrests are made, but how many arrests do not have to be made. Police agencies and citizens must work together to reduce both the desire and the opportunity for criminal activity to be committed.

The process of making our cities safer will take time and commitment by both community and city leadership. We as police professionals must be fully aware of our role in the community and optimize the utilization of our resources. Part of the process of serving our city is to better inform the public about how law enforcement works, and how local police services function.

The goals and objectives of COACT are public safety: to provide a secure environment that will foster residential, commercial, and cultural advancement within the City of Memphis; to provide quality services, through the cost efficient and effective utilization of departmental resources; and to provide leadership in the community. The Memphis Police Department is the lead agency in a community collaborative to provide high quality police services to all elements of our community. Additionally, we aim to work in partnership with the community in order to achieve effective citizen, police, public, and private agency involvement in the Department's strategies to improve community quality-of-life and to enhance public safety.

We provide professional personnel, a highly motivated and well-trained work force which is professional, ethical, and representative of the community it serves. This work force will facilitate our commitment to total quality management.

Our commitment to community-based police service through our Operation Saturation programs is returning police officers to the community and providing more efficient service delivery to all citizens of our city. We will continue to explore and refine our programs to best serve the citizens of our city. Our vision for a better future will bolster our creativity and effectiveness. Through a commitment to excellence at every level of service, we can inspire and rejuvenate our cities block by block, one neighborhood at a time.

We did, however, encounter several implementation problems. The officers assigned to Operation Saturation experienced resentment from other officers and management who are not familiar with community policing. The Memphis Police Department is addressing this issue with community policing training for the entire department through technical assistance through Community Research Associates, in conjunction with the Bureau of Justice Assistance.

As a whole, the COACT program is viewed as a successful partnership. The flow of information from the community to the officers has improved, and the citizens now view the officers as a vital resource for helping them solve the problems in their community.

Linda Kamphouse

In implementing a W&S program, a fifteen-square-mile area of the city was selected in which Part I crime was increasing at twice the rate of any other area in the city. One quarter of all aggravated assaults took place in this area, and 20.9% of the houses were vacant. The W&S effort was begun with the realization that it had to be a

community effort, so the first item of business was to gather community support. Saturation details were sent out. Search warrants were written for street dealers, which dropped Part I crime by 44%. People lined up on the streets and applauded the police as street dealers were arrested.

As a result of our successful W&S experience, there are several pieces of advice I can share with you. First, it is important to note that you must select officers that are willing to get involved in the community. Similarly, having a safe haven is essential. Officers volunteered for this, which was housed in community centers, youth centers, YMCAs, and Boys and Girls Clubs. A model block project is now being constructed and is being watched by officers so construction is not hindered. A bank is also going up in this depressed area as a result of positive changes they've seen. Another success was the W&S job bank. Twelve hundred people from the area were put to work at the airport. The community center provided clothing and instruction for interviews; Dallas/Forth Worth Airport provided the jobs. A shuttle bus service was provided to the airport. This job bank is now funded by a grant, but it was established and set up entirely by volunteers. After one year, the job bank received a Federal seeding grant. They even arranged a child care center. Gangs have been told that the job bank is a neutral area - no gang attire is allowed. Several gang members have worked at the job bank for minimum wage.

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